

HISTORY AND PRESENT STATUS OF PUPIL PARTICIPATION
IN SCHOOL GOVERNMENT

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Contributions of the Graduate School
Indiana State Teachers College
Number 238

Submitted in Partial Fulfillment
of the Requirements for the
Master of Arts Degree
in Education

1936

INDIANA STATE
NORTH

ACKNOWLEDGMENT

The writer extends grateful appreciation to Dr. J. R. Shannon, Professor E. E. Ramsey, and Professor Helen Ederle for their guidance, supervision, and inspiration in preparing this thesis. The writer also expresses thanks to the host of schoolmen who gave assistance by replying to the questionnaire and providing other valuable information.

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I. INTRODUCTION

A. General Statement

Recent years have witnessed a marked change in the relations of pupil and faculty of secondary schools. There has been a transition from the standardized and autocratic control exercised by principal and faculty to a partnership affair, wherein there has been cooperative government and management, participated in by both pupil and faculty. Douglass¹ makes the following statement: "Between 1910 and 1920 student governments were set up in a great number of high schools and threatened to become the mode. These, however, met with varying degrees of success, few of them proving as fortunate in results as had been anticipated and many culminating in conditions approaching chaos. Yet exceptional is the school today in which government and management in some degree do not exist."

B. Reasons for the Study

The writer first became interested in pupil participation in school government a few years ago when he was designated to assist in the organization of a pupil government body and to sponsor it when organized. Such an organization failed to develop, but the author's interest was aroused and was given further stimulus when at a later date while attending the Indiana State Teachers College, he took a course in "High School Administration" in which considerable attention was given to this subject. Because of the instructor's interest and enthusiasm, the

¹Harl R. Douglass, Organization and Administration of Secondary Schools (Chicago: Ginn and Company, 1932), p. 289.

writer's interest was increased, and he determined to know more about this field of study, in order that he might be a more efficient teacher and, if possible, make some contribution to others engaged in carrying on the work of the secondary schools. In this way the writer has been led to select this thesis topic.

C. The Problem

Back of this study has been a threefold purpose. First, an effort has been made to trace the history of pupil participation in school government in order that knowledge might be had of its origin and development. Second, the writer has attempted to make an accurate appraisal of the present status of pupil participation. Third, the author has endeavored to trace the trends of pupil participation in school government and thus learn what changes or new developments may be expected in the future.

D. Procedure

1. Library Research. The library research method has been used to solve the first part of the problem: the tracing of the history of pupil participation in school government. Every available book that dealt wholly or in part with this topic has been consulted. Likewise, all available articles in educational periodicals have been studied and analyzed. The findings from these sources have been combined and discussed in the second part of this thesis, entitled "History and Survey of Pupil Participation in School Government."

2. The Questionnaire Method. In order to supplement the data obtained by the library research method, and to secure data on the present status and trends in pupil participation in school

government, the questionnaire method has been used. The questionnaire provided columns for listing data pertaining to the past, present, and future of pupil participation.

a. Method of obtaining addresses. The questionnaires were not sent out at random but to a select group of schools that were known to be using some plan of pupil participation in school government. Addresses of such schools were obtained in discussions of this subject found in various books and periodicals. Letters of inquiry were addressed also to several State Inspectors of Schools, asking them to send addresses of schools in their states that were using some form of pupil participation. This resulted in a goodly return.

b. Scope of the questionnaire method. A total of three hundred and ninety-five questionnaires were sent out. These were distributed among schools in forty-six states. A return of 60 percent of the questionnaires resulted.

c. Limitations in the use of the questionnaire. When the questionnaires were sent out, it was hoped that a considerable amount of data might be secured pertaining to practices used in the past and now discontinued, and to changes to be made in the future. Since the data secured on these factors were so meager, the author has dispensed completely with a discussion of such items.

E. Method of Treating Data

Since data have been secured from two sources, two methods have been used in treating the same:

1. Library Research Data. Data obtained from this source have been analyzed, combined, and discussed in the second part of this study.

2. Data Obtained from Questionnaires. These data have been compiled in frequency tables and used as the basis or skeleton for the third division of this investigation.

II. HISTORY AND SURVEY OF PUPIL PARTICIPATION

IN SCHOOL GOVERNMENT

A. Early History

Aristotle declared many centuries ago that man is a political animal, and that politics is the noblest employment of free men. Cooley¹ says that government is the most definite and authoritative, the most extensive and most universal expression of public will. In power and reach it transcends all other forms of social cooperation. For the satisfaction of many human needs no other agency is adequate, and there is scarcely a man or woman in the world who is not subject to its influence. Its protection and its burden of cost, its facilitating conventional methods and mechanical formalisms, its stimulation of enterprise and remoteness from the fresher humanizing ideals encourage and depress men everywhere. Recent years have witnessed a remarkable expansion of governmental activities and it is capable of illimitable expansion in the future. In the democratic form of government the quality of government depends upon the civic ability and the idealism of the common man, for on his shoulders, as well as on those of all other groups, falls the full weight of the burdens of management.

It is an undisputed fact that progress in politics has not kept pace with progress in other fields of human endeavor. In the realm of the physical sciences, man's control over his material environment has been greatly increased. Modern civili-

¹Frank G. Pickell, "Training for Citizenship Through Practice," School Review, (Sept., 1920), pp. 518-528.

zation apparently cannot be maintained unless similar progress is made in the realm of social control.

In the school, as in the community, government exercises a predominating influence. If the school is to really train for citizenship, for participation in a democratic government, this predominating influence certainly is a real challenge. Douglass¹ assures us that this challenge is being met, when he points out that one of the greatest changes within recent years in the relations of pupil and faculty of secondary schools has been the transition from standardized and absolute control exercised by the principal and faculty to cooperative government and management. Pickell² emphasizes the importance of teaching citizenship through practice. He points out that if boys and girls are to respect and obey our laws and be tolerant towards those who must execute them, a genuine opportunity to solve school-citizenship problems is excellent training. He concludes that no one can fail to be deeply impressed with the faithfulness with which pupils live up to rules of conduct which have originated in the student body nor with the spirit in which pupils set about their job of handling a problem that has really been turned over to them. Pupils are at their best when they can be made to feel this responsibility.

Pupil participation in school government is not a new idea.

¹Harl R. Douglass, Organization and Administration of Secondary Schools (Chicago: Ginn and Company, 1932), p. 289.

²Frank G. Pickell, op. cit., p. 5.

Seeley¹ is the authority for the statement that Trotzendorf, 1490-1556, introduced a plan known as pupil self-government among his pupils. This plan provided for a senate of twelve pupils. The rest of the machinery for control consisted of a council and a court. Partial forms of student government were used in some of the American Colleges between 1780-1840. Thomas Jefferson recommended its use in the University of Virginia. It is very likely that the higher institutions of learning have exerted a large influence on the secondary school in the establishment and development of pupil participation in school government.

The following quotation concerning a plan used in the Penn Charter School of Philadelphia, in 1777, may sound strangely modern to those who insist that pupil participation is a new development. "To a considerate mind how pleasing it must be to take a view of the laudable spirit of the boys of this school. Actuated by a noble principle and desirous to prevent the ill effects of internal broils, they have established a constitution founded on their own authority. By virtue of this constitution an assembly is regularly chosen every month and empowered to make such laws as they shall think necessary or useful. The first act of this Honorable Body was to open courts of judication and to order the election of judges and other necessary officers. The court takes cognizance of all crimes committed against any of the laws and is always held in some public place. Since this valuable institution has been adopted, the absurd practices of

¹Levi Seeley, History of Education (New York: World Book Co., 1904), pp. 178-179.

fighting and calling names have visibly declined among the boys who now carry themselves toward one another with delightful and polite behavior. There are some few exceptions whose childish folly and quarrelsome tempers render them a universal test to the rest of their school fellows. These are the advantages which immediately result from our excellent constitution, but I am led to consider it in a view with regard to our future benefit in life. The members of the assembly to qualify themselves for the office to which they are intrusted must apply themselves with great industry to the study of the law and rules in which some of them are so proficient as to be able to draw up a bill in language that does honor to themselves and the school which they represent. This will certainly be of great advantage to them hereafter, for when they have arrived at manhood and entered upon the busy scenes of life they will be useful members of society and qualified to serve their country in distinguished posts of honor and profit."¹

The George Junior Republic experiment, a self-governed community of boys, and the great amount of publicity that it received in the early part of the present century gave considerable impetus to the movement in the direction of introducing school children to the responsibility of self-government and to participation in government. Since 1910 student governments have been set up in a number of high schools with varying degrees of success, a few of them proving as fortunate in results as had been anticipated and many resulting in nearly chaotic conditions.

¹The Students Gazzette, Penn Charter School, Philadelphia, (July 23, 1777), pp. 1-2.

Yet exceptional is the school today that does not have some form of pupil cooperation and participation in government and management.

E. D. Grizzell reveals the presence of pupil participation in this country in 1852 by quoting from Siljestrom's book, "Educational Institutions in the United States," which was translated from Swedish in 1853, by Frederica Rowan:

"In the high school in Hartford, Conn., a system has been introduced of letting pupils themselves form a tribunal for judgment of all offences relative to discipline. Every morning after prayers, the annotations made by monitors on the preceding day and delivered to the master are submitted to votes by the pupils. On these occasions each pupil is at liberty to move for such alterations on various points as he may deem advisable, and these motions are then likewise discussed by all -- The teacher who officiated as chairman had, however, reserved to himself the right of absolute veto. Monitors, who are termed officers, are elected by the pupils."

B. Terminology

Pupil participation in school government and control has been confused with pupil self-government. Educational literature of the nineteenth century and the first decade of the twentieth reveals that the emphasis was on the so-called self-governing form, in contrast with emphasis on pupil participation today.

1. Pupil Self Government. Osborne¹ gives the following definition of pupil self-government: "Self-government in the

¹C. H. Canfield Osborne, Educational Movements and Methods (New York: D. C. Heath and Co.)

schools of today may be defined as the entrusting to a group of children of full power to determine either the whole or part of their school life." He expresses doubt as to there ever having been any bona-fide examples in our public schools of pupil self-government, in the strictest sense. Pickell¹ says that self-government as usually conceived and traditionally administered requires a very complicated machinery. Legislative, executive, and judicial departments must be provided, and the intricacies of the system, together with the inability of pupils to exercise properly the executive authority, sooner or later make it mandatory that school authorities interfere; this always proves disastrous. Self-government creates a sort of barrier between pupils and authorities in the solution of pupil problems. If authorities "dip in", pupils at once conclude that there is unwarranted interference and dominance. Self-government implies, of course, the creation of public opinion among the pupils, and, also, a method of dealing with non-conformists. Ideally it presupposes the elimination of disciplinary cases, but among human beings the ideal is impossible of attainment. Pickell's final conclusion is that such schemes in American secondary schools have universally resulted in failures, although there may be a few exceptions, and these when investigated will usually be found to be, in reality, schemes in which pupils are cooperating with faculty.

2. Pupil Participation in School Government. This term is widely used to indicate pupil sharing of, cooperation with, or

¹ Frank G. Pickell, "Training for Citizenship Through Practice," School Review, (Sept., 1920), pp. 518-528.

participation in the management of school affairs. It is built upon the theory of mutual cooperation between the faculty and student body. The faculty feels free to work with the pupils, and the pupils do not hesitate to consult the faculty. This eliminates the danger that pupils will feel that the faculty is interfering. Thus a spirit of helpfulness and of mutual confidence is built up. Furthermore, pupil participation implies the development of favorable public opinion but not the responsibility of settling disciplinary cases, except as such cases can be settled through the contempt in which they are held by pupils generally. Dealing with cases of discipline remains primarily the work of the school authorities.

C. Justification of Pupil Participation in School Government

Pupil participation, according to Easley¹, may be justified by broad interpretation of the aims of education as set up by most of the eminent educators. Dewey states that life means growth, and that one of the primary aims of education is to supply conditions that insure growth. E. L. Thorndike says that the aim of education is to change human beings for the better so that they will have more humane and useful wants and to be better able to satisfy them. Pupil participation in school government is a great movement abroad in the public school field the end of which is the meeting of the above mentioned aims of education through the presentation of situations that make for the enrichment of life.

¹Ray K. Easley, "Self-Government Experiences in High Schools," School Executives Magazine, (June, 1929), pp. 435-437.

If education is a continuous process of growth, its value lies in the extent to which it creates a desire for such growth and supplies the means for making the desire effective. Dewey enlarges upon this idea, stating that the fundamental intent of school activities is to enlarge and enrich the scope of experience. Froebel established two great pedagogical principles that have become guiding lights of modern pedagogy and foundational to pupil participation: self-activity and social participation. In other words he believed, like moderns, that the school should present life situations: that children should learn to do by doing.

Pickell¹ justifies pupil participation in school government and control on basis of citizenship training. He mentions that much is said about training for citizenship, teaching Americanism, and inspiring pupils with patriotism. Some evidently pin their faith upon certain school subjects, such as history and civics to achieve such aims. Undoubtedly, an understanding of modern world problems and intimate contact with social problems of today are very important factors in training for citizenship. Some wish to rely upon incidental instruction, such as the precept and example of teachers and prominent citizens of the community. Some depend upon the spirit built up through clean athletics and sports, fairness in play and in class conduct; while others rely upon the spirit of the recitation to do much for the pupils. Still others seek to teach citizenship through general assembly programs and the spirit built up at such meetings. All these, and many other means, are no doubt worth while, and every such opportunity should be siezed upon to teach citizen-

¹Frank G. Pickell, op. cit., p. 10.

ship, to teach the gospel of unselfish service, of fairness, of cooperation, and of individual responsibility in a democracy. One of the most profound means of teaching citizenship is through practice. If boys and girls are to respect and obey our laws and be tolerant toward those that execute them, a genuine opportunity to solve school-citizenship problems is excellent training. It is emphasized that this is not mere theory--that no one can fail to be deeply impressed with the faithfulness with which pupils live up to rules of conduct which have originated in the student body, nor with the spirit in which pupils set about their job of handling a problem that has been really turned over to them.

Pupil participation in school government and in the solution of many of the problems of the student body is one means of training for the assumption of duties and responsibilities of adult society. It will help develop thinking, obedience to and respect for our laws and customs; it will help foster a spirit of fair play and unselfish service. In short, it will help build up strength of character and self-control essential alike to a high type of school spirit and of real citizenship.

Superintendent I. M. Allen, of Springfield, Ill., has expressed very forcibly the necessity of practice in training for citizenship. In an address before the Department of Secondary Education in the 1919 meeting of the National Education Association, in Milwaukee, he said in part:

"In Germany is an illustration of a nation seeking to establish autocracy through a system of education. She succeeded. Is it possible for us through a system of training in our schools to establish a cooperating democracy? Yes, but the task is more

difficult than education for an autocracy. Training children to feel, to think, and to act cooperatively is more difficult than training children to feel, think, and act independently. We shall not, however, despair because of the enormity of our task.

"Primarily we must believe that the teacher is a self-directing, cooperating control machine placed in the school for the purpose of training similar machines to function. There will be many breakdowns in the school, and there will be times when the chief engineer will desire to switch back on to the old autocratic controls, but if he really understands himself, the machines intrusted to his care, and the purpose of the school, he will be willing to blunder in the manipulation, to be disappointed in the day's quantitative output, because he is concerned, not in a product made in Germany, but in a product in the making in America.

"This chief engineer is the American school teacher, and the wonderful, coordinating, cooperative, self-directing, and self-improving machines are the American boys and girls in our public schools. The force that operates within such a school is the socializing force of democracy. If we really believe in it, we shall operate our schools according to its law."¹

Pupil participation in school government and control is fundamental in citizenship training because of the inherent premium which democracy places upon the integrity of the action of the individual who thinks and wilfully acts with due consideration to those about him. It is fundamental because it implies cooperation.

¹ I. M. Allen, Yearbook of the Department of Secondary Education, 1919.

Foster¹ lists the following principles for the justification of pupil participation in school government and control:--

1. Man learns to do by doing.
2. Education comes from within.
3. The period of adolescence is particularly favorable to the development of pupil self-government because of the prominence of the characteristics of gregariousness, altruism, and restiveness under restraint.
4. Since the nature of man is fundamentally social, his highest development can only be obtained through cooperative activities.
5. To train for democracy, the school must be a democracy.

The following statement from Wyman², outlined as a dream, is another expression of the importance of, and the need for pupil participation: "Suppose the 25,000,000 boys and girls in our public schools today were learning under some form of self-government--learning to govern themselves, to adjust themselves to their social environment, to acquire some technique in the art of human relations, to recognize the social, economic, industrial, and political problems of their own times, to be interested in these problems, and to be inspired to have a part in solving them. Then, indeed, our democracy would never again be under the leadership of men selected by accident or political expedience--for we should have available in every community people

¹Charles L. Foster, Extra-Curricular Activities in the High School (Richmond: Johnson Pub. Co., 1925), Chapter IV.

²Lillian K. Wyman, "A Dream That May Come True," Journal of The Nation Education Association, (Dec., 1930), pp. 303-304.

who had the capacity and training for leadership. Thus the dangers that beset democracy would be averted or minimized and its ideals approach realization."

According to McKown¹, training for life by having to meet situations which resemble, to some extent at least, the real situations of life is fast becoming the theory and practice of good schools. This means that they are making some provisions for pupil participation in control, adopting some form of representative government.

D. Specific Values and Limitations of Pupil Participation in School Government

1. Values of Pupil Participation. According to Douglass², there are two main groups of values of pupil participation in school government: those that are essentially temporary and those that are essentially permanent. His list follows:

1. Essentially temporary:

- a. Provision of a channel through which the principal and the faculty may educate the leaders and the students to civic responsibility and to the ideals and attitudes of good citizenship.
- b. Development of feelings of good will, friendliness, and fellowship between faculty and pupils.

¹Harry C. McKown, *Extracurricular Activities* (New York: Macmillan Co., 1929), p. 39.

²Harl R. Douglass, *Organization and Administration of Secondary Schools* (Chicago: Ginn and Co., 1932), pp. 293-292.

- c. Reduction of the necessity of supervision and pressure by the faculty, relieving them for more professional duties.
- d. Increased happiness of school life for pupils.
- e. Improvement in the discipline and moral tone of the school.
- f. Removal of the tie that often binds pupils.

2. Essentially permanent:

- a. Development of ideals of right conduct, self control, co-operative efficiency, and fairness.
- b. Provision for practice contributing heavily to the development of habits of cooperation, self-control, right thinking, and responding rightly to questions involving civic righteousness.
- c. Provisions for training in leadership--for learning the means of bringing others to see the right side of civic issues and for acquiring skill in doing so.
- d. Better preparation of the pupil to understand and appreciate the necessity for and the virtues of fair and ethical cooperation as demanded in adult activities in business life.
- e. Development of a sense and appreciation of individual responsibility for the welfare of all group interests.
- f. Development of habits of and skill in substituting behavior that is socially ethical for individualistic behavior in situations in which the demands of social and civic life conflict with instinctive reactions.
- g. Provision of valuable training in situations which are similar to those to be met in later life, and hence much more likely to be effective in influencing conduct in later life than mere information, and even ideals, acquired in

classroom or elsewhere, divorced from concrete practical situations in the life and immediate conduct of the pupil.

McKown¹ also says that there are two main groups of values of pupil participation in school government and control: benefits for the student and benefits for the school. The latter is really a part of the former, for if the school in its work benefits, the student also benefits. The values reported by McKown are elaborated upon in the next two paragraphs:

1. Development of the student.-- "The first group of values consists of those found in the direct education of the pupil. Teaching cooperation; making the student more self-directive; giving him opportunities for developing leadership and initiative; and introducing him to democracy--these are the main values. The pupil profits by actual participation. He learns to do by doing. He might learn about it by hearing moralizing sermonettes, but he really profits only to the extent of his formation of definite habits of action. Listening to sermonettes does not furnish the opportunities for the formation of these habits. The student as a member of a council or of an organization which elects this body has responsibilities and obligations. The educative opportunities do not all belong to the few members who compose the council. If they did, the council could not be justified. The voter must be educated. Responsibility of the voter for a good city or state administration can be talked about, or it can be taught by giving the student the right to elect his own representatives and letting him suffer or benefit by the acts of those representatives.

¹ Harry C. McKown, op cit, p. 16.

2. The organization of the extracurricular program. The second main group of values is to be found in the effect of the council on the school and its life. Frequently the extracurricular activities of the school are chaotic, unrelated, and unarticulated, each one striving for its own ends by any method it chooses. Internal dissension, petty politics, and unsound financial and business organization are all too common in high-school extracurricular affairs. The council can and should administer and supervise all of these activities. It should be an elected body representing all interests of the school, and as such should see that each worthy interest is properly recognized, organized, and financed."

The following list of gains from pupil participation is cited by Roberts and Draper¹. The list is quite complete and is divided into five groups:

1. To the Principal:-

- a. Released from many petty routine matters of discipline.
- b. Work as disciplinarian and administrator gives way to new status of educational director.
- c. New skills and abilities for far greater service come in to play.
- d. Applies his resources of professional training to larger problems of his school.
- e. He appreciates the more frank and friendly relations throughout his school which the cooperations foster.

¹Alexander C. Roberts and Edgar M. Draper, The High School Principal (New York: D. C. Heath Co., 1927), Chapter VII.

2. To the teachers:-

- a. They are relieved of much police work.
- b. They both give and receive assistance in matters of discipline.
- c. They teach in a better motivated classroom atmosphere.
- d. Teaching skill rather than disciplinary power becomes the measure of their success.
- e. Are enabled to give full play to professional skill and growth, unhampered by requirements for constant wearing vigilance.

3. To the school:-

- a. Old traditions of suspicion, opposition, and hostility break down and disappear.
- b. New conditions make for permanent loyalties of students and parents.
- c. Both in scholarship and training, the school benefits from cooperative effort.
- d. New appreciations of principal, teachers, and students for one another reach great cumulative totals.
- e. School profits through spirit of democratic cooperation.

4. To the students:-

- a. Are afforded ample practice in good school citizenship.
- b. Responsibilities which make the good school citizen, and makes also the good community citizen.
- c. Have chance to grow in social adaptation and responsibility.
- d. Participate in formation of habits which lead to ethical character, instead of meeting with repressions which lead to outbursts of opposition.

- e. Enjoy freedom under law which they themselves help to frame.

5. To the Community:-

- a. Community and home linked more closely to school.
- b. Teachers and principal make richer contribution to community life.
- c. Students receive positive contributions to skillful management of school and community affairs.
- d. There is a direct contribution in terms of good citizenship now and for the future.
- e. These new relations open the way for the participation of the school in many lines of community service.

Rugg's¹ analysis of fifty published articles and 191 returns out of 300 questionnaires sent to Junior and Senior High Schools provides the gains that are shown in Table I.

¹Earl Rugg, "Student Participation in School Government." Twenty-Fifth Yearbook of the National Society for the Study of Education, Part II (1925), pp. 127-140.

TABLE I

GAINS FROM PUPIL PARTICIPATION IN
SCHOOL GOVERNMENT

Gains	Frequency of mention	Rank
1. To train for worthy citizenship through development of cooper- ation, self-control, self-re- liance, initiative, and responsi- bility	33	1
2. To establish better understanding, better spirit, and cooperation be- tween faculty and pupils	13	2
3. To develop interest in school work, school spirit, and school pride	9	3
4. To develop intelligent leadership ..	6	4
5. To provide for pupil expression	1	5

2. Dangers and Limitations of Pupil Participation in School Government. In spite of the many values claimed for pupil participation, it must be said that it is a potentiality for undesirable elements too. Douglass¹ states that if student government is unsuccessful, if it results in injustices,

¹Harl R. Douglass, Organization and Administration of Secondary Schools (Chicago: Ginn and Co., 1932), p. 294.

partiality, irregularity, or the failure to accomplish order, it is distinctly an educational liability rather than an asset, a liability resulting in the development of non-cooperative attitudes, clannishness, lack of respect for organized self-government, distorted and undesirable ideals of the possibilities of leadership, and other unfortunate educational products.

Dustin¹ found that of the principals replying to his questionnaire 79 per cent held that it is not possible for every administration to carry out successfully an extensive scheme for pupil cooperation in government.

Easley's² study points out five trouble-making factors and remedies for each:

1. An unsympathetic or indifferent faculty. This may be remedied at faculty meetings, by showing that pupil participation in government can be justified by a modern interpretation of the aims of education.
2. An indifferent student body or one that does not have confidence in the plan. Positive interest and enthusiasm may be created by providing interesting activities. Joint meetings of pupils and teachers with pupil leaders prepared to give talks

¹C. R. Dustin, "An Investigation of the Scope, Working Practices, and Limitations of Pupil Participation in Government in Secondary Schools," School Review, Vol. XXXIV (June, 1926), pp. 431-442.

²Ray K. Easley, "Self-Government Experiences in High Schools," School Executives' Magazine, Vol. 48 (June, 1929), pp. 435-437.

on the plan will familiarize pupils with the plan and make the entire school feel that the administration has absolute confidence in their ability to participate profitably.

3. Leaders not fitted for their work. This can be remedied by instilling the idea that leaders are to be selected on a qualification basis. Talks on qualities of good leadership will be helpful.

4. Poor faculty supervision. Advisors should be selected who have keen insight into the nature of young people and their needs.

5. Lack of sense of responsibility among the pupils. A feeling of cooperation and interdependence should be developed. As many pupils as possible should participate in the plan. The entire school must be brought to realize that true participative effort comes from within the school and not from the faculty or administration.

The dangers of pupil participation may be expressed in positive terms by reference to what Foster¹ lists as elements of success:--

1. There must be a realization of the need for such an organization by both faculty and pupils.

2. Teachers and pupils must be thoroughly familiar with the plan before it is put into effect. The way for its adoption and operation must be prepared. This can largely be accomplished in the activities period and through classroom and home-room discussion.

¹Charles R. Foster, Curricular Activities in the High School (Richmond, Johnson Pub. Co., 1925), Chapters IV-V.

3. Pupil participation should be introduced gradually. It is not wise to put an extensive plan in all at once. "Freedom thrust upon slaves has never brought an excess of joy."

4. A plan to be effective must be a simple one, adapted to local needs.

5. There must be constant, invisible supervision. Every teacher must be on the alert to see that things run smoothly. Care must be used, however, not to interfere with or to destroy initiative. Students should never be allowed to get the idea that the principal and faculty are not final in school authority. Legally constituted authority must be clearly understood to reside in them. Invisible supervision means that students will be likely to need sympathy and help all along the line. They need guidance and direction but should be given plenty of opportunity to practice citizenship with a minimum of help needed to assure success.

6. Many plans have failed due to the fact that the plans were adopted as disciplinary measures. Better discipline undoubtedly comes as a by-product of participation but it ought not be the primary purpose.

7. There must be direct responsibility in supervision and direction. An organization such as this will not run itself. Unless the school is quite small one teacher should be appointed to sponsor it. In a school with an enrollment of 1800, one person should devote half-time to this work.

Wyman¹ adds an additional element by stating that the request

¹Lillian K. Wyman, "Development Through Responsibility," Journal of the National Education Association, Vol. 19 (Dec., 1930), pp. 303-304.

for student government should come from the pupils themselves, and be carried out by them with proper guidance and supervision.

Warning against responsibilities for the direct discipline of the school is given by Douglass¹. He points out that pupils often resent discipline by their peers much more than by the staff of the school; parents frequently have even less confidence in its justice and efficacy and may complicate the situation greatly. Even where penalties are administered by the principal or the faculty, the onus of detecting and reporting offenses is not a welcome one and is likely to result in unpleasant feelings between individual pupils if not between groups divided on the question of whether it is ethical to "tell". If student government is employed at all for disciplinary responsibilities, it should be built upon a foundation of student guaranty of cooperation to insure success. Its Charter, verbal or written, should center round the principle that student authority must be in proportion to the ability and willingness of the organization to exercise it effectively. Admission of student government to control of various phases of the school life should come gradually and as the result of careful consideration of the best means and time for insuring continued success in the broader field.

E. Fields of Activity of Pupil

Participation in School Government

Great variation exists between schools in the fields of activities in which pupil participating bodies take part.

¹Harl R. Douglass, op cit, p. 22.

There are many things about the school the pupils can and ought to participate in. "Of course," points out McKown¹, "they have no right to attempt to handle technical affairs for which the principal, faculty, or janitorial forces are responsible. They must confine their attention to student affairs, and most of these will fall under the general head of extracurricular activities." The same authority provides the following list of activities which pupil participation bodies might handle:

CARE OF SCHOOL AND PERSONAL PROPERTY

1. Teach respect for all property
2. Conduct Lost and Found Department
3. Care for school trophies
4. Care for school equipment, desks, halls, walls, grounds
5. Promote proper respect for neighboring private property
6. Care for school books and supplies
7. Care for personal property, books, rubbers, and umbrellas
8. Promote safety first to and from school
9. Organize and conduct fire drills
10. Study student accidents and make plans for elimination

SERVICE

1. Establish employment bureau
2. Supervise service to new students
3. Administer student loan fund
4. Manage student assistance department (books, clothes, and carfare)
5. Provide student coaches and helpers for weaker pupils

6. Care for property of absentees
7. Provide make-up helpers for absentees
8. Help in community service, Christmas baskets
9. Assist Red Cross and other service bureau drives
10. Provide special help to teachers and librarians
11. Supervise sanitation work
12. Manage book exchange
13. Establish information bureau
14. Do flower and visitation work
15. Provide milk and food for needy students
16. Manage tutoring bureau

DISCIPLINE

1. Make and enforce general regulations and rules
2. Appoint study hall and library monitors
3. Encourage good behavior about the school
4. Supervise corridor, stairways, and traffic police
5. Be responsible for behavior in assembly and at public events
6. Eliminate cribbing, petty thieving and dishonesty in home work
7. Encourage good behavior before and after school
8. Recommend special measures to faculty and principal
9. Recommend action beyond own powers.

SOCIAL TRAINING

1. Schedule, plan, and promote social functions
2. Teach party courtesy
3. Encourage courtesy to teachers and visitors

4. Teach lunchroom manners
5. Teach manners for the home, the street, the car, the theater
6. Teach proper manners for the assembly room
7. Welcome new students
8. Encourage good manners at athletic contests
9. Receive and entertain teams

CONDUCT OF CAMPAIGNS

1. Better speech week
2. Clean-up week
3. Safety first
4. No tardiness
5. How-other-schools-do-it week
6. Better health week
7. Better English
8. No unnecessary absence
9. Fire prevention
10. Inventory week
11. School beautiful week
12. "Look nice" campaign
13. Smile week
14. Stay in school
15. Know your neighbor week
16. Better book week

PUBLIC FUNCTIONS

1. Promote "Open House"
2. Schedule debates and speaking contests

3. Schedule inter- and intra-scholastic contests
4. Provide programs for assemblies, special days, and commencements
5. Promote dramatics, movies, pageants, lyceums
6. Promote musical productions, contests, and programs
7. Promote exhibitions of work in art, manual training, and home economics
8. Promote gymnastics and swimming exhibitions
9. Hold a "school night"
10. Train ushers and guides
11. Hold pep meetings, parades, and demonstrations
12. Award honors and insignia
13. Promote circus, fair, carnival, and bazaar
14. Arrange lecture courses and outside talent programs

FINANCE

1. Adopt financial and accounting system
2. Appoint treasurers and bankers
3. Provide for proper auditing, reporting, and publicity
4. Budget all activities
5. Raise revenue by various means
6. Care for and distribute funds
7. Assume responsibility for financing all extracurricular activities

MISCELLANEOUS FUNCTIONS

1. Collect songs and cheers for the school
2. Develop a "Point Scale" system to limit participation in

extracurricular activities

3. Provide messenger service for the office
4. Provide publicity for various campaigns
5. Promote school publications
6. Issue school handbook
7. Make awards for scholarship, music, and citizenship
8. Charter and regulate all organizations of the school
9. Cultivate proper attitude towards questions confronting the school
10. Stimulate scholarship
11. Stimulate student participation in extracurricular activities
12. Introduce students to progressive movements in education
13. Determine eligibility
14. Hold academic contests
15. Develop constructive home-room programs
16. Show what other schools are doing, and how
17. Post calendar for the year
18. Develop ideals and desire for good citizenship
19. Make a study of tardiness and absence
20. Conduct book and supply store
21. Organize excursions and trips
22. Assist in assimilation of new students
23. Promote "Come to High School" week for eighth graders
24. Adopt insignia and regulations
25. Provide publicity for all commendable work about the school
26. Promote good dress and neat appearance of students
27. Hold fashion shows

- 28. Care for bulletin board
- 29. Care for bicycle racks
- 30. Decorate school rooms
- 31. Provide and care for school flag
- 32. Collect material for museum

According to Douglass¹, the responsibilities which pupils are permitted to assume, with varying degrees of autonomy and of faculty supervision and cooperation, in secondary schools today include the following:

GOVERNMENTAL

- 1. Assemblies: developing the spirit of order; handling cases of discipline.
- 2. Study Halls: developing the spirit of order; handling cases of discipline and tardiness.
- 3. Libraries: developing the spirit of order; handling cases of discipline.
- 4. Social functions: developing the spirit of good citizenship; cases of disorder.
- 5. Classrooms: cases of breach of discipline.
- 6. Cafeterias or lunch rooms: policies for order, cases of breakage, etc.
- 7. Lockers and locker rooms: cases of untidiness, damage, etc.
- 8. Tardiness: bringing pressure to bear upon offenders.
- 9. Vice defense: detecting, reporting, and recommending punishment for offenses of gambling, drinking, etc.

¹Harl R. Douglass, Organization and Administration of Secondary Schools (Chicago: Ginn and Co., (1932), p. 295.

10. Trial courts: trying offenders and recommending punishment for them.
11. Grounds and games: administering rules and regulations.

MANAGERIAL

1. Assemblies: providing programs; presiding; seating arrangement.
2. Study halls: attending to bookkeeping incident to pupils' leaving and entering, attendance, etc.
3. Libraries: bulletin boards; charging books; working out policies and plans for managing.
4. Social functions: plans and details for arranging and managing.
5. Lockers: assigning, keys, etc.
6. Lost-and-found service: managing bureau, bulletins, etc.
7. Book exchange: plant and details of operating, funds, etc.
8. Tardiness; recording tardiness and administering excuses and admissions.
9. Fire and safety: developing plans, managing drills, etc.
10. Employment bureau: planning and operating bureau.
11. Supervision of elections: determining procedures and means of supervision.
12. Grounds and games: planning policies and regulations.
13. Student clubs and organizations: initiating; governing; managing.

Table II on the next page gives data reported by Roberts and Draper¹, pertaining to the frequency with which certain responsibilities are borne by pupil government.

¹Alexander C. Roberts and Edgar M. Draper, The High School Principal as Administrator (New York: D.C. Heath & Co., 1927, p.236.

TABLE II

NUMBER AND PERCENTAGES OF SCHOOLS IN WHICH CERTAIN
RESPONSIBILITIES ARE BORNE BY STUDENT GOVERNMENT

Responsibility	Number of Schools	Percentage
Student organizations	139	33
Hall Supervision	24	6
Some discipline	36	9
Assemblies	24	6
Study-hall Control	11	3
Care of buildings	11	3
Some cooperation	229	54

In Table III, p. 35, Volker¹ reports data obtained from 130 replies to a questionnaire from schools in which some form of participation was permitted, showing relative frequencies of pupil participation in different fields.

¹W. E. Voelker, "The Organization and Functions of Pupil Opinion in High School Control," School Review, Vol. XXXIV (Nov., 1926), pp. 654-667.

TABLE III

NUMBER OF HIGH SCHOOLS IN WHICH PUPILS
PARTICIPATE IN MANAGEMENT OR
CONTROL IN VARIOUS FIELDS

Activity	Number	Per Cent
Classroom	29	21
Study room	44	34
Examinations	6	5
Corridors	75	58
Extra-curricular activities	127	98

These studies point out that there is a growing tendency to allot to pupil-participation organizations responsibilities for:

1. Duties of managing student affairs.
2. Development of pupil opinion in matters of conduct and discipline, and to retain in the hands of the faculty responsibilities pertaining to punishment and judicial matters that are closely related.

F. Organization of Pupil Participation
in School Government

1. Forms of Organization of Pupil Participation. Wide variations exist in the types of government organizations that are in use. There is no one and only successful type of organization. In a large majority of schools the student council is

the important central unit of pupil organization. Usually all other units are responsible to it, and their organization and powers are determined by it. In Voelker's¹ investigation of 130 schools in which pupils participated, he found the forms of participation to exist in the frequencies shown in Tables IV and V.

TABLE IV

NUMBER OF HIGH SCHOOLS PERMITTING
PUPIL PARTICIPATION WHICH HAVE
VARIOUS FORMS OF CONTROL

Forms of Control	Number
Student Council	31
Committees	14
Judge and police officials	0
Athletic, social, and literary clubs	13
City Government	0
State government	0
Other forms	2
Student Council and Committees	17
Student council and police	1
Student council and clubs	7
Student Council and some other form	2
Committees and clubs	11
Student council, committees, and police	2
Student council, committees, and clubs	13

¹ E. W. Voelker, op cit, p. 35.

TABLE IV (Continued)

Student council, committees, and city government	1
Student council, committees, and some other form	2
Student council, police, and clubs	3
Committees, clubs, and state government	1
Committees, clubs, and some other form	1
Student council, committees, police, and clubs	3
Student council, committees, police, and state govern- ment	1
Student council, committees, clubs, and some other form.	1
Student council, police, clubs, and city government	1
Student council, committees, police, clubs, and city government	2
Student council, committees, police, clubs, city govern- ment, and state government	1
Total	<u>130</u>

2. The Student Council. Below are given pertinent data, attributed by Douglass¹ to Ringdahl and others, relative to practices in organization and duties of student councils:

1. Size of council. Ringdahl found councils to vary in size from 7-134 members with a median at 22.8 (the schools reporting were large high schools of from 500 to 6000 pupils).

¹ Harl R. Douglass, Organization and Administration of Secondary Schools (Chicago; Ginn and Co., 1932), pp. 292-300.

TABLE V

THE FREQUENCY WITH WHICH CERTAIN TYPES OF ORGANIZATIONS
FOR PUPIL REPRESENTATION IN CONTROL EXIST
IN SCHOOLS

Forms of Control	Number of Schools	Percentage
Student council	88	68
Committees	59	45
Judge and police officials	11	9
Athletic, social, and literary clubs	39	30
City government	5	4
State government	3	2
Other forms	8	6

2. Basis of selection of council members. Ringdahl reported that council members were elected as follows: by classes, 38; by home rooms, 31; at large, 12; as presidents of other organizations, 11; by home rooms and classrooms, 6; by organizations and classes, 6; in other combinations, 6. Ordinarily by constitutional provision the upper classes elect more members of the council. In a large number of schools one or more officers of the classes and of certain organizations are ex-officio members of the council, and in some certain members of the faculty other than the faculty sponsor are members with the right to vote.

3. Methods of election. Ringdahl found that in a large majority of

schools the pupils elect council members; in five schools elections are unnecessary since all members are ex-officio; and in five schools the pupils and faculty elect jointly. In a few schools members of the council are elected from a list of names prepared by a special committee in which there are both pupil and faculty representation.

4. Powers. Ringdahl reported that ordinarily no powers were specifically withheld except those related to the disciplining of pupils. In practically all organizations the principal retains the power of veto, which, of course, is rarely exercised directly. In 79 cases constitutions provided for a veto, though in 26 cases they did not.
5. Advisers. In practically every instance one or more faculty advisers are provided for. Ringdahl reported for his larger schools the following returns: 1 adviser, 43 schools; 2 advisers, 30 schools; 3 advisers, 7 schools; from 4 to 9 advisers, 27 schools. Advisers should be and usually are appointed by the principal. In many instances, especially in smaller schools, the principal acts as adviser. Occasionally advisers are elected by the council or by the faculty.
6. Committees. The council should not attempt to administer its responsibilities as a body but should be in general a policy-making body. It should provide various types of committees, depending upon duties and responsibilities. These will ordinarily include the following: athletic, publication, finance, assembly, awards, pupil organizations, social, and publicity. Other committees for special duties may include the following: study halls, library, halls and corridors, games and grounds, lunch-room or cafeteria, fire and safety, school property, lost

and found, ushers, and committees for special occasions such as home-coming, open house, entertainments, etc.

McKown¹ recommends the general principles listed below upon which to build the student council:

1. The council must be demanded by the school. No principal, faculty, or group of students can force a council upon a school. The consent of the governed is important. The plan must have the support of the individuals who compose the society for which it stands. A study of the ends to be accomplished must precede any attempt at organization. To form an organization and then try to find work for it to do is not good practice.
2. The council must represent the school as a whole. Special activities--athletics, for instance--are frequently over-emphasized in school work. The council may be made up of representatives from the various clubs and activities, or it may represent the school as a whole. If it represents the former, petty politics common in legislatures may develop. If the council has the good of the school at heart and represents no special interest alone, then the school as a whole will be benefited.
3. The average student must feel that he is represented. The smaller the group represented the more the student feel his representation.
4. Both the student body and the faculty should be fairly represented. Neither the faculty or student body should feel

¹Harry C. McKown, Extracurricular Activities, (New York: Macmillan, 1929), pp. 41-43.

suspicious of the other. Such a feeling may very easily arise through unequal representation.

5. The council should not be too large. A large committee is unwieldy and ineffective. There are too many members to educate and win over to the various positions and too many chances for bickering and petty politics. If the council is a large body, it should elect an executive committee to act for it and should provide committees to do specialized work.
6. The organization should have definite powers and duties. A body which meets only to talk is of no interest or value. To be able to accomplish useful ends it must have powers and privileges. These are delegated to the council by the principal and faculty. Limitations and checks will be defined as clearly as powers and privileges.
7. The council must not be considered a disciplinary body either by teachers or students. An attitude commonly taken by faculties is that the council is the dumping place for the many little disagreeable items about the school. Such an attitude is wrong and will hinder the growth of the council. The establishment and development of the council will mean not less work for the faculty, but really more; for responsibility for the success of the project probably lies more with the faculty than with the students.

3. Types of Student Council Organization. McKown divides student councils into three main types, as determined by the method of representation.

1. Representation of specialized interests. In this type of council organizations, clubs, or activities of the school. One of the main objections to this type is that each representative will feel more allegiance to the club which elects him

than he will to the school as a whole. A second objection is that the small electorate is one established for a narrow specialized purpose and not for the training in democracy such as is given to a much greater degree by the home-room plan. A third danger is that the individual club may demand special favor, while resenting other attention. Figure 1 illustrates this type of student council organization.

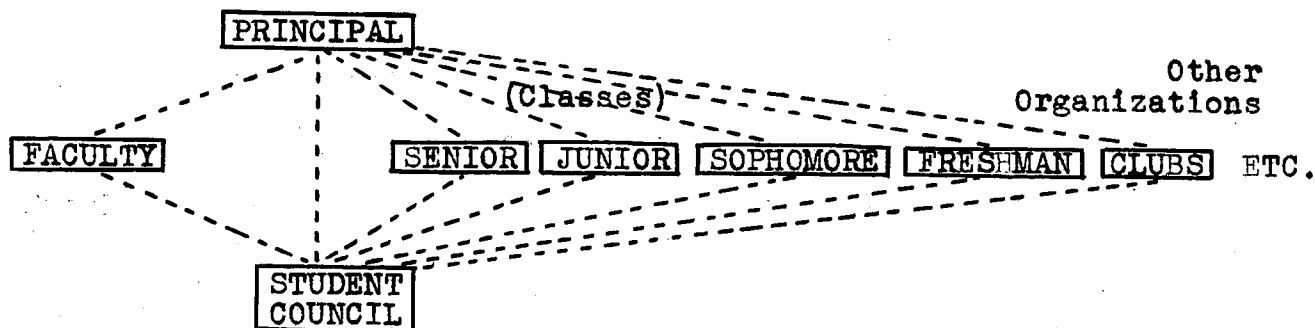


Figure 1, showing a type of student council representing the major interests of the school.

2. Representation by home room or at large. This type of council is composed usually of representatives from the various home rooms or report rooms, or, in small schools, elected from the school at large. They may be either boys or girls or both. Where the home room is organized with the usual officers, the president may be its representative. This type of council is looked upon with favor because it will be interested in the welfare of the school as a whole and not in particular interests only.

The following figure illustrates this type of organization.

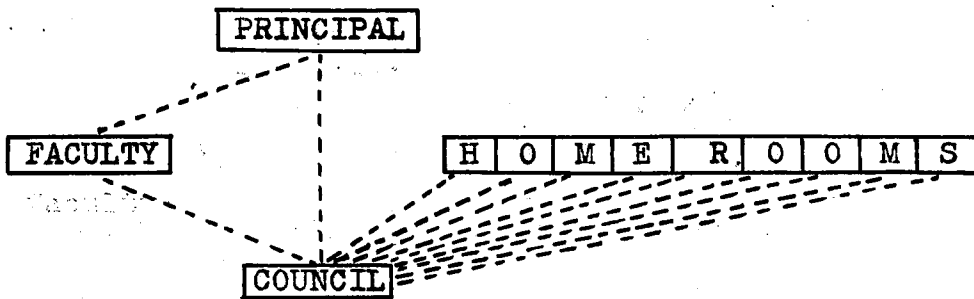


Figure 2. showing a type of student council representing the school as a whole.

3. Representation of school, alumni, and board of education.

Members from the school are elected by their classmates; faculty members are elected by the faculty; an alumnus is elected by the alumni; and the member from the board of education is selected by the board. A council of this kind has direct contact with the school board. The success of this factor depends upon the type of representative elected; and this will be determined to a large extent by the general attitude of the school board towards the organization. If this member is favorable, he may help in a great many ways, chiefly financial, in encouraging and developing school enterprises; on the other hand, if he is hostile, he can kill the council and its work. Figure 3 illustrates this type of organization.

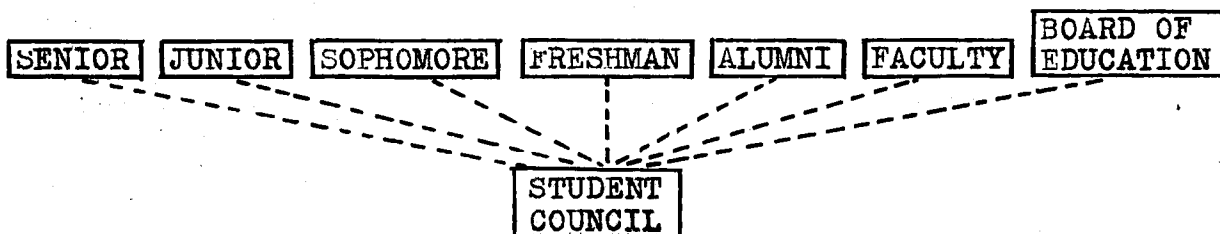


Figure 3. Showing a type of council representative of the school, the alumni, and the board of education.

There are many variations of these three general forms of organization, but the underlying principles are the same for all of them. Whatever plan of organization is used its final test will be found in answer to the question, "Does it get results?" No one can say which plan is best. A plan might work well in one situation and fail in another. Need must determine the organization used. Local conditions, traditions, school organization and size must be considered; and the organization must be fitted to these conditions.

4. Pupil Participation Constitutions. It is an almost uniform practice for the powers, rights, and privileges of the council to be set forth definitely in a constitution formally adopted by the student body. The development of a constitution should go far toward bringing about orientation in the proper functions and the objectives of the organization, and therefore constitutes a valuable citizenship exercise. A constitution should provide articles covering the following factors:

- a. Name.
- b. Purposes.
- c. Membership.
- d. Officers.
- e. Duties of officers.
- f. Meetings.
- g. Powers and activities.
- h. Amendments and by-laws.

A few sample constitutions, ones that are actually in use, will be found in Part IV of this study.

5. Introduction of Pupil Participation in School Government. Great care should be used in initiating a new pupil participation

body. Its successful establishment demands the cooperation of the faculty and student body. The faculty and students must demand it. Care should be used to build up sentiment favorable to its establishment. It must be remembered by the principal and faculty that they cannot actively control it; their function is to interest and suggest--to supervise and wisely direct. The faculty must be brought to appreciate its responsibility in the matter. The citizens of the community need to be informed about the organization, its plans, works, and activities. Such a program requires education in a real sense, not cheap propaganda.

G. Examples of Plans of Pupil

Participation in School Government

1. The Bronxville, N. Y., Plan. Bronxville High School has an enrollment of 145. The purpose of the student council, stated in the constitution, is to cooperate with the faculty in handling any problems pertaining to student life.

The council consists of eleven members: 3 Seniors, 2 Juniors; 2 Sophomores; 2 Freshmen; 2 faculty members. Elections are held in June for the coming school year. The faculty members are appointed by the principal. The council has the following officers: president, vice-president, secretary. All are elected by the council from its members, who must attain and maintain high scholarship. Eligibility for reelection is decided upon during the current year.

¹ Raymond G. Drewry, Pupil Participation in High School Control (New York: Harcourt, Brace and Co., 1928), Chapter III.

The constitution provides for the appointment of any committees necessary for promoting the policies of the council and activities of the school. Power is also granted for carrying out and fulfilling its purpose with the principal having the right to veto any and all measures.

The council performs the following social services: Supervises parties, banquets, and the gymnasium during the noon hour. It performs the following service functions: Ushers visitors about the building and at entertainments, takes flowers to the sick, assists in the care of the library, and cooperates with charitable organizations.

The council functions by means of standing committees. The president of the council appoints committee chairmen, who in turn select one or more members for their committees from the various classes. The chairmen must be members of the council. Each committee has a faculty adviser, too.

2. The Walla Walla, Wash., High School Plan¹. This plan is briefly outlined, as follows:

1. Steps taken:

- a. Establishment among the faculty of a spirit of sympathy and confidence in the plan.
- b. Advertising plan to acquaint pupils with purposes, plans, and requirements. This was accomplished through occasional discussions during recitation periods and assembly talks by pupils from expression and debate classes.

¹H. W. Jones, "Student Cooperation in School Government," School and Society, Vol. XIII (Feb., 1921), pp. 251-57.

Sentiment in favor of student cooperation gradually grew into a demand which was accompanied by an understanding of full responsibilities and necessary labors that such an undertaking would require.

6. A constitutional committee drew up a constitution conspicuous for its simplicity. It recognizes the fact that all successful high schools must be adequately governed and controlled; such authority rests with the principal and teachers, and any part delegated to students is a trust and an opportunity not to be regarded lightly.
- d. Officers: president, vice-president, secretary, treasurer, and a judicial committee. The latter is composed of the officers named, the four class presidents, two boys, and two girls elected from the student body at large. Elections are similar to general city elections.
- e. For the first year, students were given control of the corridors only. Rules and regulations for conduct in the halls were drawn up by the council and ratified by the student body, as required by the constitution. Teachers were then withdrawn from the corridors with the result of better conduct than before.
- f. During the next year control over assemblies for the student body of 1100, was extended to the students.
- g. The next step was to place the study halls under student government control. Study groups varied from 40-100. A student (proctor) was elected to check attendance each period but having no power over the room.
2. Reasons why the plan has succeeded:
 - a. Public sentiment has developed so strongly in favor of student

cooperation that no opposition or grievance can gain a stand against it.

- b. The plan of having every student report law infringements bring practically every guilty offender quickly to account for his acts. Misconduct is reported on slips that are placed in the council box; consequently it is never known who has done the reporting.
- 3. Gains after six years of usage:
 - a. Teachers relieved of certain duties.
 - b. Results on students have been impressive. There has been better order, greater school pride, and a better school spirit in general.
 - c. Promotes scholarship.
 - d. Improved interscholastic activities: better athletic and debating teams.
 - e. Greatest value is the moral gain: self-control and the desire to do right.
 - f. Tremendous value in citizenship training.

3. Central High School, Evansville, Ind., Plan. Chewning¹ explains that this plan started as an experiment in Jan., 1917, with the senior class. At first, about 36 students composed the organization, which was continued with little change for three years. The plan gained momentum slowly but surely until in Mar., 1920, it was extended much in scope, in fact, to more than 1000 boys and girls of grades 10-12. All things did not go well in the beginning, but by 1922 it had broadened and established itself so thoroughly that teachers were no longer required to do police duty in study halls, corridors, lunch rooms, assemblies, etc.;

¹John O. Chewning, "Student Participation in School Government," School Executives' Magazine, Vol. 50 (July, 1931) pp. 499-501.

and the principal felt safe in announcing that if any one of the 2000 enrolled felt that he had not received just treatment from him that he could appeal his case to the Court of Prefects, the Highest authority in the student government, and that the principal would abide by their decision.

Shrode¹ describes the plan as being rather meager in its written part. The constitution is simple in form, but is seldom needed. The machinery consists of an executive committee of 10 prefects: 6 Seniors, and 4 Juniors; and each sex is equally represented. They are elected by a popular vote of the student body. The students then elect a boy and a girl from the Senior group of prefects to be head prefects of boys and girls respectively. These ten prefects meet in joint meeting once a week and consider problems of conduct, office holding, traffic, care of buildings, smoking, sportsmanship at games, public conduct of pupils, and any other problems arising. The principal may or may not meet with them. Sometimes he sends a problem in writing to be considered, or he may ask a prefect to present it at the meeting. The Prefect Court meets at the close of any school day when it is necessary to try pupils for violation of rules. They may inflict any penalty from one demerit to suspension or expulsion (within state laws) from school. There has never been an action at law threatened at this school for infliction of any Precept penalty. The community apparently has accepted the plan, and, although parents are not always pleased, they offer fewer objections to prefect penalties than to those of teachers.

¹Carl Shrode, "Student Responsibility in Evansville," Journal of Education, Vol. 113 (Mar., 1931), 274-275.

The plan is not a path of roses by any means. It requires guidance, council, and advice at every step. All officers must have honor rating in character and school citizenship. This is not a guarantee to prefects. Prefects are compelled each semester to remove lesser officials for malfeasance or misfeasance in office. The essence of this plan, perhaps of any plan, lies in its spirit rather than in its technique. Like democracy itself, it is for the most part an attitude. A secret vote of the faculty was taken in Dec., 1930. Of 54 present, 45 voted in favor of retention of the plan, 6 in favor of abolishment, while 3 did not vote at all. This shows that the faculty has accepted the plan and are by a large majority back of it.

4. The Holland, Mich., High School Plan. Voelker¹ gives the following outline of a plan that is used in the high school at Holland, Mich.

The student council consists of a mayor, chief of police, clerk, treasurer, and twelve alderman elected by the students.

The council acts in both a legislative and judicial capacity. The mayor is the chief executive and is assisted by the chief of police who appoints four assistants. First offenses are tried by a private court: mayor, chief of police, and the principal. If a second or more serious offense occurs, the entire council acts as jury and tries the case.

All pupils, as well as officers, may report violators of rules and regulations. Any pupil may bring a complaint to an

¹W. E. Voelker, "The Organization and Function of Pupil Opinion in High School Control", School Review, Vol. XXXIV (Nov., 1926), pp. 654-667.

officer, who then notifies the chief of police, who, if he thinks the complaint justifiable, serves a warrant on the accused, ordering him to appear in court at a certain time. Pupils do not hesitate to report violators of laws, and this is not regarded as tattling.

One method of punishing the violator is an apology before the student body and faculty. This method has proved to be quite satisfactory.

Great enthusiasm is shown in the campaigns for the election of pupil officers. They are divided into two groups similar to our major political parties, which tends to stimulate healthy rivalry which aids in the selection of the best pupils as candidates for offices, with a further weeding out in the final election. This also gives potential leaders an opportunity to develop interest in matters of politics and government, since each individual feels some responsibility for the way in which the government is carried on.

In addition to the student council are various boards, appointed by the mayor, for the purpose of performing certain administrative duties. Some of the boards are: Athletics, Oratory and Debating, Welfare, Police, Park, etc.

Members of the student body desiring a change in school government procedure may make their wishes known to members of the council through their own representative alderman. The council, then speaking, may voice its opinion to the principal and faculty who reserve the right to veto or approve.

5. The Teague High School, Fulshear, Texas, Plan. The Teague High School plan originated in a civics class, which drew up a constitution that was submitted to the student body and accepted.

It provided for a president and vice-president of the student body, a council of students, and a faculty sponsor. The president and vice-president are elected by ballot. The president presides over the council. He votes in case of a tie, and has the power of veto. No person is eligible for the presidency or vice-presidency except Juniors and Seniors in good standing. An oath of office is required of the president.

The council is composed of one boy and one girl from each class in the high school. The council has the power to punish for truancy, tardiness, and misbehavior. At all times it acts as a court in trying cases. The president acts as judge. The defendant may defend himself or he may have a student attorney. The councilmen act as jury. The council may appoint committees with a council member as chairman. The constitution may be amended by a two-thirds vote of the council and the sanction of the sponsor. The council also has power to make all laws necessary for executing the powers invested in it by the constitution.

The sponsor, appointed by the superintendant, has the veto power, the power to fill vacancies, to remove from office any person who disobeys the rules of the council, and can be removed, himself, only by the superintendant.

There are a few officers elected by the student body which the constitution does not provide for, namely: attorney, fire marshall, yell leader, and clerk. These are elected without regard to classes.

Elections are conducted similarly to those in the city and county. Pupils may announce candidacy and write platforms.

Special committees, sponsored by the council, have done much worthwhile work. They have helped to beautify and keep the grounds

clean and have assisted greatly in handling traffic within the school. The traffic committee worked out a method for using the stairs which was laid before the student body and accepted. Six traffic cops were appointed: one for each stairway on each floor.

Both students and teachers think that the school has been greatly improved and gained much through this plan of pupil participation.

6. The Informal Type. This plan, as described by Terry¹, has no organization formed specifically to take part in the control of the school. Pupils are invited as individuals to share the responsibilities to a limited extent. The basis of cooperation is as variable as it is indefinite. Insight into this type of plan is best given by describing a specific case.

For this example, we shall think of a large city high school. The principal is tactful, energetic, and has a strong like for boys and girls, and a keen understanding of them. He makes it his business to know all of the outstanding students, especially those in the Senior class. For years he has persistently cultivated the family spirit in the school; and much emphasis in clubs, classes, and other organized groups is laid on having a pleasant time socially. He and the faculty make it a matter of policy to enhance the prestige of the Senior Class, and to encourage them to make themselves useful about the school when requested to do so. They take leading parts on Color Day and Flag Day, give several plays, and entertain the Juniors at a grand function.

¹Paul W. Terry, Supervising Extra-Curricular Activities in the Secondary School (New York: McGraw-Hill Co., 1930), Chapter VI.

They are asked to usher at athletic and auditorium exercises, and to direct traffic in the lunch rooms. They are invited occasionally to work up support for athletics and to assist in developing the spirit of good sportsmanship.

When difficult problems of discipline appear, the principal often invites a group of outstanding pupils to cooperate with him in an informal way. Three older boys were asked to detect a mysterious disturber annoying classes by "cat calls" in corridors, and whom teachers had been unable to locate. They succeeded and induced him, in their own way, to quit. Unknown pupils on the way from a football game broke out windows in a crowded car. The railroad company asked the principal to pay the damages. A group of Seniors was asked to take the matter in hand. A meeting of suspected parties was called and the loss was made good.

In other schools where the informal regime obtains, literary societies, athletic associations, and other strong organizations are used as the senior class was in this illustration.

7. Kearney, Neb., High School Plan¹. The governing body is called "The Student Advisory Council." It consists of a council of seven pupils credited with the highest number of honor points at the beginning of each school year. Honor points are won by achievement in student activities. This method emphasizes civic achievement as the basis of leadership in school. The quiet pupil who may be a good worker and attract no popular attention is encouraged and recognized. This tends to give the school the advantage of having its community life controlled by pupils of superior

¹ Paul W. Terry, op. cit., p. 53.

intelligence. This plan would appear to find greatest usefulness in smaller schools, where pupils are intimately acquainted with each other, and where, in the course of daily association, a free interchange of opinion may easily take place.

8. Central High School, Cleveland, O., Student-Governed Study Hall Plan. Abele¹ states that this plan originated as the result of two problems that had to be solved: (1) Reduce the cost of operation of study halls, and, (2) Enlarge the scope of activities of the student council.

A provisional committee of five was appointed to work with a faculty adviser for the purpose of formulating a detailed plan of organization. The plan was completed, submitted to the council, and adopted. Since then, a few amendments have been added.

All study halls are conducted in the auditorium on the main floor, which seats 848, has two aisles, and is divided into three approximately equal sections. Of the 26 rows in each section, 16 are provided with folding desk tops attached to the back of chairs in the preceding row. Each third row is not thus equipped and always remains unoccupied. This creates avenues, which, in addition to aisles, affords direct and ready accessibility to every pupil in the auditorium.

Each study hall requires one teacher and the following pupil assistants: One assistant teacher; one clerk; and twelve (more where there are overflows to the balcony) proctors, one of whom is designated "guard". The assistant teacher and clerk are appointed by the teacher. The proctors are selected by the assistant teacher, clerk, and a student council committee of three.

¹Luther Abele, "The Organization of Student-Governed Study Halls," School Review, Vol. XXXIV (Dec., 1926), pp. 777-781.

Although the organization demands the presence of a teacher at all times, the teacher must be secondary in the eyes of the pupils. At the beginning of a semester, a seating chart must be worked out showing where pupils from various home rooms may be found. Notice of seat assignments is given by home room teachers. After the first few weeks the teacher is seen but little, as he works through his staff as much as possible. Cases of discipline are referred by the assistant teacher to the teacher, who alone has power to mete out punishment and to excuse pupils from the room. The teacher receives in his mail box reports from home room teachers on absences of the previous day. In case of doubt about the report he checks up on the officers concerned. He makes additions to the roll and is the only one that can strike one off. The teacher reserves the right to dismiss all officers.

The assistant teacher is entrusted with the conduct of the study hall. He maintains order, handles cases of discipline referred to him, and defers same to teacher if they are difficult to handle. He circulates constantly through the aisles and avenues, picking out bad spots and suggesting to proctors way of improvement. With the approval of the teacher he may dismiss any officer. He has little opportunity to study but is given three points towards "insigne honoris," a recognition of service to the school awarded by the student council to graduates.

The clerk handles all attendance records. At the beginning of the hour, he delivers to each proctor a list of pupils due in the proctor's unit, with a supply of slips for absence. He secures substitute proctors if any are absent.

He then obtains from the teacher the names of any pupils whom he may have excused, and goes to the library to secure permits from all pupils studying there. He then collects from the proctors lists and absence slips, and reports all absences to the teacher. After an absence list is made out, the clerk places the absence blanks in the mail boxes of the home-room teachers. The clerk's compensation is two honor points toward "insigne honoris."

The proctor is in immediate control of one unit, consisting of four rows of seats, about 40 pupils in 52 seats. He sees that the pupils come promptly to order, and checks the attendance, making out absence slips for all who are absent. The slips are then turned in to the clerk. This requires about fifteen minutes, after which he may study, rising only to maintain order. If pupils persist in violating rules, he reports them to the assistant teacher. For his services, he receives one honor point.

The guard is the proctor nearest the door. He closes the door after the bell rings, and remains outside for five minutes to challenge tardy pupils. At the close of the period he again stands outside the door to direct traffic.

This plan was introduced gradually as an experiment with four teachers and their study halls consisting of 450 pupils. After the first year it was extended to all study halls where nearly 3,000 pupils have been cared for each day. The plan has required only eight teaching hours per day as compared with forty under the old plan. It has also solved the problem of extending the scope of the student council.

H. Conclusions

1. Exceptional is the high school today in which government and management in some degree do not exist.
2. Pupil participation in school government is not a new idea.
3. Pupil participation can be justified by a broad interpretation of the aims of education.
4. Pupil participation in school government offers a splendid opportunity of teaching citizenship through practice.
5. Pupil participation is a means of training for the assumption of duties and responsibilities of adult life.
6. Pupil participation establishes a better understanding and spirit between the faculty and pupils; develops greater interest in school work, school pride, and a good school spirit in general.
7. There must be a realization of the need for pupil participation by both faculty and pupils. The way for its adoption must be thoroughly prepared.
8. A plan to be effective must be a simple one, adapted to local needs.
9. Better discipline ought not be the primary purpose of pupil participation. It should come as a by-product of participation.
10. Wide variation exists in the types of government organizations that are in use and the activities in which they engage.
11. It is an almost uniform practice for powers, rights and privileges of the council to be set forth definitely in a constitution.

III. PRESENT STATUS OF PUPIL PARTICIPATION IN SCHOOL GOVERNMENT

A. Introduction

In order to make an accurate appraisal of the present status of pupil participation in school government, questionnaires were sent to three hundred and ninety-five secondary schools located in forty-six different states. Of this number 236 were returned, 217 of which were filled out completely enough to warrant their use. The data obtained from this source have been put into frequency tables, which form the basis of this section of the study. A copy of the questionnaire will be found in the Appendix.

Part III of the questionnaire provided columns for listing past, present, and future practises in pupil participation. It was hoped that these columns would provide data not only concerning the present status, but also of the history and future trends or changes. However, as little data were secured on these two phases of the investigation, it has made it necessary to dispense with a discussion of the same. Consequently, this part of the study deals entirely with the present status of pupil participation in school government.

The schools from which returns were received have been grouped according to enrollment. Table VI illustrates the plan of classification.

TABLE VI
GROUPS OF SCHOOLS ACCORDING
TO ENROLLMENT

Groups	Enrollment
1	1-250
2	251-500
3	501-1000
4	Above 1000
5	Unclassified

Group 5, the unclassified group, did not report their enrollments.

B. Presentation of Data Obtained

From Questionnaires

Table VII shows how long pupil participation in school government and control has been used.

TABLE VII

NUMBER OF YEARS PUPIL PARTICIPATION IN GOVERNMENT
HAS BEEN PRACTICED

Years	Group 1	Group 2	Group 3	Group 4	Group 5
Range	2-15	3-20	2-26	1-31	4-20
Average	7.25	8	8.25	11.6	11

From this table the following facts are evident.

1. Pupil participation in school government has been used for a longer time by schools of Group 4, the larger schools.
2. There is a decline in the number of years of pupil participation from the larger schools down to those that are smaller. The decline is step-by-step from the largest to the smaller schools.

Table VIII reveals the forms or plans of participation that are used in the schools that were studied.

TABLE VIII
FREQUENCY OF PLANS OF PUPIL PARTICIPATION
THAT ARE USED

Plans	Group 1	Group 2	Group 3	Group 4	Group 5
Formal	5	18	48	90	23
Informal	0	4	1	3	0

The formal type of pupil participation in school government provides for a definite organization to take part in the control of the school, while in the informal type there is no organization formed for this specific purpose. Table VIII shows that a large majority of the schools that were studied use a formal plan of some kind. 184 replied that they were using formal plans, while only 8 indicated the use of informal plans.

Table IX reveals the methods used for introducing pupil participation in school government.

TABLE IX

METHODS USED IN INTRODUCING PUPIL
PARTICIPATION IN GOVERNMENT

Methods	Group 1	Group 2	Group 3	Group 4	Group 5	Total
Compulsion by faculty	0	0	6	4	0	10
Petition by pupils	1	1	7	19	7	35
Persuasion	2	7	9	25	3	46
Advertising and publicity	1	5	8	25	6	45
Quiet propaganda	5	9	23	42	6	85

It is interesting to note that in ten schools, only, was compulsion used by the faculty in introducing pupil participation. This method was used less than any other. Quiet propaganda led the list of methods, while persuasion and advertising and publicity came next. These data tend to corroborate statements made earlier in this study, that pupil participation in government should not be thrust suddenly upon the student body by the faculty--that the way should be carefully prepared for its introduction which, too, should be gradual.

Table X indicates how pupil participation is functioning.

TABLE X

HOW PUPIL PARTICIPATION IN SCHOOL
GOVERNMENT IS FUNCTIONING

Functioning	Group 1	Group 2	Group 3	Group 4	Group 5
Successfully	6	17	49	91	19
Unsuccessfully	2	1	2	0	1
Partially	0	1	3	6	0

A very large majority, it will be noted, reported that pupil participation was functioning properly in their schools. This evidently offers a good explanation for an earlier statement explaining that little data were secured through the questionnaires concerning changes to be made in the future in pupil participation. As most plans are functioning properly,

there is little need for changes in the future.

Reasons for pupil participation in school government not functioning properly are given in Table XI.

TABLE XI

REASONS FOR PUPIL PARTICIPATION
IN SCHOOL GOVERNMENT
NOT FUNCTIONING PROPERLY

Reasons	Group 1	Group 2	Group 3	Group 4	Group 5
Plan too Complex	0	1	0	1	0
Lack of faculty cooperation	1	1	3	4	1
Lack of pupil cooperation	1	1	2	3	1
Lack of patron cooperation	0	1	1	0	1
Weak Teachers	0	1	1	0	0
Pupil leaders too immature	0	3	1	1	0

Table XI offers but little data for forming definite conclusions because it was obtained from so few schools. This can be readily understood by referring to Table X, which points out that in only six schools was pupil participation reported

not to be functioning properly, and in ten only as functioning partially. Some who replied gave a combination of reasons. A comparison of Table X and Table XI reveals the fact that the number of replies tabulated in Table XI exceeds the number tabulated in Table X as "Functioning Unsuccessfully." This is true because the data in Table XI came not only from those who said that pupil participation was functioning successfully, but also from a few that said it was functioning partially. Of the reasons listed in Table XI for pupil participation in school government not functioning properly lack of faculty cooperation was mentioned most frequently, while lack of pupil cooperation was second, and immaturity of pupil leaders was third.

Table XII lists the objectives that various schools are trying to achieve through pupil participation in government. Training in citizenship, which is usually given as the chief principle or aim of education, ranked first. The providing for pupil initiative ranked second as an objective of pupil participation and was closely followed by the development of a spirit of cooperation and understanding between pupils and faculty. Today when our nation is perplexed by the many difficult problems that it faces, many decry a lack of outstanding leaders and demand that leadership training be emphasized in the public schools. With this in mind, it is interesting to note that the development of pupils as leaders ranked high among the objectives that are trying to be achieved through pupil participation.

The schools that replied reported several types of organizations that are used in pupil participation in school government. They are shown in Table XIII, p. 68.

TABLE XII

OBJECTIVES THAT ARE AIMING TO BE ACHIEVED THROUGH
PUPIL PARTICIPATION IN GOVERNMENT

Objectives	Group 1	Group 2	Group 3	Group 4	Group 5	Total
Training in Citizenship	8	17	46	91	21	183
Provide for pupil Initiative	7	11	42	94	19	173
Spirit of Cooperation and understanding between pupils and faculty	5	12	47	87	21	172
Good school spirit in general	5	14	47	86	19	171
Develop pupils as leaders	6	14	42	89	18	169
Better discipline	4	10	26	58	12	110
Stimulate interest in school work	3	5	15	43	10	76

TABLE XIII

THE FREQUENCY WITH WHICH CERTAIN TYPES OF ORGANIZATIONS
FOR PUPIL PARTICIPATION EXIST

Types of Organizations	Group 1	Group 2	Group 3	Group 4	Group 5	Total
Student Council	7	12	47	96	19	181
Home-room organizations	3	9	37	68	19	136
Committees	5	8	37	66	17	133
Judge and police	1	1	7	12	2	23
City-Manager	0	0	1	5	1	7

Table XIII shows that the student council plan was reported by 181 and ranked first. Home-room organizations ranked second, and committees third. A large number of those replying stated that they were using a combination of these plans of organization. The fact that so few indicated the use of judges and police indicates that most pupil participation organizations do not participate in a direct way in the responsibility for discipline.

A wide range of activities participated in by various pupil participation bodies is revealed by Table XIV, p. 70. It shows that the supervision of corridors ranked first, and was particularly outstanding in the larger schools. The same is true of participation in assemblies, which ranked second. Conferences with the principal on school problems stand third on the list.

TABLE XIV

FREQUENCY OF ACTIVITIES PARTICIPATED IN
BY VARIOUS PUPIL PARTICIPATION BODIES

	Group 1	Group 2	Group 3	Group 4	Group 5	Total
Supervision of Corridors	5	12	40	87	16	160
Assemblies	8	16	46	60	21	151
Confer with principal on school problems	7	18	42	50	18	135
Classroom Activities	4	12	33	67	14	130
Extracurricular finance	7	13	35	60	15	130
Regulate extracurricular activities	4	9	25	66	9	113
Discipline	2	8	20	49	8	87
Care of buildings and grounds	8	13	15	34	16	86
Control of study halls	4	6	12	34	7	63
Employment bureau	0	1	3	25	1	30

Table XV indicates the number of schools that are operating their pupil participation bodies under constitutions. Of the 236 that replied to the questionnaire, 165 reported that they were using constitutions. The others were silent on this question.

TABLE XV

NUMBER OF PUPIL PARTICIPATION
BODIES OPERATING UNDER CONSTITUTIONS

Groups	Number
Group 1.....	8
Group 2.....	16
Group 3.....	41
Group 4.....	86
Group 5.....	14

Table XVI reveals the number of members that compose various pupil participation bodies. The average and range of members is given for both pupil and faculty members.

TABLE XVI

NUMBER OF MEMBERS COMPOSING
PUPIL PARTICIPATION BODIES

Number of Members	Group 1	Group 2	Group 3	Group 4	Group 5
Pupils					
1. Average	11.5	19	28	67	25
2. Range	3-34	9-57	7-120	5-265	7-80
Faculty					
1. Average	3.5	1.5	15	3	3
2. Range	1-14	1-3	1-58	1-25	1-13

Bases for the selection of pupil governing bodies are shown in Table XVII. The greatest number, 111, stated that they used the home-room as the basis for the selection of their pupil governing bodies. Selection by the school at large ranked second. These data support the contention made previously in this study that the pupil governing body should represent the school as a whole; that if clubs and other organizations are the bases of selection and representation, petty politics will be encouraged.

TABLE XVII
BASES FOR THE SELECTION OF PUPIL GOVERNING BODIES

Bases	Group 1	Group 2	Group 3	Group 4	Group 5	Total
By home rooms	3	10	28	57	13	111
By school at large	5	11	24	55	8	103
By classes, with upper classes having greater representation	5	5	12	25	6	53
By classes, on basis of equal representation	1	7	15	19	3	46
Extracurricular officers are ex-officio members	3	5	10	24	4	45
By sex	2	5	10	16	2	35
Appointed by Principal	0	3	0	7	0	10

Various methods of selecting members of governing bodies are revealed by Table XVIII. A vote by the student body easily led the list of methods used. Nomination by petition ranked second and was closely followed by the use of the primary system.

Table XIX, p. 76, gives the qualifications required of members of pupil governing bodies. Good conduct is mentioned most frequently, by 138, and is seconded by high moral standards. Approval by the principal stands third as a qualification. A large number reported combinations of qualifications. Only 12 reported that no qualifications were required.

TABLE XVIII

HOW MEMBERS OF PUPIL PARTICIPATION BODIES ARE SELECTED

Methods of Selection	Group 1	Group 2	Group 3	Group 4	Group 5	Total
Vote of student body	6	13	39	64	14	136
Nomination by petition	3	1	15	29	9	57
Nominating primaries	2	3	18	24	7	54
Nomination by Committees	1	6	8	14	7	36
Officers of other organizations	1	3	3	15	3	25
Nomination in Assembly meetings	1	4	2	12	1	20
By home rooms	0	1	6	11	0	18
By faculty	1	1	1	6	2	11
By classes	3	3	12	0	1	9

TABLE XIX

QUALIFICATIONS REQUIRED OF MEMBERS OF
PUPIL GOVERNING BODIES

Qualifications	Group 1	Group 2	Group 3	Group 4	Group 5	Total
Good conduct	7	14	31	69	17	138
High moral standards	5	11	22	55	13	106
Approval of principal	3	9	21	39	17	89
High scholarship	2	7	14	41	10	74
Approval of faculty	4	7	14	35	10	70
Proved leadership ability	1	9	14	24	8	56
None	1	0	5	6	0	12

The length of terms served are shown by Table XX. Only one reported a term of one month. Terms of one year rank first with a total vote of 105, and terms of one semester ranked second with 99 votes. Only two reported that terms lasted from the time of election until graduation.

TABLE XX

LENGTH OF TERMS SERVED BY OFFICE-HOLDERS OF
PUPIL PARTICIPATION BODIES

Length of Terms	Group 1	Group 2	Group 3	Group 4	Group 5
One month	0	0	1	0	0
One semester	3	4	21	59	12
One year	6	17	29	39	14
Until graduation	0	0	0	2	0

Eligibility of office-holders for reelection to pupil participation bodies is shown in Table XXI, p. 78. The majority, 150, replied that they are eligible for reelection; 26 stated that they are not; and 17, that some of them are.

TABLE XXI

ELIGIBILITY OF OFFICE-HOLDERS IN PUPIL PARTICIPATION
BODIES FOR REELECTION

Eligible for Reelection	Group 1	Group 2	Group 3	Group 4	Group 5
Eligible	7	17	41	69	16
Not eligible	1	2	2	17	4
Some of them are	0	1	5	8	3

Table XXII indicates the methods used in obtaining faculty advisers.

TABLE XXII

HOW FACULTY ADVISERS ARE OBTAINED

Methods	Group 1	Group 2	Group 3	Group 4	Group 5
Appointed by prin- cipal	6	16	39	77	21
Elected by pupils	1	3	6	10	2
Elected by teachers	0	1	1	2	1
Appointed by sponsor	1	0	0	0	0
Appointed by dean	0	0	0	2	0
Elected by Council	0	0	2	0	0

It can be seen quite readily that in the majority of schools faculty advisers are appointed by the principal. 159 reported that they used this method. Only 22 reported the election of faculty advisers by pupils.

Methods of putting into effect the acts of pupil participation governing bodies are shown by Table XXIII, p. 80. Announcement in home rooms is the method used by the majority. Announcement in the school paper ranks second, and announcement in assemblies and in bulletins were tied for third place.

Table XXIV, p. 81, shows the frequency of forms of pupil governing bodies. The one-house form is used by a large majority, 122; and two houses, by 20; while only one vote was cast for each of the other forms listed in the table. This supports the principle set forth earlier in this investigation; namely, that the majority of schools have a student council that is the central unit of pupil participation with, oftentimes, other units that are responsible to it, and whose organization and powers are determined by it.

TABLE XXIII

HOW ACTS OF PUPIL PARTICIPATION GOVERNING
BODIES ARE PUT INTO EFFECT

Methods	Group 1	Group 2	Group 3	Group 4	Group 5	Total
Announced in home rooms	1	10	35	71	17	134
Announced in school paper	3	9	26	59	14	111
Announced in bulletins	2	7	26	62	11	108
Announced in assemblies	6	8	34	50	10	108
Ratification by student body	3	5	14	17	4	43
Announced in class meetings	2	5	9	18	2	36
Bulletin board	0	0	1	1	0	2

TABLE XXIV

FREQUENCY OF FORMS OF PUPIL GOVERNING BODIES

Forms	Group 1	Group 2	Group 3	Group 4	Group 5	Total
One house	6	16	28	60	12	122
Two houses	0	0	3	16	1	20
Parallels local city						
government	1	0	0	0	0	1
Commission plan	0	0	0	1	0	1
Cabinet, Council, Court	0	0	0	1	0	1
Cabinet, legislative						
assembly, court	0	0	0	1	0	1

The use of the veto power by the principal over acts of the governing body is shown by Table XXV.

TABLE XXV

USE OF VETO POWER BY THE PRINCIPAL
OVER ACTS OF GOVERNING BODY

Veto Power	Group 1	Group 2	Group 3	Group 4	Group 5
Yes	6	18	46	37	19
No	2	0	1	0	1

Only four stated that the principal did not possess the power of veto, while 126 replied that he did have.

C. CONCLUSIONS

1. A large majority of the schools that were studied use a formal plan of pupil participation.
2. Much careful planning should precede the introduction of a plan of pupil participation.
3. A large majority of the replies to the questionnaire reported that pupil participation in school government is functioning successfully.
4. Training in citizenship ranked first as an objective of pupil participation.
5. The student council plan was mentioned most frequently as the type of pupil participation organization being used.
6. The majority of the schools reported supervision of corridors as the leading activity participated in by their pu-

pils. Participation in assemblies ranked second and conferences with the principal on school problems third.

7. A majority of schools reported the use of constitutions in the operation of their pupil participation bodies.
8. There is a wide range in the number of members composing pupil participation bodies.
9. The home room is the basis for the selection of pupil governing bodies in a large number of the schools that were studied.
Selection by the school at large ranked second as a basis.
10. A majority reported that the members of their pupil participation bodies are selected by a vote of the student body.
11. Good conduct ranked first as a qualification for members of pupil governing organizations. It was seconded by good conduct.
12. A large majority reported that faculty advisors are appointed by the principal.
13. The most common form of pupil governing bodies reported was the one-house type.
14. It was reported by a large majority that the principal has the power of veto over all acts of the governing body.

IV. APPENDIX

A. Bibliography

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B. Remarks and Suggestions

The last part of the questionnaire provided for remarks and suggestions on the part of those replying. A list of those received follows:

"Our student council does not function as a governing body. The Home Room representatives make announcements and cooperate with the teachers and pupils. We do not have student government as such. We greatly expect pupils to look after themselves and to assume many responsibilities."-- J. E. Wakeby, Prin., Danville, Ill, High School.

"A student council, made up of one representative from each of our trade departments, takes responsibility for policing the building for all occasions and maintains good order. It helps to solve many problems of discipline. It helps to carry on many valuable activities of the school: social, charitable, and athletic functions."-- Will C. Mathews, Prin., Central Trade School, Oakland, Calif.

"Our plan is composed of two houses. It is called the Industrious Citizens' Union. The council is the upper house, and is composed of one representative from each home room. The assembly or lower house consists of the remainder of the student body. The following departments are composed of a representative from each home room: Public Works, Public Safety, Sanitation, Social Welfare, Banking, and Parlimentary."-- Mary E. Williamson, Sponsor, Holmes Junior High School, Philadelphia, Pa.

"The student council is a service institution--not a controlling or policing body. Through it students are made to feel their obligations to the school and not that they should run

things."--Geo. H. Wells, Prin., Austin High School, Austin, Tex.

"Our council is composed of a Student President, Secretary, and Faculty Treasurer, (elected by the student body) and presidents of the Sophomore, Junior, and Senior classes, with also a representative of the other sex from the same classes. The president of the Athletic Association, and the Editor-in-chief of the school paper are elected by the student body."--Jesse L. Goins, Prin., Senior High School, Cheyenne, Wyoming.

"Ours is an informal setup, modified to meet the needs of the school. The principal retains the power of veto, but seldom uses it, and only when direction is needed to safeguard action which might be radical or unwise (if it ever is).--W. E. Buckey, Prin., Fairmont, W. Va., High School.

"Our work is done through class officers and a traffic squad. The class officers direct the work of their classes: chiefly extracurricular, under the direction of advisers appointed by the principal. When special need arises, all officers are called together for consultation. The traffic squad, under the supervision of the principal, controls the passing of pupils in the building.--J. H. Armstrong, Prin., Westboro, Mass., High School.

"Our government consists of three parts: Police force, which may submit bills and has executive responsibility; a council, which is legislative; and a court, which is judicial. There is Boys' Police Force and a Girls' Police Force."--Donald Reel, Prin., Montezuma, Ind., High School.

"Great care is exercised in getting the proper individuals on the student council. Responsibility rests in the principal

and advisers. Self-confidence to help develop leadership is brought about by universal participation in school assemblies-- all have a turn."-- Geo. A. J. Froberger, Prin., Shelburne Falls, Mass., High School.

"We have no formal plan but through assemblies, home rooms, and personal contacts between teachers and pupils; the latter are encouraged to merit freedom by accepting responsibility for a good school."-- M. Leroy Greenfield, Prin., Ware, Mass., High School.

"Class officers are appointed by class sponsors. They secretly turn in to sponsors names of those who break rules or show misconduct, and are punished for same by the faculty." -- John A. Jones, Prin., Campbellsville, Ky., High School.

"Our student council meets with a representative of each senior home room one week, the next week alone, the next with Junior representatives, the next alone, the next with Sophomore representatives, and the next alone, thus meeting with all of the classes during a six weeks period.--Celia L. Richards, Sponsor, East Wichita, High School.

C. Miscellaneous Data

The following miscellaneous material was returned with the questionnaires. A careful reading of it will give added information on pupil participation in school government.

1. Constitution of the Cranston, Mass., High School Students' Association.

ARTICLE I

Name

The name of the association shall be student's Association of the Cranston High School.

ARTICLE II

Purpose

The purpose of this association shall be promotion, supervision, and regulation of Student activities and interest.

ARTICLE III

Source of Power

Since the principal is directly responsible for the welfare of the school, it is understood that all powers herein set forth are delegated by him to the students and are exercised subject to his approval. He shall have power in all regulations and activities.

ARTICLE IV

Membership

Every student of this school shall be a member of this association and shall be entitled to voted.

ARTICLE V

The Class Council

Section 1 Membership

The class council shall be composed of the presidents of all home rooms and the officers of the class organization who shall act as officers of the class council. In unorganized classes the council shall be composed of the home room presidents and shall choose from its members a chairman and a secretary.

Section 2 Duties

A boy and a girl shall be elected by each of the class councils as delegates to the student council. One of these delegates is to be chosen from the class at large, the other from the class council. This member chosen from the class at large becomes a member of the class council.

The class council shall consider all matters presented to it by the student council and shall present to the council matters referred to it by home rooms or classes.

ARTICLE VI

The Student Council

Section 1

The executive and legislative powers of this association shall be vested in the Student Council.

Section 2 Membership

The council shall consist of a president, vice-president, treasurer, a boy and girl delegate from each class council, the principal, the vice-principal, the advisor of girls, and the chairman of such standing committees as the council shall definitely recognize in its program.

Section 3 The Election of Officers

The officers of the Student Council shall be nominated by a primary ballot. The seniors shall nominate the president and vice-president. The Juniors shall nominate the treasurer, and the sophomores shall nominate the secretary. The school at large may nominate an additional candidate provided seventy-five names are affixed to the nomination.

The two students receiving the highest number of votes for each office shall constitute the candidates and shall give acceptance speeches in a school assembly.

large.

Section 4. Duties of officers.

1. It shall be the duty of the president to preside at all meetings and perform all the duties of the president.

2. In the absence or disability of the president, the vice-president shall perform all the duties of the president.

3. The secretary shall keep the minutes of all meetings and record the same, and perform such other duties as the office may require.

4. The treasurer shall receive all funds, pay out same on orders, and make a monthly report of receipts and disbursement.

Section 5 Meetings and Quorum

1. The Student Council shall hold meetings once in two weeks or on call of the executive committee. The class councils shall meet at least once a month. A quorum shall consist of two-thirds of the membership.

2. Any member absent without excuse from a meeting of the Student Council shall forfeit membership. Excuses for absence must be presented to one of the faculty advisors.

Section 6 Qualifications

1. Each nominee for office must be a member of good standing of the class by which he is nominated.

2. Each delegate must be a member in good standing of the class, by whose class council he has been appointed.

3. To be eligible for council election a student must be of undergraduate standing.

4. To be eligible for office a student must have been registered in this school at least one semester.

Section 7 Term of Office

Officers and class delegates shall serve for one school year. Vacancies at the end of a semester shall be filled as specified in Article VI, Section 3. Vacancies during a semester shall be temporarily filled by election by student council members, the executive board acting as nominating committee.

Section 8 Resignations.

Resignations from office or membership shall be presented in writing. No resignation shall be accepted from a member who is not in good standing.

ARTICLE VII

Amendments

This constitution may be amended by a majority vote of the council at a regular meeting if confirmed by a majority vote in the home rooms.

ARTICLE VIII

This constitution shall become effective when adopted by a two-thirds vote of the student council and ratified by the majority of the home rooms.

2. Constitution of the Central High School, Evansville, Indiana. Adopted June 1. 1932, to replace the constitution of 1926.

Preamble

We, the members of the student body of Central High School, in order to train ourselves in the practices of self-government, to instil genuine respect for and obedience to law and order, to stimulate cooperation between the faculty and the students, and to promote loyalty to and pride in student government, do accept this constitution.

ARTICLE I

Executive Department

Highest Executive Power

Section 1. The highest student executive power shall be vested in one Boy Prefect Court and one Girl Prefect Court, each court to consist of three Seniors and two Juniors.

Election of Prefects

Section II. Prefects shall be elected during the fifth week of the third quarter of the second semester. There shall be elected four Prefects, two boys and two girls from the Sophomore class, who shall become Junior Prefects the following school year and who shall become Senior Prefects the second year. There shall be elected two Juniors, one boy and one girl, who shall become Senior Prefects the following year and shall hold office for one year. The boys and the girls of the Sophomore class and of the Junior class shall vote separately for their respective Prefects. The Prefects of any year shall have general charge of elections of Prefects for the following year.

Election of Head Prefect

Section III. The election of Head Prefect shall be held in the first week of the fourth quarter of the second semester. The two Junior Prefects of any year shall be the candidates for Head Prefect the following year. The boys and the girls of the Junior class shall vote separately for their respective Head Prefects. The newly-elected Prefects shall take office the last week of the semester in which they are elected.

Authority of Prefect Court

Section IV. The two Prefect Courts shall have the authority to enforce proper conduct in home rooms, study halls, corridors, auditorium, courts, basements, and cafeteria, at games, on the way to and from school, and at any school function. This authority shall not extend to the class rooms in which teachers and administrative officers of the school are in control.

Monitors in Study Halls

Section V. At the beginning of each semester there shall be elected in all study halls of Sophomores, Juniors, and Seniors two monitors who shall have general charge of the attendance and discipline in these rooms. In "Honor" study halls the monitors shall have charge of attendance only. The monitors of the "Freshmen" study halls shall be appointed by the Prefects. Monitors shall serve for one semester. They shall be responsible to the Prefects for the proper performance of duties and shall be subject to removal by the Prefects on evidence of neglect of duty or ineligibility to hold office. Meetings shall be held in the second week of each quarter and shall be in charge of the Prefects.

Representatives in Home Rooms

Section VI. During the second week of the fourth quarter of the second semester of the school year, there shall be elected in each home room two representatives, one boy and one girl, who shall have general charge of the attendance and discipline in their respective rooms. These representatives shall be responsible to the Prefects, as well as to their advisers, for the faithful performance of all duties pertaining to their office and shall cooperate with the adviser in the establishment and efficient home room organization. Representatives shall be subject to removal by the Prefects on evidence of neglect of duty or ineligibility to hold office. They shall hold office for one school year.

Special Monitors

Section VII. The Prefects shall have power to appoint special monitors at any time to meet any emergency that may arise.

Penalties

Section VIII. Monitors and representatives of home rooms shall have the power to impose necessary penalties to maintain proper discipline in their respective rooms. Representatives of home rooms shall inform their advisers concerning all disciplinary cases.

Reports to Administrative Officers

Section IX. At the end of each period, the names of all offending boys, the offenses committed, and the punishments given shall be reported to the Assistant Principal and to the boy Prefect Court. Similar reports concerning girls shall be made to the Dean of Girls and to the girl Prefect Court.

Report of Proceedings of Prefect Courts

Section X. The boy Prefect Court shall report the proceedings of its office to the Assistant Principal, and the girl Prefect Court shall report the proceedings of its office to the Dean of Girls at the end of each week.

ARTICLE II

Legislative department

Legislative Body

Section 1. The student legislative power shall be vested in the Legislative Body which shall consist of all representatives named in Article I, Section VI. They shall have legislative and advisory power. They shall meet the second week of each quarter.

Officers of the Legislative Body

Section II. The officers of the Legislative Body shall be a president, a vice-president, and a secretary. These officers shall be elected in September at the first meeting of this Body.

Law Making

Section III. Any measure shall be presented in writing to the Legislative Body at any regular or called meeting. After discussion, it shall be voted on by this body. If adopted by a majority vote, it shall be submitted to the home rooms for ratification. A majority vote of all the students voting shall be necessary to make it a law.

Emergency Measures

Section IV. If an emergency shall arise, proposed measures shall be presented to the home rooms directly without first being submitted to the Legislative Body. The Prefects shall present such measures to the home rooms in the regular daily school bulletin. A majority vote of all students voting shall be

necessary to pass these measures.

Special Meetings

Section V. The President of the Legislative Body shall have the power to call special meetings when necessary.

ARTICLE III

Judicial Department

Judicial Power

Section I. The judicial power shall be vested in the two prefect Courts defined in Article I, Sections I and II. These courts shall have judicial power in dealing with problems of discipline which are brought before them by monitors or home room representatives. They have power to act as individuals or as a Prefect Court in making decisions concerning the guilt or innocence of the offending students.

Meetings of Prefect Courts

Section II. The girls' Prefect Court and the boys' Prefect Court shall meet separately on the call of their respective Head Prefects.

Joint Sessions of Prefect Courts

Section III. Joint session of the two Prefect Courts shall be held when boys and girls are involved.

Right of Appeal

Section IV. The right of petition and appeal shall not be denied any student. Final authority in such cases shall rest in the administrative officers of the school.

ARTICLE IV

Eligibility

Character and Citizenship

Section 1. All student officers named in this Constitution and

all student officers of clubs, societies, and organizations of the school in general shall have received Gold and Brown or Arista League Rating (the highest rating in character and citizenship) the previous semester and shall continue to qualify for this rating throughout their terms of office.

Scholarship

Section II. All student officers named in Article IV, Section I, shall have received seventy-five per cent or more in at least four subjects or, if enrolled in less than four subjects, in all subjects in which they were enrolled during the previous semester. All student officers shall maintain these passing grades during the current semester. Failure in any subject for two consecutive quarters shall make the officer ineligible for the remainder of the semester. Any officer who is enrolled in five subjects and who shall fail in one of these subjects for two consecutive quarters shall drop this subject or shall resign from his office.

Certified Eligibility

Section III. The eligibility of all officers of the student government organization shall be certified to the Prefect Courts at the end of the first week of the second, third, and fourth quarters. The student officer who shall fail to certify shall become a disciplinary case for the Prefects. The eligibility of all other organization officers of the school shall be certified by the Sponsor to the Chairman of the Extra-Curricular Activities of the School at the end of the first week of the second, third, and fourth quarters.

Removal From Office

Section IV. Student officers who fail to meet the standards

set forth in Article IV, Section I and II, shall be removed from office by the Prefect Courts as soon as such ineligibility is established.

Impeachment of Prefects

Section V. Prefects shall be impeached and removed from office by the joint Prefect Courts for misconduct or neglect of duty.

ARTICLE V

Nominations

Section 1. The Junior Class Sponsor and the Sophomore Class Sponsor shall have charge of nominations for office of prefect and class officers in their respective classes. In the second quarter of the second semester, candidates shall announce themselves or shall be named by any member of the class. All candidates shall meet the eligibility requirements set forth in Article IV, Sections I and II.

ARTICLE VI

Class Officers

Organization

Section I. Each class shall have a president, a vice-president, a secretary, a treasurer, and a faculty sponsor. The organization of each class shall be under the supervision of the class sponsor.

Elections

Section II. All elections of class officers and committees shall be directed by the class and the class sponsor.

ARTICLE VII

Amendments

Amendments to this constitution may be submitted to the Legis-

lative Body provided in Article II, Section I, by any home room upon a majority vote of such home room, or by a petition signed by not less than 50 students in good standing in school citizenships. The Legislative Body may at a regular or a special meeting ratify such amendments by a majority vote and submit them to the home rooms.

A majority vote of all students voting shall then be required to make such amendments a part of this Constitution.

3. Letter from Austin, Tex., High School. "Our plan of student participation in school government is both formal and informal. We have no elaborate system. We have two co-operating groups of students. The Student Council and the Civic Industrial Club.

The Civic Industrial Club is an all school club, managed by its executive committee and a representative elected from each division. There is a double set of officers--a boy and a girl for each.

The Student Council is composed of the two Civic Industrial Club Presidents, four Junior and Senior Class Presidents, the President of the Interclub, the Editor-in-chief of our school paper, a representative of boys' athletics and girls' athletics, and one representative each for first and second year pupils chosen from the Civic Industrial Club representatives. The Student Council is a group of students organized for the purpose of discussing school problems and making recommendations. The Council carries out its plans largely through the Civic Industrial Club organization.

The Principal, Assistant Principal, the Deans of Boys and Girls are the advisers of these groups with the Deans in close co-operation with them.

In the Civic Industrial Club there are a number of Committees through which much of the important work of the school is done. Each of these committees has one or more faculty advisers, selected for fitness for the work and interest in it. This selection is made sometime by student request, sometime by appointments by principal, or by the request of the Deans."-- Wilbur H. Wright, Principal.

4. Letter from Dorchester High Schools for Girls, Boston, Mass. "The form of pupil participation in the government of the school which we have here in Dorchester does not seem to fit in under any of the headings of the document which you sent to me. I did not wish to return the paper with no comments, nor did I wish to neglect to comply with your request. I am, therefore, explaining briefly in this letter the organization which we have in this school.

When I came here as Head Master four years ago, there was no student participation of any kind. I have never believed it worth while to force an organization upon a student body, or to present them with one fully organized. I devised, therefore, a plan for an organization called the Head Master's Aids. This group is made up of seniors who volunteer for work in the service of the school. The requirements for membership are a clean record of conduct in previous years, and a willingness so to conduct themselves as to be an example for the lower school. The scholarship record is not made the basis of admission to the organization.

These girls assist in supervision of corridors. They assist in all social affairs of the school. The objectives which we are trying to achieve through this organization are: better discipline, a spirit of cooperation between pupils and faculty, a development of pupils as leaders, and the maintenance of a

good school spirit. It is my hope that out of this organization there will come gradually a student government body.

In addition to this group every class in the school is organized with a Council consisting of one or two members elected by each home room. In the three lower classes these members of the Council elect a chairman, vice-chairman, and secretary-treasurer each year. In the senior year these officers are selected temporarily and the final choice of senior class officers is made from candidates chosen in a primary and elected by the Australian ballot system. These councils with their sponsors propose and decide what I might call the social policies of the class. I do not think it would be fair to say that these pupils as yet have much to do with general school problems. This again I hope will be a matter of gradual growth in the school.

I hope that this explanation of our methods here will be of some help to you in your investigation."-- Alice M. Twigg, Head Master.

5. Letter from East Technical High School, Cleveland, O.

"My principal, Mr. Powers, turned your letter and questionnaire over to me for reply.

The East Technical social program is not an extra-activity but is the expression of school policy which permeates the entire school program.

Our school began twenty-five years ago with a definite social unit, the home room. The home room teacher was expected to be in the relationship of a school parent or big brother or big sister to every member of the homeroom group. In many cases, organization of the homeroom with definite responsibilities for each,

dates back to those early days.

The club life of the school was an out-growth of the classroom interest and the specializing courses. Later honor clubs, literary clubs, and hobby clubs have come and gone as the interest of the faculty and students has asked for expression.

In 1920 while the school was still co-educational, a definite movement for a representative assembly based upon home rooms was started. From the beginning of this movement, I have been associated with it. Although the building policy has been somewhat modified by the change of administration, incident to the change of principals (since 1920, we have had four different ones) the principle of giving the students as much responsibility for conducting their own affairs as they could carry has persisted. Our activity program has varied with the needs of the building and with the abilities of the various student groups. Our policy has always been to keep the closest relationship between the principal and the faculty adviser, and the faculty adviser and the student leaders.

At the present time, we are an all boys' school. Due to the restrictions, incident to overcrowding of the building and of the teachers' programs, we are feeling keenly the pressure of limited time and limited space. We lack time and places to meet with student committees for development work for training in personal efficiency, etc. Although this is true, we are carrying the heaviest program of student activities in the history of the school. An attendance committee of forty-eight boys, six serving serving each period, cooperates with the main office in collecting attendance slips, recording and filing them. Another committee of fifty-five boys checks the attendance in the various study halls recording and filing the records and

keeping everything in businesslike form. A committee of fifty boys, called the study hall board, meet regularly once a week with the faculty adviser during home room time. The purpose of this meeting is to discuss problems, to unify practice and to train as efficient leaders those boys elected to lead the various study halls.

A representative assembly, one boy elected from each home-room, meets regularly on Friday. The chief purpose of this meeting this semester has had to be the passing out of information to the home rooms and the presenting for discussion, building problems with a view to keeping the school morale in manners and conduct, etc., as high as possible.

Our executive board of the student council also meets each week, during home room time, three days before the assembly to plan for this meeting. The membership of this board is made up of the chairmen of active committees affiliated with the student council. The following committees are represented on the board; Class Attendance Committee, Study Hall Attendance, Morale Committee, Noon Auditorium, Noon Lunch, Talkie Fund, Social, Library, Safety and Traffic, Page Committee, Publicity. The chairman of the Study Hall Board, a representative from the school paper, the past president and vicepresident of the student council, and the president of the senior class are also members of this board.

Our principal, Mr. Powers, includes the position of the director of the social program in his administrative group. Every problem in the building connected with club life, parties, school service, student council, homeroom programs, etc., is referred in part or whole to this office. One secretary assists by supervising the clerical work in this department. Any

problem may be brought from any homeroom to the assembly by its representative. Any problem may be brought directly to the president of the student council or to any chairman of any committee by any member of the school.

While the chairman of a committee appointed by the president with the approval of the adviser is usually an experienced leader, many of the committee members are volunteers. An attempt is made to keep a record of the efficiency of the service of every member. Chairmen are responsible for the eligibility of their men. A type-written notice is sent to a homeroom teacher in regard to every volunteer that applies for work. Unless a boy is failing in his studies or is under discipline in his homeroom, teachers are glad to have them get this experience.

The president and vice-president of the school are elected by ballot once a year by the school at large. Candidates for this ticket must secure the endorsement of the principal, faculty, adviser, and ten teachers before circulating petitions among the students for the seventy-five signatures required for nomination.

The candidates are numbered in order of choices, the quota for election being fifty percent of the votes cast, plus one. The first boy to receive the quota is elected president and the second to receive the quota is vice-president. By this method, we secure the support of practically the entire school for the student officers. From three to five candidates is the usual number.

In this very brief sketch of our social program, I have tried to show, first; that our plan is flexible, is growing, is changing to fit the greatest needs;-- second; that our plan is one with the building program and permeates the whole of it:--third,

that the fundamental qualities of sound character in individual and group relations are daily practiced in actual school services; and fourth, that our social program of serving the needs of all the school is at the same time saving the tax payers, approximately, tenthousand dollars, by the release of teachers from study halls and other duties."-- Ethel M. Parmenter, Director of Social Activities.

6. The Questionnaire on Pupil Participation in School Government. It was prefaced by the following letter:

Dear Principal:

The cooperation of a number of picked schools is being sought in a survey of pupil participation in school government. This survey is being directed by the Indiana State Teachers' College of Terre Haute. We seek your assistance due to special mention of your school by the Department of Public Instruction of your state.

We realize that this request will make a real demand upon your time, but we believe that only ten or fifteen minutes will be required to give us the valuable information that we desire. A reply at the earliest moment possible will be very helpful and greatly appreciated.

Respectfully yours,

H. R. Russell.

Questionnaire on Practices in Pupil Participation
in Government

Name _____ Official Position _____ Date _____
 School Address _____ Enrollment _____

Part I

1. For how many years has student participation in government and control been practiced in your school?
 - II. Check the plan of participation which you use.
 - _____ 1. Formal plan: by means in an organization or organizations formed specifically to take part in the control of the school.
 - III. If you use an informal plan, turn now to the last section of this questionnaire, "Remarks and Suggestions", and write a brief description of your plan. If you use a formal plan, answer all parts of this questionnaire.
-

Part II

Directions: Place a check mark in the blank at the left of each statement that is true of the plan of pupil participation that is used in your school.

- | | |
|---|---|
| <p>I. What method or methods were used in introducing your plan?</p> <p>_____ 1. Compulsion by faculty.</p> <p>_____ 2. Petition by pupils.</p> <p>_____ 3. Persuasion.</p> <p>_____ 4. Advertising and publicity.</p> <p>_____ 5. Quiet propaganda</p> | <p>II. Is pupil participation in government functioning properly in your school?</p> <p>_____ 1. Yes</p> <p>_____ 2. No</p> |
|---|---|

6. List other methods:

III. Reasons, if any, for pupil participation not functioning properly.

- ___ 1. Plan too complex.
- ___ 2. Improper introduction of plan.
- ___ 3. Makes work of administration difficult and complicated.
- ___ 4. Lack of faculty cooperation.
- ___ 5. Lack of pupil cooperation.
- ___ 6. Lack of cooperation of patrons.
- ___ 7. Too much repression by faculty advisers.
- ___ 8. Others: _____

IV. What objectives are you trying to achieve through pupil participation?

- ___ 1. Training in citizenship.
- ___ 2. Better discipline.
- ___ 3. Spirit of Cooperation and understanding between pupils and faculty.
- ___ 4. Good school spirit in general.
- ___ 5. Stimulate interest in school work.
- ___ 6. Provide for pupil initiative.
- ___ 7. Develop pupils as leaders.
- ___ 8. Other aims: _____

Part III

Directions:

- A. Indicate practices that were used in the past but which have been discontinued by checking in the column headed "Past."

B. Indicate practices that are used at present by checking in the column headed "Present".

C. Indicate changes that you plan to make in the future by checking in the column headed "Future".

	Past	Present	Future
I. Check the forms of pupil participation in government used in your school:			
1. Student Council _____			
2. Home room organizations _____			
3. Committees _____			
4. Judge and Police _____			
5. City-manager _____			
6. List others: _____			
II. Check the activities which your pupils have participated in, are now participating in, or will participate in in the future:			
1. Classroom activities _____			
2. Cooperation in conducting examinations _____			
3. Control of study halls _____			
4. Supervision of Corridors _____			
5. Planning and conducting assemblies _____			
6. Discipline _____			
7. Finance of student organizations and activities _____			
8. Care of buildings and grounds _____			
9. Employment bureau _____			
10. Regulates extra-curricular activities _____			

11. Confers with principal on
school problems _____

12. Other Activities: _____

III. Does your plan operate under a
constitution? _____

IV. Number of members of governing
body in your school? _____

V. Basis of selection of student
governing body:

1. By home rooms _____

2. By the school at large _____

3. Appointed by principal _____

4. By sex (number of boys____;
number of girls____) _____

5. Officers of extra-curricular
organizations are ex-officio members _____

6. By classes, with the upper classes
having greater representation _____

7. By classes, on basis of equal
representation _____

8. List others: _____

VI. Method of selecting members of
governing body:

1. Nominating primary _____

2. Nomination by petition _____

- | | | | |
|--|--|--|--|
| 3. Nomination by committees _____ | | | |
| 4. Nomination in assembly meetings _____ | | | |
| 5. Elected by vote of student body _____ | | | |
| 6. Appointed by principal _____ | | | |
| 7. Selected by committees _____ | | | |
| 8. Officers of other organizations _____ | | | |
| 9. Elected by outgoing members _____ | | | |
| 10. Other methods: _____ | | | |

VII. Qualifications required of
members of student governing
body:

- | | | | |
|---------------------------------------|--|--|--|
| 1. High scholarship _____ | | | |
| 2. High moral standards _____ | | | |
| 3. Good conduct _____ | | | |
| 4. Proved ability in leadership _____ | | | |
| 5. Approval of faculty _____ | | | |
| 6. Approval of principal _____ | | | |
| 7. None _____ | | | |
| 8. Others _____ | | | |

VIII. How long do office holders serve?

- | | | | |
|---------------------------|--|--|--|
| 1. One month _____ | | | |
| 2. One semester _____ | | | |
| 3. One year _____ | | | |
| 4. Until graduation _____ | | | |
| 5. Other terms: _____ | | | |

IX. Are office-holders eligible for
reelection?

- | | | | |
|--------------|--|--|--|
| 1. Yes _____ | | | |
|--------------|--|--|--|

2. No			
3. Some of them are			
X. How are faculty advisers obtained?			
1. Appointed by principal			
2. Elected by pupils			
3. Elected by teachers			
4. Other methods:			
XI. How are acts of the governing body put into effect?			
1. Ratification by student body			
2. Announced in assemblies			
3. Announced in home rooms			
4. Announced in school paper			
5. Announced in bulletins			
6. Announced in class meetings			
7. Other methods:			
XII. Form of student governing body:			
1. One house			
2. Two houses			
a. Upper composed of:			
b. Lower composed of:			
2. Others:			
XIII. Does the principal have veto power over all acts of the governing body?			
XIV. Remarks and suggestions:			