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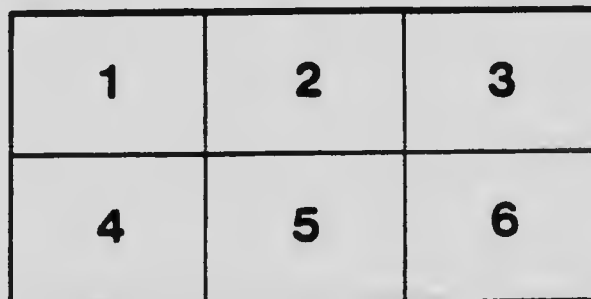
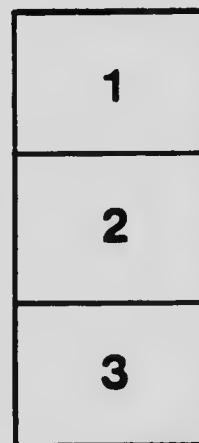
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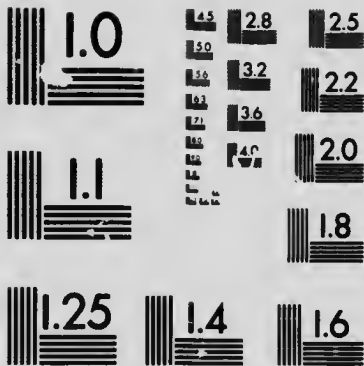
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III

INSTRUCTION IN THE ORGANIZATION AND ADMINISTRATION OF SCHOOLS AND SCHOOL SYSTEMS

I am afraid that it must be confessed that the profession of a schoolmaster is one that is more apt to be entered upon by those who have no particular vocation for anything else than any other profession. A certain number of young men go up to the University every year who are conscious that they will be obliged to earn their own living without any definite idea as to how this is to be done. Of these some become civil servants, some solicitors, some drift into literature, some become University dons, but many tend to become schoolmasters. . . . It may be said that while there are some few who are destined by tradition or predilection to be schoolmasters, a far larger number have a vague feeling at the back of their minds that if everything else fails they can always be teachers.

Such is the picture drawn by Sir Oliver Lodge of conditions in England and it is not entirely a foreign scene—more's the pity. However, the presence of so many persons here to-day indicates such an interest in the subject on the program as leads me to hope that in the gallery of pedagogical pictures this may soon be labeled "foreign."

One of my chief difficulties in addressing the Harvard Teachers' Association on a subject of this kind is the noticeably acquiescent nature of my audience. I fear that I may have to resort to the expedient of a certain Irish preacher of my acquaintance who interjects very often the expression, "But perhaps there may be some brother present who does not believe this," and then proceeds to flay that mythical personage until thru sheer exhaustion he passes to a milder aspect of Christianity. It is always embarrassing to a man of this race when he cannot find an unbeliever to convert or at least prevent from giving any further trouble. It may have been that the maker of this program had this in mind when he carefully worded the subject so as to exclude our friends who belong to the ever diminishing remnant whose educational belief is summed up

in the expression, "the knowledge of the subject-matter is the one thing needful." This removes from our shoulders any necessity for defending the general proposition of the training of teachers, and puts us on the defensive only in so far as we are called upon to explain in what this training should consist.

To the equipment of knowledge of the subject-matter, the gentlemen who have already spoken have added the broad outlook upon life gained by the study of the history of education, the record of past endeavor to produce efficient citizens, and the better knowledge of the individual and of the general laws by which he lives and moves and has his being. This attitude, born of knowledge as well as of sympathy, is well expressed by Kipling in his description of the relation of the officer to the men whom he has trained:

"'E knows their ways of thinkin'
And just what's in their mind ;
'E feels when they are comin' on,
And when they lag behind."

There are some who think that these subjects are not only efficient helps to the schoolman, but sufficient helps. With such a position I should be inclined to agree if the college-bred youth were to become merely a private tutor engaged with a few children and preparing them for a school or college examination. Again, there might be some question as to the advisability of including this subject among those deemed indispensable for the successful schoolman if there were strict Federal control or even strict State control of education, so that from a central office regulations were from time to time sent out and even the details settled by this authority. Under such a civil service system the successful schoolman would be the one who "obeys orders and keeps abreast of the files." A place for school management might be found, but none for the larger subject of organization and administration which suggests a part in the making of education, rather than in the mere imparting of knowledge and the maintenance of order.

The subjects already discussed might be classed as general inasmuch as they are recognized as necessary in all systems of

education, at home and abroad, but the one with which I am to deal is rather to be looked upon as special, for it is peculiarly applicable to education in America. While theoretically and legally education in America is a State function, in actual practice the municipality is the responsible body. The State, for instance, passes a law by which every child between certain ages must attend school. The municipality must see that this law is enforced and must make provision for the proper material and mental environment of the children. Should the municipality fail to provide adequate educational facilities the responsibility comes back upon the State and it may step in and make provision, charging up the expense of the same against the municipality.¹ This, however, is a protection, not a guarantee. As a general proposition, then, the school is the institution of the municipality, not of the State; it is organized, governed and maintained by the people for the purpose of having their children trained how to think and act for themselves, how to utilize the knowledge they already have, and how to add to that knowledge. The American community is quick to recognize that this is its most valuable asset from the business point of view, as well as from the intellectual and moral point of view; and it is a truism to say that the progress of the schools is a fair indication of the intelligence and enterprise of the community. The system of schools of any State in the Union is but the community of municipal systems, and the educational system of the United States but the community of State systems. There is a unity of spirit without absolute uniformity of plan. *E pluribus unum* is as true of education as of politics. It is this peculiarly American method of dealing with education that makes specially important the subject of organi-

¹ By reason of a partisan division in the Board of Education in the city of Watervliet, N. Y., in the fall of 1897, no teachers were engaged and no schools opened. Remonstrance from the citizens producing no effect, an appeal was made to the State Superintendent of Public Instruction. His appeal to the local board was no more successful, so he asserted what he deemed was his authority and sent a deputy to open and organize the schools and appoint teachers. The local board appealed from this action to the Supreme Court, which fully sustained the Superintendent and established the principle that the State Department is the paramount instrumentality in enforcing the constitutional right of all the people to the advantages of the common-school system.

zation and administration of schools and school systems. The local system of schools is an experiment station where, with more or less intelligence, plans are formulated for an efficient and economical management of education for that community. The school officials, the Board of Education, who represent the people, and the school staff, who are the advisers of these officials, initiate policies and do not merely carry out the details of plans sent out by a central authority. It makes one sympathize with the sentiments of Lowe who, when the sweeping Franchise Bill was passed in England, said, "Now we must educate our masters."

Our general system of schools, therefore, demands a practical education on the part of those who are to conduct its affairs. The education of members of the School Boards does not fall within the province of this discussion, for which I am sorry, as I believe that it is possible to provide for this to a certain degree in the departments of education in our universities, as the college-bred man is to-day one of the most likely men in a community to be chosen on a Board of Education. I need not say that the conduct of the schools is coming more and more into the hands of the college-bred man, and as in every line of business, into the hands of the young men. The question that meets us here is an important one: "Is it fair to the people of a community and to their children to intrust to the young college-bred man, without training and without experience, the conduct of the educational system?" What are his general qualifications? He has passed the examinations and received the degree which is a certificate to that effect. He has a good character and possibly is industrious. Let us make out the best case possible and suppose that he has had the training given in courses in the history and the theory of education and he goes out as a teacher, a principal, or perchance, a superintendent of schools. His knowledge of the business into which he is going is at best only that of having passed thru such an institution in his early years, and his recollections are likely to be of persons rather than of organization. As a matter of fact the latest impressions are nearly always the strongest, and this is one reason why so many of our

young graduates try to introduce university methods of teaching into our secondary schools. It is the only method they know, as they are not trained men. Such a person, whether as teacher, principal, or superintendent, feels the novelty of his position, the lack of acquaintance with the business, and takes what seems the safest way—the avoiding of mistakes. The record of some of these persons whom I have known reminds me of the man who tried to tread consistently in the narrow path that separates right from wrong. President Hopkins at the Convocation of the University of the State of New York described the politician's temptation, and it has a certain application to the untrained schoolman. He said: "To conciliate all interests and offend none is, under popular government, the politician's temptation. The study of the doctrine of averages and the deft use of expediencies are not rearing statesmen with fire in their hearts and fiber in their brains." Education is the only business that takes in men to conduct its affairs who are ignorant of the business and who learn at the expense of the business. The perennial subject of the relation to the superintendent to his school board would not be heard so often if the men who are occupying the positions of superintendents were trained men who understood their business and were competent advisers. It is the superintendent who is willing to make his recommendations in writing, and have them recorded and exposed to criticism, that is going to survive. Even industry and integrity are not enough for a leader; there must be intelligence in regard to the particular business in which he is engaged, and the possession of the three "I's" (industry, intelligence, and integrity) by our superintendents would result in positive advance instead of mere maintenance of position.

But our system of schools is democratic, and the teacher of to-day may be the principal of next year or the superintendent of the year following. Hence arises the great necessity of providing for the education in the subject of all who are entering the teaching profession. Universality of education is necessary in a country where the highest offices are in the gift of the people and where leadership is an uncertainty. Our educational life does not differ materially from our political life, and the man

who studies the possibilities of his profession and prepares to forestall the hard school of experience, who studies carefully the practical situation and who applies the knowledge acquired, is likely to rise thru the mass to leadership. Our system of schools is not so much a corporate system as a personal system. "As is the teacher so is the school" has been quoted thousands of times, and it is peculiarly applicable to the relation of the superintendent to the more extended area of an American school system. We have been much interested during the last few years in the discussion of the best methods of providing for the elections of efficient School Boards in this country, and a very necessary and laudable work it is, but time and again we have found a Board which in number of members, mode of election, and subdivision into committees transgressed all the rules upon which we had agreed as proper—and yet there was an excellent system of schools in that city. The reason was not far to seek. There was a superintendent who was a man of intelligence, who studied the possibilities of his business, who kept informed of experiments and progress elsewhere, who was not carried hither and thither by every wind of educational doctrine, who could tell foods from fads, and who, therefore, had the confidence of the public. He was a trained man along the practical lines, and such is the kind of man whom we are trying to develop in departments of education thru our courses in the organization and administration of schools and school systems. We are anxious that as soon as possible we may be able to say, that it is not true of America, as Professor H. C. Armstrong says it is of England, that the control of the educational system rests almost entirely in the hands of politicians and amateurs.²

² Since this was written, I have read with great pleasure the address of Mr. Clinton Rogers Woodruff before the Commercial Club, of Boston, on the evening of the fourth of March. He discussed various phases of municipal government, and in a peculiarly convincing manner analyzed the situation, and suggested practical remedies. In the following extract I have taken the liberty of substituting "systems of school government" for "municipalities," but have left the remainder unchanged. Mr. Woodruff's analysis of inefficiency holds good for school affairs and the changes he advocates are exactly what we are trying to bring about by our study of the organization and administration of schools and school systems.

"One far-reaching cause of the inefficiency in our systems of school government

And so I might go on illustrating to you the great need of trained men in the management of the great educational plants of America, but in the comparatively short time at my disposal I desire to exemplify my philosophy of the practical by suggesting a general plan of work in this phase of education.

One of the most hopeful signs of this age is the tendency to recognize the progress made by other peoples in other lands. The problems of life are much the same in all civilized countries and the efforts to solve them whether in politics, religion, education, or business possess a common interest. The manufacturer cannot afford to ignore the methods of his competitor—whether local, national, or foreign—he would be unsuccessful. Even so is it in education, and as each nation has some peculiar problems arising from the nature of its government or the particular requirements or genius of its people, its contribution to the common experience has a definite value. I believe in the value of comparative study, and my experience in the department of education has led me to favor the plan of entering upon the study of this phase of education from the national standpoint, and proceeding, as it were, from the general to the particular. I should commence, then, with the comparative study of certain countries in their efforts to solve the great educational problem of producing efficient citizens. Germany, France, and England will furnish the best examples, and in the study of these, certain well-defined problems will present themselves towards the solution of which experiments have been made: Germany, for instance, in its secondary school system, its technical schools, and the "sandwich" system of co-operation with practical work; France, with its highly centralized State-aided and State-controlled system, its normal training system and its efforts to thoroly secularize its schools; England, with its recognition of denominational schools, its system of great

has been the failure to recognize the distinction between administration and legislation. The former is a matter of business; the latter of policy, or politics, if you choose. For the former we need men whose whole time can be given to it, who have demonstrated their capacity and fitness, *who make of it a profession—a life work*. In the latter we need the judgment and experience which come from the successful pursuit of an occupation, men who are not absorbed in details, but who will be interested in the broad, general features of the situation."

private schools, and its neglect of public secondary education. These are some of the important topics that will at once suggest themselves. This study will be conducted always with reference to the system of education in America, so that there will be not only a standard for comparison, but at the same time a clearer knowledge obtained of what is being done in our own country.

This will make an excellent preparation for the study of the organization and administration of education in America. When we approach this we recognize the aptness of Herbert Spencer's famous expression, "the disagreement of the enquiring"; and that knowledge may be gained in an orderly manner and right mental habits may result, it is wise to select from the State systems of this country certain typical illustrations. All States are not equally valuable as subjects for investigation into educational systems, as some systems are but copies of others; and others, again, present but few problems. Such States as New York, Massachusetts, North Carolina, Michigan, Minnesota, Mississippi, and California, are representative of the country and of educational experimentation. These ought to be studied after a well-defined plan, so that the merits of comparative study may have a chance. The size of the class will determine whether an individual or a group will be responsible for the information in regard to a given State. The State in which the university is situated is the standard for comparison to which all the others are to be referred, inasmuch as there are opportunities for visitation and first-hand knowledge from officials.

I hesitate to say anything about the method of work, but I suggest that the State must be studied with reference to its early history, social conditions, class of inhabitants, amount and character of its wealth, its proportion of urban and rural population, and other such characteristics, without a knowledge of which the attitude towards education is difficult to explain. The division of powers with the municipality in regard to education is very important in these times of centralizing tendencies, and therefore there ought to be considered: the powers and duties of the State Superintendent of Public Instruction,

the State provisions for expert teaching (examination, licensing, and training of teachers); expert supervision (township, country, and city); material and intellectual environment of pupils; *buildings*—kinds, plans, furnishing, etc.: *text-books*—free, uniform, renting, loaning, provision for revision, manufacture by State, edited within the State, authorized; *course of study*—uniform, provision for revision. Such are a few of the important questions to be considered.

These two courses afford an excellent preparation for the important investigation of the city school system. Just as in the case of States it is impossible to secure efficient results by general lectures, and therefore the comparative method ought again to be used. For this purpose a typical city should be investigated by each member of the class, and compared with the city in which the university is situated or some other city easy of access, so that there may be observation at first hand. A system in operation is worth many in reports. This observation should be regular and systematic, the results reported upon and conferences held for the interpretation of these observations—otherwise the observation loses its educational value. The city in its sociological aspects is studied that there may be a setting for the educational life, and the question of how the educational problems are solved is supplemented by the important one of how successfully they are solved. It is impossible in the time to explain the method of investigation except to say that, as in the case of States, it must follow a fairly well defined plan, so that the progress in class work may be regular and valuable and at the end of the study the students may have, as in the case of the State, a complete study of these cities in usable form, a valuable handbook on contemporary educational practice. The points of investigation are too numerous to mention in any detail, so I shall indicate but a few: *The government of education*—the Board of Education, how elected, for what term, number of members, methods of organization, powers and duties, resources; *the housing of the pupils*—plans for buildings, repairs, janitor service, powers of expropriation of land, provision for playgrounds, supplies, etc.; *the teaching of the pupils*—the superintendent, the principals and teachers,

their powers, term of office, duties, privileges, remuneration, qualifications, and interrelations; *the intellectual apparatus*—the selection of text-books, the making or changing of the course of study; *school divisions*—kindergarten, elementary, high, evening, technical, and training schools and supplementary agencies. These are but some of the points of importance selected at random.

But there should be a distinctly constructive side to this work, that the results of the training may show themselves ere we allow the youth to depart to his work. There are two aspects of this investigation that stand out particularly, viz., that of the general organization of a system and that of the course of study. While in the class discussions much can be done, yet it is in connection with these two aspects that special guidance is necessary. Therefore I think it wise to require of the student a special thesis upon either one of these aspects—not a comparative study, but a constructive study based upon the comparative study, in which he offers what he deems a satisfactory solution of the problem in some city of his acquaintance.

Again, in this study after a certain amount of observation has been done and the opportunities are available, I believe it wise to give the opportunity to these students of putting their theories into practice by taking entire charge of a class for a certain length of time under skilled supervision, and thus becoming appreciative of the practical situation on the teaching and class-management side. I wish it were possible to place some in a principal's office or in a superintendent's office, so that they might better understand the problems of the day's work in connection with the larger management of school affairs.

There may be some present to-day who may doubt the practicability of some parts of this plan, but there is little in it which has not already been tried, and in these latter days when we have schools of education, laboratories right at hand, we are hoping that the work on this practical side will be further developed. The point never to be lost sight of in this discussion is that the student is putting his work into systematic

form, that he is making an actual contribution to educational investigation under guidance, and the result of that work is a working handbook of contemporary educational practice of more value to him than all the text-books on school organization which he has read during his course. I have said nothing about the text-books and collateral reading and shall spare you the discussion of these except to say that this is carried on thruout the course.

This is by no means an exhaustive or even adequate explanation of what is involved in such a study, but it illustrates the method by which I think the best results may be attained. It is quite possible to take any aspect of any of these subjects and in a topical manner carry out an investigation, as for instance, the question of secondary education, or technical education, or the examination and licensing of teachers, but these, to my mind, are undertaken to better advantage after a comprehensive view of the whole system as it stands with its problems awaiting solution. Removal from the setting too often results in a disregard of the setting, a fatal mistake in education. The result of such a training is the person who, for instance, would make over our secondary school system in terms of Germany, forgetting that we are Americans with American traditions and American ideals.

Again, comparison involves more than the "deadly parallel column." Comparison discloses likeness or unlikeness, each of which equally demands explanation. It is always worth while inquiring into the cause of things, the reasons for certain educational practices. It may be that there is no real reason except their presence in the organization of some other place highly commended by some travelling educationist. It is not that we can find an adequate reason—the pity of it—but it brings out clearly that everything done ought to be explainable on reasonable grounds, and this can be impressed upon our college youth in no way so well as by example. The comparison involves a consideration not only of which way of those disclosed is the better, but what is the most reasonable manner of solving this problem considered on its merits as a problem. In this way it is not mere gathering of facts and comparison of facts, but

it is an analysis of these facts, which in the end gives us ordered knowledge and is the essential thing in the scientific process.

The aim and justification of this method of procedure is not the production of a marketable educational plan that will fit any situation or make any situation fit it, but an appreciation of the elements that enter into educational problems, a knowledge of the things most worth while, and of the most reasonable methods of attaining these desirable ends.

I am making a plea for the study of the profession of education as it manifests itself in the social world, that education may be conducted in an economical and efficient manner. To this end it must have trained men who understand their business, have faith in it and in themselves, men of industry, intelligence, integrity and individuality.

It is such organization and administration of education that will tempt capable men into the profession, men who will not be content with dealing with the actual, but will stretch out after the possible, and we have lost ground in the past by not making clear the immense possibilities in the profession of teaching. Let me, in closing, adapt a recent stanza of Kipling's and say:

*"If teaching was what teaching seems,
And not the teaching of our exams,
But only putty, brass, and paint,
How quick we'd drop her! BUT SHE AIN'T!"*

GEORGE H. LOCKE

THE UNIVERSITY OF CHICAGO

Jan. '93

