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Teacher Morale

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TEACHER MORALE

A Substantial Paper
presented to
Eastern Illinois State College

In Partial Fulfillment
of the Requirements for the Degree
Master of Science in Education

by
Roy M. Luthe

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PROBLEMS OF MORALE AND METHODS OF DEVELOPMENT

This paper will deal with some of the elements that affect teacher morale and practical ways of maintaining and improving morale in public school systems. The paper further aims to show that morale of the type desirable in school situations is the result of democratic group action and is the responsibility of the administration.

The problem will be developed through the following steps:

1. Developing the meaning and importance of staff morale.
2. Listing and evaluating some general factors which contribute to low morale of the teaching profession.
3. Determining specific elements essential to high morale as reported in surveys and other studies.
4. Determining ways of utilizing some of these elements to build and maintain high morale.
5. Demonstrating the administration's responsibility for high morale through democratic leadership.

THE IMPORTANCE OF STAFF MORALE

The morale of the professional staff of a school system determines to a major degree the quality of work done in the classrooms of the system. It is the factor which gives a person or group the spirit and enthusiasm for the work to be done.

Morale has been defined as:

".....the factor that enables people as individuals or as groups to live up to their highest possibilities; it is the catalyzing agent which stirs the soul to work out and to keep on working out its purposes."¹

As defined by Leipold and Yarbrough, morale is that quality which enables one to give fully of his best efforts to carry out a purpose.² This means that under conditions of high morale everyone will be working to the best of his ability under the circumstances.

When applied to the school faculty it means cooperative, aggressive support for a commonly accepted policy of the school. It is such a driving force that no community can afford to neglect the factors essential to high morale in the staff of the schools which its children attend. It bears a positive relationship to accomplishment. It is not an end in itself but a means to the end of doing everything possible to develop each child to the maximum of his capabilities.

1. American Association of School Administrators, Morale for a Free World, (Twenty-second Yearbook) Washington: National Education Association, 1944, p. 27.
2. L. E. Leipold and Joseph W. Yarbrough, What 1600 People Think about Teacher Morale, The American School Board Journal, Vol. 119, No. 6, December 1949, Pp. 29-30.

SOME FACTORS WHICH CONTRIBUTE TO LOW MORALE

According to a study made by the American Association of School Administrators:

"Certain conditions in the lives of teachers, however, tend to blur the purpose they serve in society and to cause some of them to feel drab and others to assume a saintly instead of a statesmanlike role."¹

Among the factors listed as causes for these attitudes which contribute to low teacher morale are:

1. Teachers are victims of traditionally low public regard;
2. Teachers are public employees; and
3. Results of teachers' work are largely intangible outcomes.²

The traditional attitude of the public toward the teacher has been described as:

".....the 'schoolmarm' is, or perhaps we should say has been, in the minds of the public, a caricature endowed with maidenly virtue and kindly but unsatiated sentimentality toward children and the regenerative processes of life..... Teachers are thought to be victims of perfectionism and exactitude but lacking in shrewd insight into business and politics, devoid of the graces and minor vices (not to mention major ones) which are found in other citizens, and incapable of appraising or functioning in practical affairs."³

This effeminate concept of teachers held by the public has kept many vigorous, active individuals from entering the profession. People want to be identified with a group whose ideals, standards, and achievements can be a source of pride to them. Able young people cannot be expected to become vitally interested in teaching as a life work unless and until those engaged in teaching conduct themselves as members of a great profession.

1. American Association of School Administrators, op. cit., p. 238.
2. Ibid., pp. 238-241.
3. Ibid., p. 238-239.

Teachers as public employees, paid by funds derived from fellow citizens, feel a sort of allegiance to their community patrons. This allegiance to the great variety of purposes and philosophies of the patrons tends to deny teachers the same freedom in their work and social life that the patrons enjoy. When teachers enter a community, patrons feel that the teachers should be bound by local mores and customs thus restricting their actions, especially on controversial issues.

Morale presents a special problem to teachers because of the difficulty of measuring progress. In most industries progress can be measured by some tangible means such as automobiles produced, orders secured, or cash balance. Although standardized tests have been developed to measure academic skills, many human values such as social and emotional growth cannot be easily appraised and results may not be apparent for a long period of time.

SPECIFIC FACTORS ESSENTIAL TO MORALE

Specific factors essential to morale are those which stimulate individuals to greater effort. Business and industrial research, seeking to discover causes of high morale, has found that a prime factor in the success of human enterprise is the maintenance of a favorable emotional and social climate for the people involved. A summary of factors conducive to high morale as reported in some surveys and other studies follows.

HAWTHORNE SURVEY--Experiments at the Hawthorne Works of Western Electric Company showed that close and harmonious working relationships between management and labor brought an uptrend in production regardless of conditions of physical environment.¹

LEIPOLD-YARBOROUGH'S SURVEY--This survey listed the opinions of 1600 individuals regarding factors essential to high morale of teachers. These factors are ranked in order of importance as rated by 1600 people:

1. The administration gives firm support to the teacher in discipline problems.
2. The teacher has a deep-seated belief in and personal enjoyment of teaching.
3. A just and adequate salary plan has been established.
4. The students show proper courtesy and respect for the teacher.
5. A worthy retirement pension plan has been established.
6. A professional attitude is shown by all in handling teacher grievances.

1. Fritz J. Roethlisberger and William J. Dickson, Management and the Worker, Cambridge, Mass.: Harvard University Press, 1943, p. 615.

7. Adequate sick and emergency leave policies have been established.
8. Personal interest and confidence in the ability and integrity of his staff is shown by the administrator.
9. A cooperative spirit exists among faculty members in carrying out the school program.
10. There is position security through sound tenure.
11. Supervision procedures are constructive and democratic.
12. There is an appreciative and cooperative attitude on the part of parents toward the teacher's efforts.
13. There is freedom from disturbing fears and phobias.
14. The teacher has a thorough knowledge of subject materials and practical educational methods.
15. Respect by the teacher is shown for the attitudes and views of other people (students included).
16. The teacher has social freedom within decency.
17. Friendly, loyal interfaculty relations exist.
18. There is intelligent, long-range planning by the board of education in improving educational opportunities.
19. The teacher load is reasonable and fair in proportion to that of other teachers in the system.
20. There is loyal acceptance by the community of the financial and moral responsibility to maintain an adequate educational program.²

While this survey lists many items, each essential to high teacher morale, it fails to stress the importance of cooperation between all those interested in the work of the schools. For example, item No. 18 could probably be replaced to advantage by the following:

"There is intelligent, long-range planning through the cooperative efforts of faculty, administration, patrons, and the board of education to improve educational opportunities."

2. L. E. Leipold and Joseph W. Yarbrough, op. cit., pp. 29-30.

In the Twenty-sixth Yearbook of the National Elementary Principal, Yauch reports that the following principles have been found to govern the building of morale:

1. Teachers will develop morale and show a disposition to unite in defense of what they consider justified in proportion to the extent the program can be identified as theirs.
2. Morale is fostered to the degree that members of the group have extensive opportunities to cooperate in a common program of interest and value to all.
3. The group spirit depends largely on the amount of direct credit and recognition the individual members will receive for the work they do.
4. Morale, which is a real integrating force for promoting group solidarity, is the result of effective democratic leadership.³

After spending ten years in the Franklin Delano Roosevelt High School in New York City, Juckett concluded that development and maintenance of high spirits depends upon:

1. Team spirit.
2. Faculty members having a complete understanding of the philosophy of the school.
3. All concerned possessing a sincere, democratic spirit of cooperation.
4. Delegating authority with delegated responsibility.⁴

He listed the following as items which helped to keep morale high in his school:

1. Keeping the lines of communication open between teachers and supervisors.
3. Wilbur A. Yauch, Developing Morale in a School Faculty, (Twenty-sixth Yearbook, Vol. XXVII, No. 1) The National Elementary Principal, Washington: National Education Association, September, 1947, pp. 124-126.
4. Edwin A. Juckett, Staff Morale, National Association of Secondary School Principals, Vol. 34, No. 174, Washington: National Education Association, December 1950, pp. 155-166.

2. An established salary schedule.
3. A democratic spirit on the part of supervisors.
4. Provision for sick leave.
5. Faculty participation in the management of school affairs.
6. Positive action by administrators and supervisors.
7. Rules and regulations that are in written form prevent confusion and create morale.
8. Provision for tenure.
9. Elimination of useless red tape and archaic rules.
10. Conditions extraneous to the actual school situation; such as home, community, club affiliations of teachers.
11. School policy making through faculty action.
12. Faculty committee work to solve school problems.
13. Equal work schedules.
14. The induction of the right type of teacher to the faculty.
15. Frequent faculty meetings (only if necessary).⁵

The foregoing summaries of studies dealing with morale reveal that many elements are essential to high teacher morale. The importance of certain factors such as belongingness, status, participation, and security in the development and maintenance of high morale will be considered in the pages that follow. An attempt will be made to show how the above named factors can be developed through proper pre-service training, teacher selection and assignment, teachers' salaries, and the like.

5. Ibid., pp. 160-166.

TEACHER PREPARATION

Building teacher morale should start in the pre-service training program. Experiences in college should make more attractive the incentives which prompted the individual to enter teacher training. These experiences should also strengthen the student's determination to be a teacher as he progresses toward certification.

The teacher trainee should be thoroughly informed on sound educational theories and practices. He should be given opportunities to obtain a working knowledge of child development and behavior through actual observation of children at school, at home, at work, at play, on the streets, and even in the movies. He should also be given the opportunity to see how good schools aid child growth and development and promote learning. This type of training will give the trainee confidence in his ability and increase his feeling of security.

SELECTION AND EMPLOYMENT OF TEACHERS

Teacher morale can be stimulated and promoted by use of good procedures in teacher selection and employment. The candidate should be interviewed at the school if possible so he can preview the conditions under which he may work. He should be given a knowledge of arrangements for teacher comfort and convenience, facilities at his disposal, the community and living conditions, and the working relationships of the staff.

The candidate should be told the procedure used in selecting teachers and he should be informed if other applicants are being considered for the same position. Full details of the job should be presented so that it will not be oversold. If a decision is not reached while the candidate is present, he should be notified as soon thereafter as possible. When a candidate is selected, there should be complete understanding of what is expected of him before the final agreement is concluded.

If the school uses teacher application forms, they should contain points of important school policy as well as a statement of the characteristics the school system desires in its teachers. Application forms such as those used by the Villa Grove and Mt. Vernon schools are morale builders in themselves. They list qualities desired in a teacher with regard to relationships (1) to children; (2) to faculty groups; (3) to the administration; and (4) to parents and community. Any applicant who signs a contract that is specific on these matters feels that he is accepted for membership in a select group. Satisfying need of status is an important element of morale.

TEACHER ASSIGNMENT

If the new staff member knows his training, interests, and experiences are considered in giving him his initial assignment, his confidence will be strengthened because he will feel that his superiors are trying to place him most advantageously for himself as well as for the school system.

The new teacher should have a list of the students he will be working with as well as access to their permanent record files, a list of textbooks he will use, and a list of available materials, supplies, and equipment.

Teacher assignment should be a democratic process in which, insofar as possible, the entire staff participates. If assignments are so made, teachers tend to cooperate better, and to accept more responsibility for the success of one another. If teachers participate in making the assignment of staff members, their feelings of belongingness and security are enhanced.

STAFF ORIENTATION

Proper induction or orientation of the new teacher can give him both a sense of security, because he will know what is expected of him, and also a sense of belonging, because of friendly staff and community actions toward him.

Orientation should start immediately after a new teacher has been employed. He should be presented with copies of student and teacher handbooks and should be forwarded copies of pertinent administrative bulletins issued before he takes up his new duties.

In the case of Mary Martin, a teacher in Lincoln High School of Manitowoc, Wisconsin, her orientation was somewhat as follows:

1. A welcoming letter was received from the Manitowoc Education Association listing names of the teachers who would meet her on her arrival.
2. A list of available rooms and apartments was received.
3. A welcoming letter from the principal was accompanied by student and teacher handbooks outlining rules and standards for life at Lincoln High.
4. A welcoming breakfast was held for all new teachers, corsages were presented, and other faculty members were introduced.
5. Several dinners were held later and teachers were conducted on a get-acquainted tour through the town.
6. A representative of the Welcome Wagon, a local civic organization, visited the new teachers and presented gifts from local merchants.¹

According to George R. Board there are several similar programs in effect throughout the country with those of Tulsa, Long Beach,

1. Mary Martin, Orientation: A Fine Welcome, Journal of National Education Association, Vol. 41, November 1952, p. 471.

and Corpus Christi being worthy of special mention.² The program of the Portland, Oregon, schools which have pioneered in this field seeks to meet the following needs:

1. To be adequately housed in an area as readily accessible as possible to the school in which they teach.
2. To feel they are working in a friendly atmosphere with teachers and administrators and a lay public that "includes them in" and respects them as individuals.
3. To become familiar with the community and its environs--the social, cultural, and recreational opportunities of the environment.
4. To become acquainted with their co-workers, from the teachers within their building to the members of the board of education--and to understand the operating relationships within the organization. It seems especially important that they meet other teachers who, like themselves, are new to the system and have similar problems.
5. To know the philosophy and practices of the system so they may be aware of what is expected of them.
6. To understand how and from whom they can obtain help in improving their teaching--with respect to methods and teaching aids and supplies.
7. To be familiar with professional organizations, certification standards, in-service training requirements, health service plans, and even the teachers' credit union.³

Hazel Prahm suggests that an experienced teacher be assigned as a teacher-sponsor for each new teacher. This sponsor serves as a source of information when the new teacher has any question regarding routine matters.⁴

2. George R. Board, Orienting New Teachers, National Association of Secondary School Principals, Vol. 34, No. 174, Washington: National Education Association, December 1950, pp. 67-72.
3. George W. Ebey, How Portland Greeted Its New Teachers, The Nation's Schools, Vol. 42, December 1948, pp. 28-29.
4. Hazel Prahm, Induction Day, Journal of National Education Association, Vol. 41, May 1952, p. 286.

Such a sponsor could also serve as a counselor and a friend to whom the new teacher can go for sympathetic understanding and guidance.

IN-SERVICE TRAINING

Confidence of new and experienced teachers may be developed by participation in good in-service training programs. The purpose of in-service training is to seek out the problems of teachers and discover what practices will enable them to better meet learning situations. The tendency to work first on those problems that are of most concern to the teacher is of utmost importance in securing voluntary teacher participation. In-service programs become factors for building morale to the degree that teachers feel they are benefited by the program.

The use of improved methods in reaching group decisions tends to involve all in deciding, planning, and evaluating the educational program. Use of group methods has changed the traditional concept of administrative authority and resulted in higher morale because of the opportunity for teacher participation.

According to Koopman, the principal is now sharing some of his authority and becoming an actual supervisor:

"The role of the principal as an agent in promoting teacher on-the-job learning is being clarified. More and more school systems realize that the unprofessionalized principal is a detriment to his teachers. By contrast, a professional principal, cast in the role of a helping teacher, is considered the key person in many school systems. It becomes his task to unify the faculty; help parents, teachers, and children to set up good cooperative machinery; expedite liaison activities with the central officer of the school system; plan specific learning experiences for teachers; and help plan faculty meetings. He thus becomes a creative force for school improvement."¹

In-service training is an important factor in building and

1. G. Robert Koopman, Emerging Trends in In-Service Education, Educational Trend, Issue No. 152, Washington: Arthur C. Croft Publications, 1952, p. 2.

maintaining morale for it can promote academic growth and give the teacher more confidence in his ability to do his work; it can provide for growth in cooperative skills and group dynamics; and it can contribute to the rounding out of the individual as a social being.

The importance of in-service programs in the eyes of boards of education is indicated by the fact that many school systems provide salary bonuses for teachers who participate in the in-service program.

In a study conducted to determine teacher choices as to methods of setting up in-service programs the following were found to be most desirable in the opinion of teachers responding:

1. Having teachers organize themselves into committees to study problems.
2. Having teachers, rather than the principal or department heads, plan faculty meetings.
3. Providing an adequate professional library in a room used exclusively for teachers and fitted as a comfortable, home-like, browsing room.
4. Having teacher panels discuss recent articles in periodical literature.
5. Giving special financial awards for participation in cooperative attacks upon school problems.
6. Encouraging an evaluation of the school by the use of such devices as the application of the criteria of the Cooperative Study of Secondary School Standards.
7. Organizing a well-planned, cooperative attack on problems of curriculum development.
8. Holding forums where teachers, pupils, parents, and board members could discuss their common problems.
9. Attending summer school, more particularly summer workshops.
10. Visiting other teachers.²

2. Lelia Ann Taggart and Mary C. Evans, A Look at Our Best, Leadership Through Supervision, 1946 Yearbook of Association for Supervision and Curriculum Development, Washington: National Education Association, 1946, p. 87.

In-service programs should be set up in accordance with what has been found to be good practices in the field. Barr, Burton, and Brueckner suggest the following set of principles as guide posts for those responsible for developing in-service programs:

1. In-service education should encourage democratic cooperation of members of the teaching staff in the solution of problems.
2. In-service education should provide ever-increasing opportunities for teachers to develop the ability to assume responsibility for leadership in staff activities.
3. Administration and organization should exist primarily for the purpose of coordination and record.
4. Leadership should be a function, not a person, and should pass from person to person as such individuals have a creative contribution to make.
5. Participation in and understanding of school management should be guaranteed to all in proportion to their willingness to accept responsibility.
6. The administrator should be encouraged to conceive of his function as a co-worker and guide in the educative process.
7. Cooperative planning should be encouraged; cooperative action should be the result; and cooperative evaluation and study should ensue.
8. Sharing the responsibilities of planning the work of the school should result from a philosophy of cooperative participation.
9. It should encourage teachers to share with each other and with pupils and parents the responsibility of planning the work of the school, evaluating progress, and introducing changes in procedure.
10. It should encourage teachers, pupils, and parents to participate actively in curriculum planning.
11. It should guarantee that major decisions as to basic principles, objectives, scope, and organization should be made cooperatively.
12. It should encourage each member of the staff to will for every member of the staff that member's highest good and give freely of his own services to help secure the highest good.

13. It should guarantee that each member's wishes shall be given relative value by the group and that such wishes shall not be put aside.
14. It should develop group morale where everyone knows that his ideas are respected, where each member knows that his ideas must stand the test of group consideration.
15. It should encourage every member of the staff to be group conscious and to think of himself as an agent of the group.³

While these principles stress many of the elements generally accepted as basic to high morale in a school system, there is some doubt as to the validity of some of them. For example many authorities question limiting administration principally to coordination and record as set forth in No. 3 above. It is also doubtful that No. 13 above can be carried out in full for certainly not every member of a professional staff can always have all his wishes satisfied.

3. Arvil S. Barr, William H. Burton, and Leo J. Brueckner, Supervision, New York: D. Appleton-Century Company, Inc., 1947, pp. 611-612.

STAFF SECURITY

Security on the job is a basic requirement for high morale among staff members. In most states today teachers are protected by some type of tenure law. The purpose of tenure laws is not to protect teachers indiscriminately but to provide security for the efficient teacher. Reasons for tenure as set forth by the National Education Association Committee on Tenure are:

1. To protect classroom teachers and other members of the teaching profession against unjust dismissal of any kind--political, religious, or personal.
2. To prevent the management or domination of schools by political or noneducational groups for improper or selfish purposes.
3. To secure, for the teacher, employment conditions which will encourage him to grow in the full practice of his profession, unharried by constant pressure and fear.
4. To encourage competent, independent thinkers to enter and to remain in the teaching profession.
5. To encourage school management, which might have to sacrifice the welfare of the schools to fear and favor, to devote itself to the cause of education.
6. To set up honest, definite procedures by which undesirable people may be excluded from the teaching profession.
7. To protect educators in their efforts to promote the financial and educational interests of public school children.
8. To protect teachers in the exercise of their rights and duties of American citizenship.
9. To enable teachers, in spite of reactionary minorities, to prepare children for life in a democracy under changed conditions.¹

Feeling of security will be strengthened if teachers feel that

1. Committee on Tenure, Report of the Committee on Tenure, Washington: National Education Association, 1941, pp. 3-4.

administrators and board members are really concerned about their welfare as persons. Such concern for their welfare can be shown by keeping teachers informed about such provisions as sick leave, disability benefits, and retirement, and how school systems are trying to improve or strengthen such provisions.

Teachers should be informed of the work of such organizations as the National Education Association, Illinois Education Association, Association of Classroom Teachers, and any local groups interested in teacher welfare. The functions and accomplishments of these groups should be explained so teachers are aware of the strong forces working in their behalf. This awareness of organized effort for their benefit will give them a feeling of security.

The value of professional organizations has increased rapidly in recent years because they are constantly rendering ever-better services to the members. They are more and more turning their attention to all phases of education rather than limiting their work to salary gains. The adoption of the Teachers' Code of Ethics in Illinois is an example of attempts to make teaching a profession on the level with medicine and law. As the standards of the teaching profession are raised, pride in the profession and improved morale will result.

If teachers are informed of pending or proposed legislation which may affect the educational field, they can work to protect their interests and thus achieve greater security which in turn will result in higher morale.

WORKING CONDITIONS

Pleasant working conditions are excellent morale builders.

A number of elements basic to pleasant working conditions are:

- (1) students are courteous and show proper respect for teachers,
- (2) administrator shows personal interest and confidence in the ability and integrity of his staff, (3) faculty members display a cooperative spirit in their work, (4) parents have an appreciative and cooperative attitude toward teachers' efforts, (5) teachers are free from disturbing fears and phobias, (6) staff relationships are friendly and loyal, and (7) staff members participate in policy formulation.

McKown says that two basic elements of morale are

- (1) something to be proud of or loyal to, and (2) a feeling of personal responsibility. If the seven principles listed above are practiced, the school program will give teachers the basic elements for high morale as listed by McKown.¹ However, teachers should not blindly ask for student loyalty and staff friendship without demonstrating that they are deserving of them.

Many administrators now realize that new buildings should be planned with the help of the teachers. When teachers help in the planning, the buildings will probably more nearly meet the needs of the community's educational program.

Janitorial service can also be a big factor in pleasant working conditions. No teacher likes to spend part of the day removing dirt and dust, especially since the janitor is probably

1. Harry C. McKown, The Student Council, New York: The McGraw-Hill Company, 1944, p. 44.

drawing a salary equal to or in excess of that of the teacher. Some systems have acquired the services of a woman custodian to remove those elusive spots of dirt which masculine eyes fail to catch.

MATERIALS AND SUPPLIES

Teachers will be able to determine in advance the major part of the supplies they will need for effective teaching. The method they will use to requisition supplies should be explained in faculty meetings. A good system of selecting and distributing supplies should eliminate any feeling of favoritism. Availability of supplies should not be a source of frustration to the teacher but should be an opportunity for the administration to demonstrate faith in teacher judgment.

STAFF SALARIES

Nearly all surveys show that staff salaries greatly influence teacher morale. In the studies reported in this paper, salaries were never ranked lower than fourth as causes for low morale.

Salaries must be adequate to maintain the standard of living expected of teachers in a community. Since a teacher holds a position of some prestige, his salary must be such that he can live on a level commensurate with his position. His take-home-pay should be such that he can live comfortably and set aside enough for a savings account and to meet emergencies without having to supplement his income by taking on additional tasks.

Another factor concerning pay which may be a strong morale factor is how teachers' salaries compare with those of friends in industry, business, and the professions. Unfavorable comparisons may lead to discouragement and dissatisfaction. Teachers should be helped to appreciate such available benefits as sick leaves, retirement, community standing, and vacations. The additional incentive of opportunity to render valuable service to mankind should be an important morale factor.

A third factor to be considered is whether salaries within a district are set up on a fair and equitable basis. The single salary schedule, so favored in 1941-47, has been adopted by many schools. This schedule is based upon the premise of equal pay for equal training and experience. Efforts have been made in many systems to add merit as another consideration for pay increases. In 1947 merit provisions were included in the teachers' salary law for New York State.

To most authorities the law was not practical because it was drawn up by lawmakers who had little knowledge of the problems involved in merit raises.

There has been so much disagreement on how to determine who should be eligible for merit raises that many systems have discarded merit provisions. However, proponents of the merit system ask these questions: (1) If the work of a new teacher can be successfully evaluated at the end of the probationary period, why can't all teachers be as successfully rated for merit raises? (2) If a teacher can be properly rated when a vacancy occurs in administrative or supervisory work, why can't a teacher's work be judged for merit pay promotions? (3) Isn't there anything more important than number of college credits earned and years taught when measuring the teacher's worth to society?

Most authorities agree that merit raises are theoretically good but they fail to agree on the techniques for determining eligibility for pay promotions.

Some systems use what is known as the superior service salary maximums whereby training and experience are the basis for raises through a number of years. All pay increases beyond this point go only to those who render superior service as determined by the administration. Other systems recognize merit by providing larger yearly pay increments for those teachers whose services are adjudged meritorious.

Construction of a salary schedule, with or without merit raises, is a concern of the school board, the administration and the teachers. According to studies made by the Illinois Association of

School Boards, responsibilities for salary schedule making should be allocated as follows: (1) Teachers selected by their own group should form the actual schedule making committee, (2) Administrators should serve as consultants or advisors to both boards and teachers, and (3) School boards should have the power of final approval.¹

The salary schedule serves to keep hiring time each year from degenerating into bargaining between individuals and the board and also gives the teacher a long-time view of his probable earnings in the system thus contributing to his feeling of security.

Teachers should have a working knowledge of the financial affairs of the district. If they know something of the assessed valuation, tax rates, expenditures, and state aid, they will understand more about the ability of the board of education to meet salary demands. There will be much less dissatisfaction over salaries if teachers feel the board is paying salaries as high as its ability will permit. Morale, as affected by salaries, is based upon what teachers feel and believe concerning the financial situation.

1. Orville E. Peterson, Salary Schedules for Teachers, Pamphlet No. 4, Springfield: Illinois Association of School Boards, 1946, Pp. 8-11.

TEACHER LOAD

In most systems in which teacher load is a problem, the question of morale generally hinges not on size of the load but rather on whether it is equitably distributed.

Some of the factors involved in teacher load are: (1) Number of daily preparations, (2) Average size of classes, (3) Study periods per week, (4) Teaching periods per week, (5) Assigned special periods per week, (6) Committee assignments, (7) Available time for lesson preparation per week, (8) Activities after school hours, (9) Reports of all types, (10) Conferences with individual students.

In a survey conducted by the Research Division of NEA 28 per cent of the elementary teachers and 31 per cent of the secondary teachers listed class interruptions as one of the sources of heavy or extreme pressure in their assignments.¹

Dr. Rast says that teacher load can be equalized and working conditions improved by:

1. Provision of clerical help;
2. Provision of specialized services to assist teachers;
3. Employment of a numerically adequate staff to avoid excessive class loads and to make possible released time for curriculum study and other educational tasks;
4. Adherence to the "open-door" policy of administration.²

In some schools the master assignment schedule is used to show each teacher that the load is equally distributed. This master schedule as given to each teacher shows the year's assignment for the entire staff.

1. Research Division, The Teacher Looks at Teacher Load, Research Bulletin No. 17, No. 5, Washington: National Education Association, November 1939, p. 242.

2. Gerhardt E. Rast, The Challenge of Change, Journal of National Education Association, Vol. 31, December 1952, p. 568.

It includes all class assignments, activities, evening meetings, and committee duties.

It is generally agreed that total teacher load should be such as to permit sufficient time for thorough preparation for the teaching job and continued professional growth. It is also agreed that all preparation and professional growth cannot be made in the regular school day.

INTERSTAFF RELATIONS

One of the items ranking high in studies of morale is keeping open lines of communication between staff members. The same idea was expressed by Dr. Rast in his "open-door" policy.¹ Teachers want to feel that they will be received by the administrator in a respectful manner and that their problems will be given consideration regardless of how trivial they may seem to him.

Lines of communication should also be open between teachers and the board of education. In some districts teachers are represented at every board meeting. Often they are invited to attend the meetings to discuss some problem in which they are especially interested.

Teachers want to feel that they belong to and are accepted by the group. Desire to be accepted by the group is a trait which provides a strong drive in all normal individuals and teachers are no exceptions. Social meetings and committee meetings at which refreshments are served contribute to the spirit of friendliness and thus increase the feeling of belongingness.

Teacher morale can be further strengthened if the supervisor will aid teachers with problems which arise from life outside the school. The satisfactory solution of these problems is vital to success in school because no teacher can leave his worries, fears, and anxieties outside the schoolroom door. The solution to many of these problems may be reached by talking them through with a supervisor whom the teachers consider sympathetic and comforting. Wiles lists several rules to guide the supervisor in his work as a teacher counselor:

1. Ibid., p. 568.

1. The supervisor must show no authority but should act only as listener.
2. He should help by raising questions to clear up points which may have been overlooked or which the teacher had not correctly evaluated.
3. These questions should serve to relieve fear and anxiety.
4. Questions should seek basic reasons and thus help the individual to think through his problems.
5. Praise should be given for facts adequately reported.
6. There should be no argument since the interview is to allow the teacher to talk through his problems.
7. The supervisor should never give advice or moral admonition. This only serves to intensify the teacher's feeling of guilt.^c

STAFF PARTICIPATION IN POLICY FORMULATION

Formulation of policy should be a shared responsibility of the staff. Participation in policy formulation serves to increase morale by giving the teacher a feeling of confidence and importance. When a teacher is working under plans he has helped to formulate, he has added incentive for helping the plans succeed. Group-sponsored plans should be implemented by the administrator as diligently as he does his own.

It is the duty of the administrator from time to time to inform the staff of proposed board action affecting the staff and the reasons behind the proposed action. Teachers like to be informed of such proposals as early as possible because they can plan a suitable course of action to get consideration for the teachers' attitude toward the proposal and thus enhance their feeling of security. Board action opposed by the staff should result in a cooperative review of the issue.

In many districts a policy committee composed of administrators, staff members, and interested lay persons serve as an advisory council to the board of education.

STAFF ACHIEVEMENTS AND PROMOTIONS

Teacher achievement can be increased by proper encouragement from members of the staff. High morale causes members to encourage one another and leads them to greater effort and achievement, which in turn raises morale. Encouragement and respect for teacher judgment may lead a teacher into more creative work since with such encouragement and respect, he has no fear of criticism or loss of status.

If opportunities for teacher enhancement through promotion and advancement are present, morale rises. The administration should permit and encourage development of leadership qualities in all staff members so that, should a vacancy occur, promotion may be made from the staff.

SOCIAL LIFE OF STAFF MEMBERS

Teachers desire to lead normal social lives in a community without undue restrictions. The supervisor or principal can do much to help build teacher morale by working with citizens' groups such as lay councils and P.T.A.'s to improve the teacher's prestige in the community. A cooperative study should be made from time to time in the local situation to determine how well teachers' needs are satisfied. Such a survey should seek answers to:

1. Is the teacher load too heavy for normal participation in community affairs?
2. Are teachers encouraged to become valuable, participating members of the community?
3. May they enjoy the kinds of recreation open to other citizens, or are unreasonable restrictions placed on their personal lives?
4. Are they expected to perform too many extracurricular and community services without remuneration?
5. Are decent living quarters available at prices commensurate with their salaries?
6. Do we interpret to fellow townspeople the improvements necessary to secure and hold good teachers, making every effort to establish for the sake of our children and our country's future, such conditions as will make for good teaching?

TEACHER EVALUATION

The administration can hope for improvement in the educational program only as it is evaluated and existing practices improved. In most schools one phase of the overall evaluation program is teacher rating. Teacher rating can either raise or lower morale. This is true because if teachers know they are to be rated, they will strive to do those things which will make them rate high. If the supervisor determines contents of the rating scale, teachers will try to satisfy such requirements even though they do not believe in them. As a result, staff morale suffers. Hence, the trend is toward participation of all persons concerned in development and use of teacher evaluation systems.

If teacher-supervisor relations are such that the teacher comes willingly to the supervisor and seeks assistance for effective teaching, improvement in both method and morale will result.

Some authorities suggest the use of standardized tests to determine teacher efficiency. However, since pupil growth includes many items such as physical, mental, emotional, and social development which achievement tests can not measure, other criteria for evaluating teacher worth must also be used.

APPRAISAL OF MORALE

Since high teacher morale is essential to effective functioning of a staff, it is important that the quality of teacher morale be known. Most authorities feel that morale can be determined by observing the teacher in action and by the general tenor of the school. In some schools an annual survey of morale is made through a questionnaire designed by teachers and administrators. These surveys contain questions which seek to obtain teachers' reactions to factors considered essential to high morale. Examples of items which may be used include:

1. Methods for bringing matters of teacher concern to the administration.
2. Methods of administrative policy making.
3. Grievance machinery.
4. Selection of new teachers.
5. Promotions.
6. Teacher assignment procedures.
7. Teacher voice in the selection of textbooks, teaching methods, and extraclass assignments.
8. Recognition of teacher contributions by the superintendent, principal, and colleagues.
9. Favoritism.
10. Interstaff communication.
11. Supervision.
12. Decision-making by various administrators or administrative groups.
13. Treatment of teacher requests for material.
14. Personal status with all groups which teachers contact.¹

1. American Association of School Administrators, op. cit., pp. 281-282.

A survey of this type was made in Hawaii to determine what the teachers thought of their school system. There were nineteen categories under which teachers were asked to give their opinions regarding existing conditions and policies of their schools. The following chart shows the percentage of favorable replies in each of the nineteen areas surveyed:

Category ²	Favorable replies Approximate per cent
Work Demands	58
Working Conditions	50
Curriculum Materials	48
Pay	32
Benefits	61.5
Friendliness and Cooperation of Fellow Employees	64
Relations with Immediate Supervisor	81.5
Confidence in Administration	67
Confidence in School Board Members	44
Technical Skills of the Immediate Supervisor	73
Effectiveness of School Administration	63
Adequacy of Communication	68
Personal Freedom and Community Relations	72
Security of Job and Work Relations	55
Professional Satisfaction	80
Identification with the School and Its Program	78.5
Provision for Individual Differences	37
Opportunity for Growth and Advancement	60
Reaction to the Inventory	86

The general morale level for the entire survey was approximately 63 per cent.

It is hoped that proper utilization of the facts revealed by this and similar surveys will help the schools to reduce teacher turnover, recruit better personnel, improve communication, and effect financial savings.

2. Arthur H. Rice, Teachers Speak Freely in Opinion Poll, The Nation's Schools, Vol. 51, No. 5, May 1953, pp. 49-51.

MORALE, THE RESPONSIBILITY OF THE ADMINISTRATION

Results of studies of administrative problems have often shown condition of morale to be a factor in causing many of the problems.

In a 1950-51 study of seventy school systems in the New York metropolitan area 1663 outstanding administrative practices and problems found in the schools of the area were listed and classified. It was found that 433 or about 26 per cent could be placed under staff practices and problems. It was further found that building morale is a factor in many of the practices reported, and that low morale creates many of the problems listed. These schools attempted to build morale and improve staff relations through such practices which would:

1. Give recognition to individual or group achievement;
2. Provide for social contact of board, administrative and teacher groups;
3. Dispel insecurity by orientation procedures and in-service growth programs for new and continuing teachers;
4. Invite teacher participation in the formulation of general policies; and
5. Give teachers the feeling of belonging in school and community life.¹

In 1949 the American Association of School Administrators and the National Conference of County and Rural Area Superintendents, working with officials of the Kellogg Foundation, agreed upon plans for a five-year nation-wide project, the Cooperative Program in School Administration, to seek ways of improving pre-service and in-service professional preparation and development of public school executives.

1. Raymond E. Schultz, Keeping Up Teacher Morale, The Nation's Schools, Vol. 50, No. 4, October 1952, pp. 53-56.

One of the problems studied in this program was how to create a productive working climate. According to Davies, head of one of the study groups, to maintain a productive working atmosphere an administrative leader must build and maintain the morale of his teachers, particularly as they try out changes in course structures, curricular programs, and teaching techniques.²

That all who are connected with the school should cooperatively share the responsibility for improving learning conditions is a developing concept in many systems. If the community were constantly alert to its educational needs, opportunities, and responsibilities, and if everyone connected with the program were professionally minded, high morale would be a natural outgrowth of joint efforts in meeting the education needs of the school-community. Since these ideal conditions are not always present, the administration should take the lead in building teacher morale by developing an organized, aggressive, democratic plan for improvement.

Responsibility of the administration for teacher morale is ably expressed by Hansen:

"Morale is not a spiritual intangible which develops by itself but rather an objective result of conditions and reactions. It is controllable and needs to be developed and maintained. The responsibility for high morale belongs to the administration."³

2. Daniel R. Davies, New Ways to Better Administration, Educational Trends, Issue No. 453, Washington: Arthur C. Croft Publications, 1953, pp. 2-4.
3. Basil Hansen, Administrative Aspects of Teacher Morale, School Review, Volume 55, January-December 1947, p. 166.

DEMOCRATIC LEADERSHIP ESSENTIAL TO HIGH MORALE

"When teachers' expectations are fulfilled with regard to the leadership of administrators and supervisors, their morale soars; when their expectations are disappointed, morale takes a nose dive."¹

A research study based on 4,931 returns showed that high morale groups tended to emphasize the importance of good professional leadership; while low morale groups reported interfering supervisors and incompetent administrators as hindrances to effective teaching.²

In a recent survey Chase interviewed 400 teachers in five systems and received questionnaire responses from 1800 more teachers from 43 states. Replies revealed close relationship between teachers' ratings of their superintendents, principals, and supervisors and the extent of their satisfaction with their school system. The proportion of enthusiastic teachers among those giving the highest rating to the superintendent's leadership was nearly seven times as high as those who gave the lowest rating to his leadership. The percentage of dissatisfied teachers among those giving the superintendent a top leadership rating was less than one-half of one per cent; but the percentage of dissatisfaction arose to above 26 per cent among those considering his leadership poor.³

The extent to which teachers assume leadership and develop morale is determined by the quality of leadership exercised by the administration. In a school system in which leadership is good,

1. Francis P. Chase, Professional Leadership and Teacher Morale, Administrator's Notebook, Vol. I, No. 8, Chicago: Midwest Administration Center, March 1953, p. 1.
2. The Teacher Looks at Personnel Administration, Research Bulletin, Vol. XXIII, No. 4, Washington: National Education Association, 1945, pp. 129-137.
3. Francis P. Chase, op. cit., pp. 1-2.

teachers develop courage and persistence to face the problems involved in their positions.

All this indicates that proper interstaff relations may be developed simultaneously with democratic group action through democratic leadership.

Democratic leadership recognizes the following:

(1) the worth of the individual as a person, (2) the common good as the social aim of the group, (3) freedom of all to participate by contributing to a common cause, (4) the utilization of the method of group discussion, deliberation, and group decision, and (5) the worth of individual achievement.

These principles which are practiced under democratic leadership are also those which develop the feelings of status, belongingness, participation, and security. Therefore, high morale is maintained and developed through democratic leadership.

This idea is advanced by Yauch:

"Morale which is a real integrating force for promoting group solidarity, is the result of democratic leadership."⁴

4. Wilbur A. Yauch, op. cit., p. 126.

IN CONCLUSION

Morale is not an end in itself but a natural outgrowth of all factors which contribute to the development of an adequate and satisfying environment for one's work. It is a result of growth and is in itself a stimulus for growth.

High morale is possible only as teachers feel that they are accepted as a vital and necessary part of the staff. They need to feel that their contributions are essential to the proper functioning of the school program. This feeling of belongingness may be developed through proper orientation of new teachers; through the use of group methods in reaching decisions; and through a respectful and appreciative attitude on the part of the administrator toward each staff member.

High morale depends upon how strongly teachers feel that the program of the school belongs to them. They need to feel that it is their program, developed by them through cooperative group effort. This knowledge, that they participate actively in policy formulation, gives them a sense of pride in their school program and a feeling of responsibility for its successful operation.

Teachers develop a sense of pride in their work when they are encouraged by fellow staff members and supervisors. Their abilities and efforts must be recognized and due credit must be given for their achievements. Teachers want to feel that there is an appreciative and cooperative attitude on the part of both administrators and patrons toward teacher efforts. They desire to work in situations in which achievement is recognized and rewarded by advancement or promotion and by prestige in the community.

Morale can be further strengthened by giving the teacher a feeling of security. Security involves such factors as adequate salary, equitable teacher load, proper assignment, and adequate provisions for teacher welfare. Teachers also need to feel that their own problems are vital to the administration and that every effort will be made to obtain a satisfactory solution for them.

If administrators accept their responsibility for teacher morale by providing democratic leadership, then the emotional elements essential to high morale such as belongingness, participation, status, and security will follow.

RECOMMENDATIONS

In view of the information secured from the study of teacher morale, the following recommendations are suggested as guide posts for developing and maintaining high morale among staff members:

Administrators should make a careful study of administrative practices to make sure that they are not only advocating democratic leadership, but actually practicing it.

The greatest problem in building better morale is the lack of knowledge as to where and what morale problems are. It is recommended that a system of measurement for morale be set up so proper remedial action can be taken.

Administrators must recognize the feelings and worth of the teacher as an individual since the teacher himself is the principal determinant in the worth and effectiveness of the educational program.

Teachers must be given opportunity to think through the main purposes of their programs; they must be given wide latitude in executing their plans; and they must be given due recognition for their efforts.

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