



1963

A Study of the Lay Teacher in the Catholic Elementary Schools of the Galveston-Houston Diocese with the Development of a Handbook of Policies

Mary Teresita Partin
Loyola University Chicago

Recommended Citation

Partin, Mary Teresita, "A Study of the Lay Teacher in the Catholic Elementary Schools of the Galveston-Houston Diocese with the Development of a Handbook of Policies" (1963). *Dissertations*. Paper 709.
http://ecommons.luc.edu/luc_diss/709

This Dissertation is brought to you for free and open access by the Theses and Dissertations at Loyola eCommons. It has been accepted for inclusion in Dissertations by an authorized administrator of Loyola eCommons. For more information, please contact ecommons@luc.edu.



This work is licensed under a [Creative Commons Attribution-Noncommercial-No Derivative Works 3.0 License](https://creativecommons.org/licenses/by-nc-nd/3.0/).
Copyright © 1963 Mary Teresita Partin

A STUDY OF THE LAY TEACHER IN THE CATHOLIC ELEMENTARY SCHOOLS
OF THE GALVESTON-HOUSTON DIOCESE WITH THE DEVELOPMENT
OF A HANDBOOK OF POLICIES

by

Sister Mary Teresita Partin, V.I.

A Dissertation Submitted to the Faculty of the Graduate School
of Loyola University in Partial Fulfillment of
the Requirements for the Degree of
Doctor of Education

May

1963

LIFE

Sister Mary Teresita Partin, V.I., was born in Houston, Texas, October 28, 1919.

She was graduated from Incarnate Word Academy, Houston, Texas, May, 1937, and from St. Joseph's School of Nursing, Houston, Texas, September, 1940. She entered the Novitiate of the Sisters of the Incarnate Word and Blessed Sacrament, Bellaire, Texas, September 8, 1940.

From 1943 to 1946 the author taught first grade at St. Vincent de Paul School, Houston, Texas, and from 1946 to 1956 she taught first grade at St. Theresa School, Houston, Texas. During these years she attended the University of Houston and was graduated with a Bachelor of Science degree June, 1951, and a Master of Education degree June, 1956. The summers of 1955 and 1957, she attended The Catholic University of America, Washington, D.C., for graduate courses. She taught education courses at the University of St. Thomas, Houston, Texas, the summers of 1952, 1954, and 1956.

From September, 1956, to June, 1958, she served as Diocesan Supervisor for the Galveston-Houston Diocese. She began work for a Doctor of Education degree at Loyola University, September, 1959, and was in residence until August, 1960.

Except for the time spent in residence at Loyola University, she has held the position of President of Our Lady of Perpetual Help Junior College, Bellaire, Texas, since January 1958.

PREFACE

Association with the Catholic elementary school lay teachers of the Galveston-Houston Diocese in a supervisory capacity first enkindled an ardent desire in the author to see some form of organized policies developed for these co-workers. The opportunity to pursue a research study stirred the embers of desire into a flame of action. The results of the study on the status of lay teachers have been synthesized into a Handbook of Policies. It is hoped that this initial attempt to formulate definite policies for our lay teachers will help to give them the security they desire in their positions in the Catholic schools, and that greater benefits will accrue in the years to follow.

The writer takes this opportunity to acknowledge her gratitude to all those who made this study possible. Her sincere gratitude goes to her superiors and to her religious community, Sisters of the Incarnate Word and Blessed Sacrament; to His Excellency, Most Rev. W.J. Nold and Rev. Francis H. Conner, Superintendent of Schools, for their approval and encouragement; to the superintendents, pastors, principals and lay teachers who so generously answered questionnaires; to Dr. Samuel T. Mayo and the members of the Department of Education at Loyola University who so patiently guided and directed the study.

TABLE OF CONTENTS

| | Page |
|--|------|
| PREFACE | iv |
| LIST OF TABLES | viii |
| LIST OF FIGURES | xii |
| Chapter | |
| I. INTRODUCTION | 1 |
| A. The problem | 1 |
| B. Importance of the study | 2 |
| C. Definition of terms | 5 |
| D. Review of related literature | 6 |
| II. PROCEDURES | 16 |
| A. Scope of the present study | 23 |
| B. Sources of data | 25 |
| III. HISTORICAL BACKGROUND | 27 |
| IV. THE STATUS OF THE LAY TEACHER IN THE CATHOLIC ELEMENTARY SCHOOLS OF THE GALVESTON-HOUSTON DIOCESE | 41 |
| A. General information | 49 |
| B. Educational background | 51 |
| C. Work load | 65 |
| D. Conditions of service | 72 |
| E. Attitudes and opinions | 82 |
| F. Summary | 89 |
| V. CURRENT LAY TEACHER POLICIES IN THE GALVESTON-HOUSTON DIOCESE | 92 |
| VI. CURRENT LAY TEACHER POLICIES IN SELECTED DIOCESES | 108 |

| Chapter | Page |
|--|------------|
| VII. STATE AND LOCAL SCHOOL POLICIES AND REQUIREMENTS | 125 |
| A. Public education in the United States | 125 |
| B. Church-state relationships | 127 |
| C. State and local school policies | 130 |
| D. Summary | 149 |
| VIII. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS | 154 |
| A. Summary | 154 |
| B. Conclusions | 155 |
| C. Recommendations | 157 |
| BIBLIOGRAPHY | 161 |
| APPENDICES | |
| I. LAY TEACHER LETTER OF EXPLANATION AND QUESTIONNAIRE | 169 |
| II. PRINCIPALS' QUESTIONNAIRE | 176 |
| III. SUPERINTENDENTS' LETTER AND QUESTIONNAIRE | 179 |
| IV. LETTERS AND INTERVIEW FORM USED FOR EVALUATION OF HANDBOOK | 184 |
| V. COMMENTS AND SUGGESTIONS FOR CHANGES IN HANDBOOK RECEIVED FROM PASTORS, PRINCIPALS, AND LAY TEACHERS | 189 |
| VI. HANDBOOK FOR LAY TEACHERS | 192 |

LIST OF TABLES

| Table | Page |
|---|-------------|
| I. NUMBER OF ELEMENTARY SCHOOLS AND TEACHERS IN THE GALVESTON- HOUSTON DIOCESE AND NUMBER OF LAY TEACHER QUESTIONNAIRES RETURNED | 42 |
| II. ENROLLMENTS OF SCHOOLS INCLUDED IN STUDY | 50 |
| III. MARITAL STATUS OF LAY TEACHERS PARTICIPATING IN STUDY | 51 |
| IV. NUMBER AND PERCENTAGE OF LAY TEACHERS IN VARIOUS AGE GROUPS | 52 |
| V. NUMBER AND PERCENTAGE OF LAY TEACHERS ACCORDING TO HIGHEST LEVEL OF EDUCATION | 54 |
| VI. NUMBER AND PERCENTAGE OF LAY TEACHERS HOLDING ACADEMIC DEGREES. | 56 |
| VII. MAJOR FIELDS OF STUDY OF LAY TEACHERS | 57 |
| VIII. NUMBER AND PERCENTAGE OF LAY TEACHERS HOLDING TEACHERS' CERTIFICATES. | 59 |
| IX. NUMBER AND PERCENTAGE OF LAY TEACHERS HAVING VARIOUS AMOUNTS OF TEACHING EXPERIENCE | 61 |
| X. NUMBER AND PERCENTAGE OF LAY TEACHERS HAVING EXPERIENCE AT VARIOUS GRADE LEVELS. | 62 |
| XI. IN-SERVICE TRAINING OF LAY TEACHERS | 64 |
| XII. NUMBER AND PERCENTAGE OF PUPILS IN CLASSES TAUGHT BY LAY TEACHERS | 66 |
| XIII. HOURS SPENT AT SCHOOL EACH DAY BY LAY TEACHER RESPONDENTS | 68 |

| Table | Page |
|---|------|
| XIV. NUMBER AND PERCENTAGE OF LAY TEACHERS REPORTING RESPONSIBILITY FOR EXTRA-CURRICULAR ACTIVITIES | 69 |
| XV. NUMBER AND PERCENTAGE OF LAY TEACHERS WHO TEACH RELIGION | 71 |
| XVI. NUMBER AND PERCENTAGE OF LAY TEACHERS RECEIVING VARIOUS SALARIES | 73 |
| XVII. NUMBER AND PERCENTAGE OF LAY TEACHERS RECEIVING REGULAR SALARY INCREASE | 74 |
| XVIII. NUMBER AND PERCENTAGE OF LAY TEACHERS REPORTING A UNIFORM SALARY SCALE | 75 |
| XIX. ATTITUDES OF LAY TEACHERS TOWARD SALARIES. | 76 |
| XX. NUMBER AND PERCENTAGE OF LAY TEACHERS HAVING A WRITTEN CONTRACT. | 77 |
| XXI. NUMBER AND PERCENTAGE OF LAY TEACHERS REPORTING DEDUCTIONS IN PAY FOR ABSENCE DUE TO ILLNESS, DEATH IN FAMILY, OR ATTENDANCE AT MEETINGS | 78 |
| XXII. NUMBER AND PERCENTAGE OF LAY TEACHERS CLASSIFIED AS TO THE NUMBER OF YEARS THEY HAVE BEEN LOCATED IN THEIR PRESENT TEACHING POSITION | 79 |
| XXIII. NUMBER AND PERCENTAGE OF LAY TEACHERS RECEIVING BENEFITS | 80 |
| XXIV. VARIOUS BENEFITS RECEIVED BY LAY TEACHER RESPONDENTS | 81 |
| XXV. NUMBER AND PERCENTAGE OF LAY TEACHERS HAVING SUMMER AND OTHER EMPLOYMENT | 82 |
| XXVI. NUMBER AND PERCENTAGE OF LAY TEACHERS WHO THINK THAT THE TEACHING PROFESSION AFFORDS PERSONAL COMPENSATIONS WHICH ARE NOT FINANCIAL. | 83 |
| XXVII. NUMBER AND PERCENTAGE OF LAY TEACHERS WHO THINK TEACHING IN A CATHOLIC SCHOOL AFFORDS MORE SATISFACTORY COMPENSATIONS THAN TEACHING IN A PUBLIC SCHOOL | 84 |

Table

Page

XXVIII. NUMBER AND PERCENTAGE OF REASONS GIVEN WHY MORE CATHOLIC TEACHERS DO NOT TEACH IN CATHOLIC SCHOOLS 85

XXIX. NUMBER AND PERCENTAGE OF LAY TEACHERS WHO FEEL THAT A SPIRIT OF HARMONY EXISTS BETWEEN THE RELIGIOUS AND LAY TEACHERS 86

XXX. NUMBER AND PERCENTAGE OF LAY TEACHERS WHO FEEL ADMINISTRATIVE OFFICERS OF THEIR SCHOOL TREAT LAY TEACHERS ON AN EQUAL BASIS WITH RELIGIOUS. 87

XXXI. NUMBER AND PERCENTAGE OF LAY TEACHERS WHO FEEL THEY HAVE EQUAL RIGHTS AND PRIVILEGES WITH RELIGIOUS IN MATTERS PURELY SCHOLASTIC 88

XXXII. NUMBER AND PERCENTAGE OF LAY TEACHERS WHO FEEL THERE SHOULD BE SOME LAY TEACHERS ON THE FACULTIES OF CATHOLIC SCHOOLS 89

XXXIII. PERSONS RESPONSIBLE FOR HIRING LAY TEACHERS 93

XXXIV. NUMBER AND PER CENT OF 70 PRINCIPALS REPORTING BENEFITS FOR LAY TEACHERS. 97

XXXV. PERSONS REPORTED RESPONSIBLE FOR OBTAINING SUBSTITUTE TEACHERS. 100

XXXVI. SALARIES OF SUBSTITUTE TEACHERS AS REPORTED BY 70 PRINCIPALS. 101

XXXVII. NUMBER AND PERCENTAGE OF LAY TEACHERS EMPLOYED IN ELEMENTARY SCHOOLS OF SELECTED DIOCESES 110

XXXVIII. HOURS OF INSTRUCTION REQUIRED DAILY OF LAY TEACHERS AS REPORTED BY SELECTED DIOCESES. 116

XXXIX. NUMBER OF DIOCESES REPORTING RELIGION CLASSES TAUGHT BY LAY TEACHERS 118

XL. PERSONS REPORTED RESPONSIBLE FOR OBTAINING SUBSTITUTE TEACHERS IN SELECTED DIOCESES 119

XLI. PERSONS REPORTED RESPONSIBLE FOR PAYING SUBSTITUTE TEACHERS IN SELECTED DIOCESES 120

Table

Page

| | | |
|--------|--|-----|
| XLII. | TEACHER QUALIFICATIONS REQUIRED BY 6 PUBLIC SCHOOL DISTRICTS IN THE STATE OF TEXAS 1960-61 | 135 |
| XLIII. | TENURE POLICIES REPORTED BY 6 PUBLIC SCHOOL DISTRICTS IN THE STATE OF TEXAS 1960-61 | 138 |
| XLIV. | SALARY SCHEDULE FOR CLASSROOM TEACHERS IN 6 PUBLIC SCHOOL DISTRICTS IN TEXAS FOR 1960-61 | 142 |
| XLV. | TEACHER BENEFITS REPORTED BY 6 LOCAL DISTRICTS IN THE STATE OF TEXAS 1960-61 | 149 |

LIST OF FIGURES

| Figure | Page |
|--|------|
| 1. SELECTED DIOCESES AND ARCHDIOCESES | 20 |
| 2. LOCATION AND NUMBER OF CATHOLIC ELEMENTARY SCHOOLS IN THE GALVESTON-HOUSTON DIOCESE 1960 | 24 |
| 3. TOTAL AND CATHOLIC POPULATION IN THE GALVESTON-HOUSTON DIOCESE FOR 1950, 1955, AND 1960 | 29 |
| 4. CATHOLIC ELEMENTARY SCHOOL ENROLLMENT FOR THE GALVESTON- HOUSTON DIOCESE FOR 1950, 1955, AND 1960 | 31 |
| 5. CATHOLIC ELEMENTARY SCHOOL ENROLLMENT FOR THE GALVESTON- HOUSTON DIOCESE FROM SEPTEMBER 1956 TO SEPTEMBER 1960 | 32 |
| 6. NUMBER OF RELIGIOUS TEACHERS AND NUMBER AND PERCENTAGE OF LAY TEACHERS IN THE CATHOLIC ELEMENTARY SCHOOLS OF THE GALVESTON- HOUSTON DIOCESE FOR 1950, 1955, AND 1960 | 34 |
| 7. NUMBER OF RELIGIOUS TEACHERS AND NUMBER AND PERCENTAGE OF LAY TEACHERS IN THE CATHOLIC ELEMENTARY SCHOOLS OF THE GALVESTON- HOUSTON DIOCESE FROM SEPTEMBER 1956 TO SEPTEMBER 1960 | 35 |
| 8. DIOCESAN AND NATIONAL LAY TEACHER TO RELIGIOUS RATIO FOR 1950, 1955, 1956, 1958, 1959, AND 1960 | 37 |
| 9. DIOCESAN AND NATIONAL STUDENT TO TEACHER RATIOS FOR 1950, 1955, 1956, 1958, 1959, AND 1960 | 38 |
| 10. TEXAS STATE MINIMUM BASE PAY SCHEDULE FOR BEGINNING CLASSROOM TEACHERS, 1960-61. | 140 |
| 11. MAXIMUM AND MINIMUM MONTHLY SALARIES ON A 9 MONTHS BASIS FOR TEACHERS HOLDING A BACHELOR'S DEGREE REPORTED BY 6 PUBLIC SCHOOL DISTRICTS IN TEXAS FOR 1960-61 | 143 |
| 12. MAXIMUM AND MINIMUM MONTHLY SALARIES ON A 9 MONTHS BASIS FOR TEACHERS HOLDING A MASTER'S DEGREE REPORTED BY 6 PUBLIC SCHOOL DISTRICTS IN TEXAS FOR 1960-61 | 145 |

CHAPTER I

INTRODUCTION

THE PROBLEM

It's high time the Catholic people, the parents, the priests, and all other members of a parish sat down together and learned the facts of the parochial school situation, the size of the classes and the increasing enrollment, the availability of Sister teachers now and as it looks for the future, lay-teacher needs and salaries. They must realize that we cannot continue with classes too crowded for good teaching. They must know that the present lay-teacher salary situation, the lack of tenure and sick leave, can only be temporary.¹

These words are a direct quotation of a Catholic elementary school lay teacher, and they express the reason for this study's being made. With the rapid increase in Catholic school enrollment after World War II, religious communities were no longer able to supply religious teachers in numbers sufficient to meet the demands. As a solution to the teacher shortage problem, the laity were called on to help staff the schools. At first, they were looked on and considered just temporary "fill-ins" to be tolerated until religious teachers would be available. Time and research have proved this to be a false notion. If Catholic schools are going to continue, it is evident that lay teachers will not only have to remain a permanent part of the system, but that their numbers will have to continue to increase.

¹Harry W. Flannery, "Jane Doe, Lay Teacher," Ave Maria, IXCI (April 23, 1960), 12.

This tremendous influx of lay teachers into the Catholic school system has created problems that must be solved by Catholic school administrators. Not only must lay teachers be accorded full professional recognition, but definite policies must be developed concerning working conditions and financial compensations.

In attempting to develop policies and programs to meet the needs of lay teachers in Catholic schools, evaluation of existing conditions is necessary. While national figures are important, conditions vary drastically in different regions of the country. Since local administration of the Catholic schools is delegated to diocesan authorities, it is necessary that each of these areas be studied and their individual needs determined. The purpose of this study was therefore: (1) to determine the status of the lay teacher in the Catholic elementary schools of the Galveston-Houston Diocese and (2) to develop definite policies in the form of a handbook. To accomplish these purposes the study included: (1) an analysis of the present status of lay teachers in the diocese, (2) a study of current policies in other selected dioceses, (3) a study of local and state requirements and benefits for public school teachers, and (4) the development of a handbook of policies for lay teachers in the Galveston-Houston Diocese.

IMPORTANCE OF THE STUDY

Various surveys and research studies have been conducted throughout the United States in an attempt to determine and plan for the needs of the Catholic school system. Since the number of lay teachers employed in the system has increased so much in recent years, attention has been focused on their status both nationally and locally. Sister Rose Matthew, I.H.M., made an extensive

study entitled, "Sister Teachers in the United States: A Study of Their Status and Projected Role."² The findings of this study have provided enlightening statistics on the predicted growth in pupil population and teacher supply in the Catholic schools throughout the United States. There are marked differences in the percentage increases in the various regions studied; however, Sister reports that: "Lay teacher increases for elementary schools, . . . far out-distance Sister teachers in rate of increase by regions."³

An article by Reverend O'Neil C. D'Amour published in the Catholic Management Journal reports that:

In the elementary schools in 1945, there were 56,740 religious and 3,007 lay teachers; in 1959, there were 77,172 religious and 25,450 lay teachers. . . . The present ratio in the elementary and secondary schools is one lay teacher to every three religious. It is believed that within the present decade this ratio will become one lay teacher for every two religious and that in the 1970's the situation will be reversed and there will be one religious to every two lay teachers.⁴

It is evident from these facts and figures that the role of the laity in Catholic education is important at the present time, and that it is destined to become increasingly more so in the future.

Such an increase in lay faculty members has confronted Catholic administrators with new problems. While the increase in numbers has helped and can help solve the teacher shortage problem in the Catholic schools, if lay teachers

²Sister Rose Matthew, I.H.M., "Sister Teachers in the United States: A Study of Their Status and Projected Role," Unpublished Doctoral Dissertation (Fordham University, New York, 1957).

³Sister Ritamary, C.H.M., ed. Planning For the Formation of Sisters, (New York, 1957), p. 121.

⁴Rev. O'Neil C. D'Amour, "Status of Catholic Education - 1960," Catholic Management Journal, III (September 1960), 4.

are to become a definite and permanent part of the teaching apostolate, Catholic administrators must provide for these co-workers. They must see that the lay faculty members are thoroughly integrated into the educational system, that they are given sound professional status, and that they are provided with economic security.

This present study was an attempt to formulate a plan of action in the Galveston-Houston Diocese. Its aims were to determine existing conditions in regard to lay teachers and to contribute to the development of acceptable policies and regulations. Previous to this time, no formal study had been made of the status of the lay teachers in the Catholic elementary schools of the diocese. Reverend Francis H. Conner expressed his approval of the study in the following words:

Such a study would be quite a help in the educational field, and of real value to our school system. It has been a difficult point to make, but the time has come when the clergy, Sisters, and parents have to recognize the place of the lay teacher. Such a study . . . would do much to determine standards and guides for lay teachers in the Diocesan School System as well as for the Pastors and Sister Principals to follow. Many principals have asked for definite standards for the lay teachers, and many Pastors have directly or indirectly expressed the same desire.

.....
I feel certain that a study such as proposed . . . would bring to light much valuable information that will be of direct help to ourselves and perhaps to many more.⁵

This opinion along with other expressions of encouragement offered the inspiration to proceed with the study.

⁵Information in a letter to Most Reverend W.J. Nold, S.T.D., from Reverend Francis H. Conner, Superintendent of Schools, Diocese of Galveston-Houston, July 6, 1960.

Archdiocese. In the Catholic Church, dioceses, apart from few exceptions, are grouped into ecclesiastical provinces. These areas are governed by an archbishop. The diocese or jurisdiction of the archbishop is designated as an archdiocese. There is no essential difference between a diocese and an archdiocese, except in prestige. The powers of the archbishop over his suffragan bishops are very limited and amount to no more than honorary prerogatives. The real administrative unit of the Church is the diocese; therefore, policies of a selected number of dioceses and archdioceses were investigated as a source of information for this study.

Diocese. The territory of the Catholic Church is divided into areas known as dioceses. A diocese includes that portion of the country, together with its population, which is under the pastoral jurisdiction of a bishop. The bishop is charged with the administration of his diocese. He is the representative of the Church's teaching authority and, as such, is the head of the diocesan school system. The educational policies of the diocese are his ultimate responsibility. This interpretation was applied to the term as used in this study.

Superintendent of Schools. The superintendent of schools is recognized as an agent of the bishop. He possesses such powers as are delegated to him by the bishop, and he is charged with the over-all examination and supervision of the diocesan school system. The term as used in this study was given this interpretation.

Lay Teacher. The term lay teacher was used throughout this study. In the Catholic school system, it is the title commonly given to teachers who are

laymen, that is, persons who have not been admitted to the clergy or the religious life.

Benefits. The term benefits was used in this study in reference to the financial compensations and economic security provided for teachers such as: salaries, tenure, insurance, sick benefits, and retirement plans.

Parochial School. Dioceses are subdivided into smaller administrative areas known as parishes, which vary greatly in number and size. The responsibility for parishes is entrusted to a parish priest known as the pastor. Schools established and maintained in parishes are known as parochial schools. The parochial school system is diocesan in its organization, and the bishop of the diocese is the supreme authority. However, the immediate authority is vested in the pastor of the parish, whose duty it is to provide buildings, salaries, etc. The term parochial school as used in this study refers to parish schools under the immediate administration of a pastor.

Private School. The term private school as used in this study refers to the elementary schools owned and operated by religious orders. Although they are a part of the diocesan school system, they are distinguished from parochial schools, because they are under the immediate administration of a religious order rather than that of the pastor of a parish.

REVIEW OF RELATED LITERATURE

Research and literature on the subject of the lay teacher in the Catholic schools in the United States was very scarce until recent years. The first major study, "The Lay Teacher in the American Catholic School System," was made

by Rev. Francis Quigley in 1938.⁶ This study presented an historical account of the lay teacher in the American Catholic educational system. Ten years later, Father William McKeever made a study entitled, "The Present Status of the Lay Teacher in Selected High Schools."⁷ In this study a survey was made of the status of lay teachers in the Catholic high schools of New York, New Jersey, Pennsylvania, Delaware, Maryland, and the District of Columbia.

Another survey was made of the status of the lay teachers in the Catholic high schools in the State of Ohio, by Father William Novicky, in 1950.⁸ In this study, 79 lay teachers employed in 28 high schools in the State of Ohio were personally interviewed by Father Novicky.

Since 1955, a number of similar studies have been conducted on the status of lay teachers in Catholic schools. Eileen Silbermann made a study of the status of lay teachers in the Catholic elementary schools of the Archdiocese of Baltimore in 1956.⁹ In her study, she gave a lengthy analysis of the

⁶Rev. Thomas J. Quigley, "The Lay Teacher in the American Catholic School System," Unpublished Master's Thesis (The Catholic University of America, Washington, D.C., 1938.)

⁷Rev. William F. McKeever, "The Present Status of the Lay Teacher in Selected Catholic High Schools," Unpublished Master's Thesis (The Catholic University of America, Washington, D.C., 1948).

⁸Rev. William M. Novicky, "The Present Status of the Lay Teacher in the Catholic High Schools of Ohio," Unpublished Master's Thesis (The Catholic University of America, Washington, D.C., 1950).

⁹Eileen Silbermann, "The Present Status of the Lay Teacher in the Catholic Elementary Schools of the Archdiocese of Baltimore," Unpublished Master's Thesis (Loyola College, Baltimore, 1956).

literature relevant to the problem of the lay teacher in Catholic education, and concluded that up to that time

three master's theses written at the Catholic University of America seem to constitute the sum total of academic research on this issue, and none of these is concerned specifically with the lay teacher in Catholic elementary education.¹⁰

At the time this dissertation was written, a total of 13 studies were located on the subject of the lay teacher in Catholic education in the United States, and 8 of these were concerned specifically with the lay teacher in Catholic elementary schools. They were written at various universities in the United States. With the exception of Father Quigley's study, the purpose of these studies was to determine the status of lay teachers in a given territory.

The scope of these studies varied greatly. Some writers limited their surveys to lay teachers in Catholic elementary schools, others to lay teachers in Catholic secondary schools. A few included both elementary and secondary school lay teachers. Three of the studies were on a national level. The others included the schools in a selected number of dioceses or states, or were limited to the schools located in 1 diocese or state. In some instances, surveys of 1 diocese included a greater number of teachers than those that included several dioceses.

The findings of these studies have revealed that the status of lay teachers varies in the areas surveyed. However, in their conclusions the writers praised the work of the laity in Catholic education and made recommendations for the improvement of their status. In general, they recommended increase in salary, a system of tenure, retirement benefits, provisions for professional

¹⁰Ibid., 9.

training, and acceptance as full-fledged faculty members as a means for the improvement of the status of Catholic lay teachers.

Sister Rose Matthew's study,¹¹ although primarily concerned with the status of Sister teachers in the United States, included much valuable information about lay teachers also. The projections that Sister made of the expected growth in Catholic school enrollment and the need for religious and lay teachers have been frequently quoted to Catholic educators. According to the findings of this study, the region in which the present diocese was classified showed that the lay teacher-Sister ratio in 1956 was 1 lay teacher to 3 religious.¹² This area was employing the second largest number of lay teachers of the 12 designated regions, according to the figures given. In reference to the lay teacher situation, the following conclusions were also significant:

It is a well-known fact that, on the whole, lay teacher salaries in Catholic schools are much lower than those of the public school system and the difficulties of salary increases in Catholic schools are also recognized. Despite the problems involved, however, two things appear equally certain: (1) that an increase of lay teachers is impossible without adequate provision for training, salary, and tenure; and (2) that a steep increase in lay teachers on elementary and secondary levels is essential for progress of Catholic education in the next decade.¹³

The concluding statements of this study recommended more detailed research.

The writer pointed out that:

The brief glimpse of professional problem areas which has been afforded through the status survey of Sisters in the chief areas of Catholic education can be valuable only if it stimulates a more detailed survey

¹¹Sister Rose Matthew.

¹²Sister Ritamary, p. 195.

¹³Ibid., p. 111.

on the part of communities, dioceses, regional and national agencies. An assessment of needs on such a wide and deep scale, moreover, will require a vast amount of cooperation among these very agencies of education.¹⁴

The position of the lay teacher in Catholic education is such that it merits special consideration in the more detailed surveys recommended by Sister Rose Matthew.

In addition to the studies related specifically to the lay teacher in Catholic education, others were related to particular phases of the present study. A doctoral dissertation made at the University of Buffalo in 1955¹⁵ presented a detailed account of the development of a handbook for the use of beginning teachers in the public schools of Rochester, New York. Sections of the completed handbook were included in the appendix.

Charles Marvin Kelso wrote a doctoral dissertation at the University of Houston in 1955,¹⁶ in which he developed a method for evaluating the basic philosophies of teachers through their attitudes toward curriculum. The test he developed and validated has been published, and it is available for use in determining the basic philosophies of teachers. Since the philosophy of Catholic school teachers is of major importance, this instrument might prove useful for determining their basic philosophy.

¹⁴Ibid., p. 182.

¹⁵John Harvey Fox, "The Development of a Handbook for Beginning Teachers of the Public Elementary Schools of Rochester, New York," Unpublished Doctoral Dissertation (University of Buffalo, Buffalo, 1955).

¹⁶Charles Marvin Kelso, "A Method for Evaluating the Basic Philosophies of Teachers Through Their Attitudes Toward Curriculum," Unpublished Doctoral Dissertation (University of Houston, Houston, 1955).

Another study made at the Catholic University of America, "An Evaluation of Catholic Elementary School Teachers' Pre-Service Education,"¹⁷ was principally concerned with the pre-service programs for the preparation of religious elementary school teachers. Many of the recommendations were, however, equally applicable to the preparation of lay teachers.

Sister M. Mynette Gross's doctoral dissertation, "Factors Which Condition Success in Teaching in the Catholic Elementary School,"¹⁸ offered some significant conclusions regarding factors which condition success in teaching and criterion for differentiating the superior teacher from the below average teacher.

Literature other than research studies, relevant to the topic of the lay teacher in the Catholic school system, has appeared mostly in Catholic periodicals. Previous to 1940 very little was written on the topic. However, since that time, and especially during the 1950's, numerous articles have been published. Some were written by Catholic school administrators and educators, but lay teachers themselves have also made contributions. In the study by Eileen Silbermann, the analysis of literature relevant to the lay teachers was summarized as follows:

The character of the literature is expressed simply and best in one word---controversial.

In part it is devoted to an attempt to raise objections to lay teachers on the grounds that they are not a permanent part of Catholic education

¹⁷Sister M. Brideen Long, "An Evaluation of Catholic Elementary School Teachers' Pre-Service Education," Unpublished Doctoral Dissertation (The Catholic University of America, Washington, D.C., 1953).

¹⁸Sister M. Mynette Gross, "Factors Which Condition Success in Teaching in the Catholic Elementary School," Unpublished Doctoral Dissertation, (The Catholic University of America, Washington, D.C., 1953).

in the United States; that they are too expensive; their personal goodness cannot be compared to that of the religious teachers; they are not well enough informed on their religion; and parents and pupils do not want them. Another group of writers, both religious and lay, have attempted to demonstrate that the lay teacher does have an essential part to play in Catholic education; that she deserves recognition and security; that she has a special and invaluable contribution to make to Catholic education by virtue of her state in life.¹⁹

While these statements appear quite true in reference to the literature previous to 1955, since that time attitudes seem to have changed. Articles published in the past 5 years do not attempt to raise objections to lay teachers but rather to demonstrate their importance. In recent literature, some of the topics most frequently discussed are: just and adequate salaries, fringe benefits, professional training, and ways and means of keeping teacher morale high.

The mind of the Church toward the laity in Catholic education has been expressed by the Popes both in past and present times. In virtue of their office as Head of the Catholic Church, they have set down and emphasized certain attitudes that demand the attention of Catholic educators. Pope Pius XI, recognized as a giant in the field of educational thought, in his encyclical On the Christian Education of Youth, expressed his attitude toward lay teachers in the words so often quoted:

Indeed it fills our soul with consolation and gratitude towards the Divine Goodness to see, side by side with religious men and women engaged in teaching, such a large number of excellent lay teachers, . . . Let us pray the Lord of the harvest to send more such workers into the field of Christian education; and let their formation be one of the principal concerns of the pastors of souls and of the superiors of religious orders.²⁰

¹⁹Silbermann, 24-25.

²⁰Pius XI, The Christian Education of Youth (New York, 1936), pp. 33-34.

Pope Pius XII throughout the years of his pontificate delivered many addresses on the subject of education. He insisted that if qualified teachers were to be obtained, an adequate salary would have to be paid those engaged in the teaching profession. He stated that just because there are spiritual and intellectual compensations in the task of teaching this

is no reason why society, and in concrete terms, the state, to which you give your life . . . should be under a lesser obligation to you in the expression of public gratitude and the payment of an adequate salary by which teachers may enjoy economic conditions that will permit them to dedicate themselves entirely to the school.²¹

This same Pontiff in another address to an Italian Teachers' Union said that:

A society that is really interested in intellectual and moral values, a society that does not want to slip and slide toward that materialism to which it is being drawn by weight of the ever more mechanical life of technical civilization, must show the esteem that it has for the profession of the teacher, assuring him a return which corresponds to his social position. Let us not forget that the labor which produces spiritual values is real labor and even, in its own kind, more lofty than manual labor. This should be taken into consideration in calculating a just wage.²²

Certainly these words leave no room for doubt about the mind of the Church regarding the consideration to be given the financial compensations offered Catholic teachers and especially the lay teachers.

The present Pontiff, Pope John XXIII, addressed the members of the Association of Catholic Teachers on September 5, 1959. The following words

²¹Pius XII, "Religious, Moral and Intellectual Training of Youth," (Address of September 4, 1949), The Catholic Mind, XLVIII (September 1950), 571.

²²Pius XII, "Aims of An Italian Teachers' Union," (Address of January 5, 1954), The Pope Speaks, I (April 1954), 11-15.

quoted from this address are an expression of his attitude toward Catholic teachers of whom the laity are an integral part:

Indeed, you are dear to Us first and foremost because you are engaged in a lofty and noble mission, which turns you into precious instruments of the intellectual, civic, moral, and religious education of our young people, in whom rest the hopes of the Church and of the country. And you are dear to Us because your mission is often accomplished in silence and with sacrifice, and your work is performed with a self-effacing simplicity that does not ask for human recognition, but is satisfied with the inner approval of your conscience.²³

There seems to be nothing controversial in the attitudes expressed by the Popes on the subject of the laity in Catholic education. These three Pontiffs certainly voiced their wholehearted approval and recognition of the services rendered by Catholic lay teachers. Both human reason and infused faith demand the acceptance of these declarations by the faithful throughout the world.

Father Neil G. McCluskey, S.J., has summarized the trend of thought frequently expressed in recent literature relevant to lay teacher issues as follows:

There are still problems to be worked out relative to the place of the lay teacher in the Catholic schools, but this much is certain: Catholic education has outgrown its exclusively clerical and religious guardianship. We are living in the age of the laity. We can look forward to the presence of our mature Catholic laity as full working partners in the great enterprise of Catholic education.²⁴

These gleanings from research studies and periodical literature seem to indicate an urgent need for continued and more detailed research on the lay teacher issue in Catholic education in the United States. Most of the previous studies on the topic were made for the purpose of determining the status of the

²³John XXIII, "The Mission of the Teacher," (Address of September 5, 1959), The Pope Speaks, VI (Winter 1959-1960), 81.

²⁴Neil G. McCluskey, "Catholic Education's New Look," America, XCI (September 6, 1958), 576.

lay teacher in a particular geographical area. The present study had the added purpose of contributing to the improvement of the status of the lay teachers in the area studied by the development of a handbook of policies.

CHAPTER II

PROCEDURES

Two methods of procedure were selected for the collection of data for this study: the questionnaire and the interview. Since there was no other feasible way of obtaining the information needed, questionnaires were sent to: (1) each of the 286 lay teachers in the Catholic elementary schools of the Diocese of Galveston-Houston, (2) 75 elementary school principals in the diocese, and (3) 20 selected diocesan superintendents in the United States. Information regarding local public school policies was requested from 6 districts by telephone. State policies and regulations were obtained from the Texas Education Agency by correspondence. The interview method was used in the evaluation of the proposed handbook.

Approval for making the study was obtained from the Bishop of the Diocese and the Superintendent of Schools. This being granted, the collection of data was begun. In 1959 Rev. John F. Meyers began a study of the status of the lay teacher in the Catholic schools of Texas.¹ He requested the Superintendent of Schools to mail an approved questionnaire to the lay teachers in the Galveston-Houston Diocese. The questionnaire, along with a letter of explanation, was sent to the principals of all the Catholic schools in the diocese in February

¹Rev. John F. Meyers, "The Status of the Lay Teacher in the Catholic Secondary Schools of the State of Texas," Unpublished Master's Thesis, (The Catholic University of America, Washington, D.C., 1959).

of 1959. The principals were asked to distribute a questionnaire, together with a letter of explanation, to each lay teacher. The letter explained that the information requested was to be used for a study. Each teacher was directed to mail the questionnaire to the Diocesan School Office, unidentified. A sample of the questionnaire is included in Appendix I.²

After the questionnaires were returned, Father Meyers decided to limit the scope of his study to include only the lay teachers in the Catholic secondary schools of Texas. When the present study was proposed, the Superintendent of Schools requested that the questionnaires that had been returned by the elementary school lay teachers be used. Since they contained the necessary information, they were used to determine the status of the lay teachers in the Catholic elementary schools of the diocese.

At the time the questionnaires were sent, there were 286 lay teachers in the Catholic elementary schools of the Galveston-Houston Diocese. By May, 1959, responses were received from 251, or 88 per cent, of the teachers. Catholic elementary school system in the diocese at the time included 67 parochial schools and 3 private schools. The first through the eighth grades were taught in all these schools, and 19 provided kindergartens also.

In general, the lay teachers replied freely on the questionnaires. Identification of the teachers was protected by waiving their signatures. Every questionnaire returned was answered; however, in some instances not all the questions were answered. Through analysis of the data on these questionnaires, the educational background, working conditions, and the attitudes and opinions of lay teachers were obtained.

²Appendix I, p. 169.

Since the purpose of this study was not only to determine the status of the lay teacher, but to develop a handbook of policies for them, further information was needed concerning existing policies. To obtain this information a questionnaire was devised and sent to each of the Catholic elementary school principals in the diocese. The preliminary form was submitted to an instructor in methods of research, the Superintendent of Schools, 2 Diocesan Supervisors, and 6 elementary school principals for critical judgment and suggestions for improvement. A few minor changes were made in the final form. A copy of the form is included in Appendix II.³

The information requested on these questionnaires was of an objective and factual type. No opinions or attitudes, as such, were requested. In order to insure complete and prompt replies, the questionnaires were sent as an official request from the Diocesan School Office. They were mailed to the 75 Catholic elementary school principals on October 1, 1960, with the request that they be returned to the Diocesan School Office by October 12, 1960. There were 71 questionnaires returned. A check of the diocesan records revealed that 5 schools had no lay teachers employed. This 100 per cent reply from elementary schools employing lay teachers was attributed to the official request made by the Superintendent of Schools.

The information obtained from these questionnaires was analyzed and used to determine the lay teacher policies in use in the diocese at that time. It was evident from the results that there was a dearth of formal policies in regard to the lay teachers.

³Appendix II, p. 176.

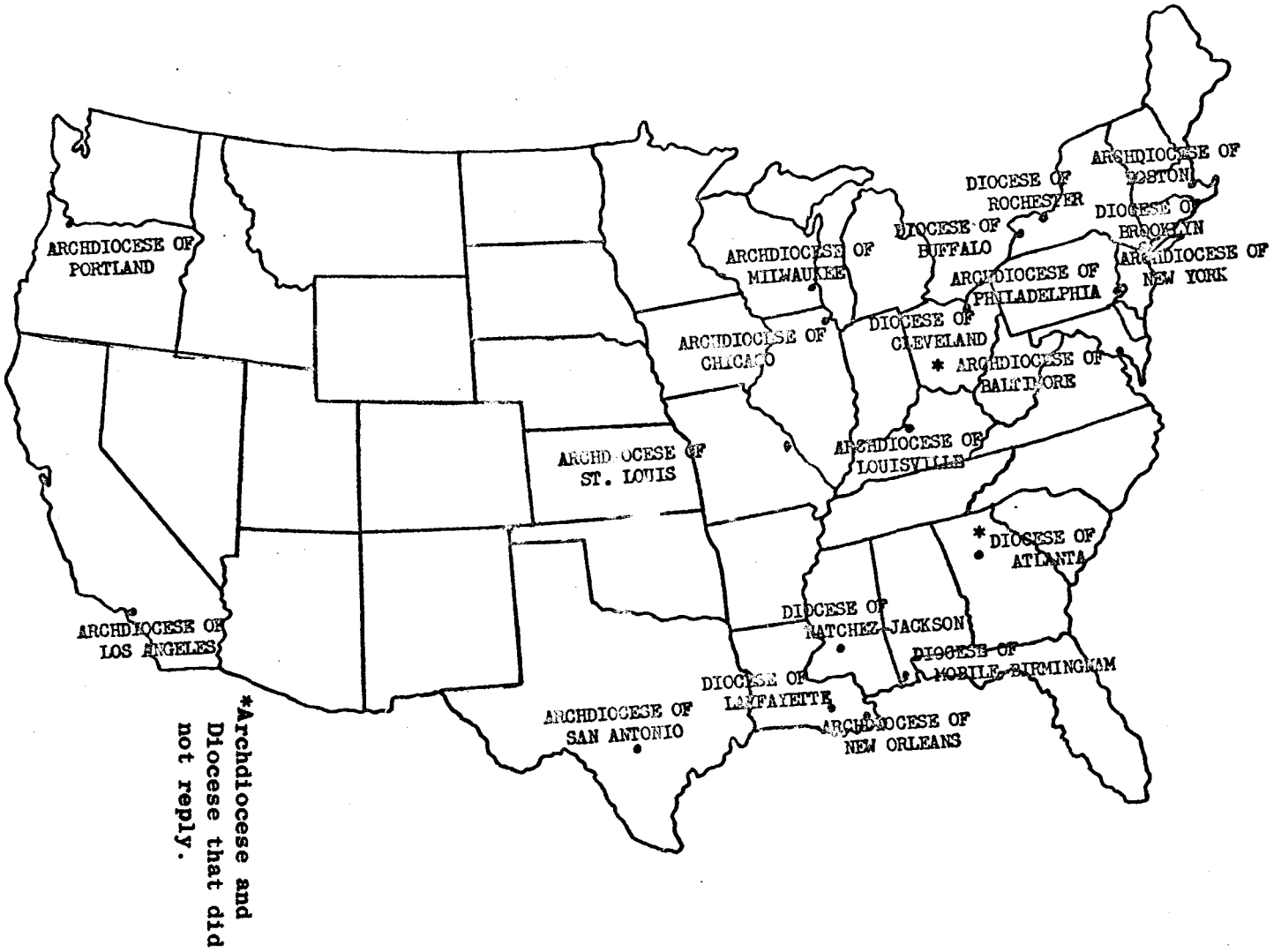
School policies and regulations vary in different dioceses. It was, therefore, considered advisable to make a survey of several other dioceses to gather ideas and suggestions for the development of the proposed handbook. A third questionnaire, very similar to the one sent to the elementary school principals, was prepared and submitted to the Superintendent of Schools for approval. It was then decided to send the questionnaire to the superintendents of 20 selected dioceses and archdioceses. Various factors influenced the selection of the dioceses to which the request was sent, but they were selected generally because of: (1) well-known superintendents, (2) publicized lay teacher programs and policies, and (3) geographical location. The names and addresses of the superintendents were obtained from the Catholic Directory.⁴ The Superintendent of Schools for the Diocese of Galveston-Houston wrote a letter to accompany the questionnaires. All of the material was sent in his name with a return addressed envelope enclosed. Although it was indicated in the letter that a study was being made of the status of the lay teacher and that an attempt was being made to develop some formal policies, the name of the writer was not disclosed. A copy of the questionnaire and the accompanying letter is inclosed in Appendix III.⁵

Figure 1, page 20, shows on an outline map of the United States the selected dioceses and archdioceses to which questionnaires were sent. The 2 dioceses that did not reply are marked with an asterisk. The response to these requests was greater than expected. The questionnaires were answered by 18, or 90 per cent, of the superintendents. The only items not answered were those regarding

⁴Official Catholic Directory (New York, 1960).

⁵Appendix III, p. 179.

Figure 1. Selected Dioceses and Archdioceses



policies the diocese did not have, and this was indicated on the form. Most of the superintendents enclosed printed materials explaining their lay teacher programs and policies. Several wrote letters expressing their interest in the study and requested a summary of the results.

The information on these questionnaires was recorded and used to determine policies commonly accepted and to obtain suggestions for the development of policies for the Galveston-Houston Diocese. The results showed a great diversity of policies in the various dioceses that reported; however, many helpful ideas were obtained from this data.

Catholic school administrators are constantly urged to maintain their schools according to state requirements and standards. While it is difficult for them to offer lay teachers the same salary and benefits that are provided for public school teachers, they must, nevertheless, keep striving to do so as much as possible. They must keep informed on the policies and regulations of the public school systems. There are many public school districts located within the area of the Galveston-Houston Diocese. While all public school systems must follow the requirements of the State of Texas, there are some differences in local school district policies, salary schedules, and benefits offered the teachers.

It was first intended to use the interview technique to make a survey of several local school districts' policies for teachers. However, it was found that the officials preferred to mail the information requested. Therefore, 6 districts were contacted by telephone and requested to send the following information to the writer: qualification requirements, salary schedules, tenure policies, benefits, contract forms, and application blanks. The districts from

which this information was requested were selected because they were in the areas in which the majority of the Catholic elementary schools in the diocese were located.

The information obtained from the local public school districts was used to ascertain in a general way the working conditions of public school teachers within the area of the Galveston-Houston Diocese. A comparison was made of the compensations offered the Catholic elementary school lay teachers and the public school teachers within this area.

The State policies and requirements were obtained from the Texas Education Agency by written request.

After all the data had been collected and analyzed, the tentative copy of the proposed handbook for lay teachers was prepared. Copies were sent to the Most Reverend Bishop of the Diocese, the Superintendent of Schools, 20 selected pastors and principals, and 20 lay teachers. This group had been contacted previously and had been requested to study the tentative handbook. Beginning 2 weeks later, each person who had studied the handbook was interviewed personally. A copy of the interview form is included in Appendix IV.⁶

Desirable revisions were made in the handbook, according to the remarks and suggestions submitted in the interviews. The final form of the handbook was again submitted to the Bishop and the Diocesan School Board for approval. The approved copy was then printed and made available for use. A copy of the completed handbook is included in Appendix VI.⁷

⁶Appendix IV, p. 184.

⁷Appendix VI, p. 192.

SCOPE OF THE PRESENT STUDY

The diocese is the administrative unit in the Catholic school system. Although there is cooperation among the various dioceses, ordinarily each one determines its own policies and regulations in the administration of the schools in accordance with Church law and state standards. Since the purpose of this study was to determine the status of the lay teachers in the Catholic elementary schools of the Galveston-Houston Diocese, and to develop a handbook of policies for these teachers, it was, therefore, practical to limit the scope of the study to the diocese in which the policies developed would be applicable.

Figure 2, page 24, shows the territory in the State of Texas designated as the Galveston-Houston Diocese. In 1960, there were 26,847 square miles in the diocese, with a population of 2,290,000, and a Catholic population of 412,000.⁸ The cities and towns in the diocese having Catholic elementary schools in the year 1960 are listed with the number of schools located in each indicated. Out of the 75 schools listed, 72 were parochial schools and 3 were private schools.

Data were collected for the study in 1959-60. The questionnaires were sent to and returned by the lay teachers in the year 1959. At that time there were 286 lay teachers teaching in the 70 Catholic elementary schools of the diocese. Information concerning lay teacher policies was requested from the elementary school principals in the fall of 1960. At this time there were 75

⁸Official Catholic Directory (New York, 1960), p. 436.

| <u>Cities</u> | <u>Schools</u> | <u>Cities</u> | <u>Schools</u> |
|---------------|----------------|---------------|----------------|
| Bay City | 1 | Palestine | 1 |
| Baytown | 1 | Pasadena | 1 |
| Beaumont | 6 | Port Acres | 1 |
| Conroe | 1 | Port Arthur | 4 |
| Crosby | 1 | Port Neches | 1 |
| Dickinson | 1 | Rosenberg | 2 |
| East Bernard | 1 | Texas City | 1 |
| Freeport | 1 | Wharton | 1 |
| Galena Park | 1 | | |
| Galveston | 6 | Total | 75 |
| Groves | 1 | | |
| Houston | 34 | | |
| La Marque | 1 | | |
| Liberty | 2 | | |
| Lufkin | 1 | | |
| Nacogdoches | 1 | | |
| Nederland | 1 | | |
| Orange | 2 | | |

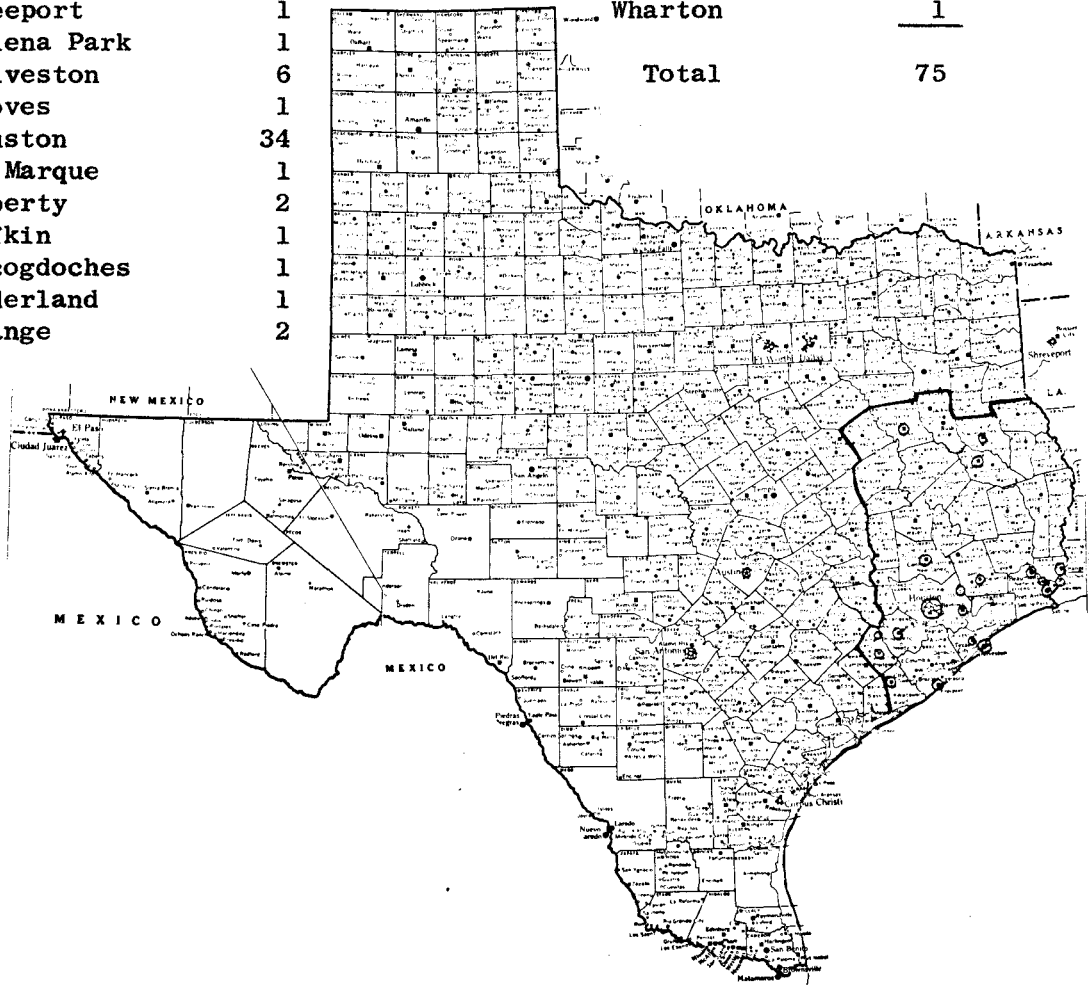


Figure 2. Location and Number of Catholic Elementary Schools in the Galveston-Houston Diocese, 1960

elementary schools in the diocese. The fact that there was a lapse in time between the 2 questionnaires had no significant effect on the data as it was used in this study. The status of the lay teachers was determined solely from the data gathered in 1959. The information obtained from the principals in 1960 was used to determine what lay teacher policies were actually in use at the time.

SOURCES OF DATA

The primary source of data used in this study was analysis of the questionnaires returned by the lay teachers and principals of the diocesan elementary schools, and the information sent by the superintendents of the selected dioceses and archdioceses. The printed materials sent by the Texas Education Agency and the 6 local public school districts furnished the information concerning public school policies and compensations for teachers.

Related research studies were a source of help in constructing the questionnaires and in organizing the topics to be included in the study. They were also a source of information regarding the status of lay teachers in other regions of the United States.

The Education Index was used to locate periodical literature relevant to the different phases of the study. Most of the articles concerning the lay teacher in Catholic schools were published in Catholic periodicals. However, many articles were found in various educational magazines related to the study of working conditions for teachers, the use of handbooks, interviewing, selecting, and placing teachers.

In addition to these sources, much helpful information was obtained by

examining various handbooks and by interviewing school administrators in both Catholic and public school systems.

The statistical figures used in the historical background concerning the Galveston-Houston Diocese were obtained from diocesan records, The National Catholic Welfare Conference, and The Official Catholic Directories.

CHAPTER III

HISTORICAL BACKGROUND

Commenting on present day problems in Catholic education, Rev. Neil G. McCluskey, S.J., very aptly said, "Lack of teachers, not of buildings is the problem, and the lay teacher alone seems to hold the key."¹ Looking over the historical development of the Catholic educational system in America, one comes to understand the force of this conviction.

Beginning with the command of the hierarchy to establish parish schools in 1884, Catholic education in the United States was given over almost exclusively to the clergy and religious orders. Although the laity taught in the schools from the beginning, their role in the United States was completely subordinate until fairly recent times. At the elementary level this has been especially true.

Gradually, with increased enrollments and shortage of religious teachers, more and more lay teachers have been employed in the Catholic schools. While statistics for the Catholic elementary schools throughout the country have been somewhat startling in the past few years, increments in both pupil and teacher population have been phenomenal in some regions. This chapter traces some of the significant patterns of growth in the Galveston-Houston Diocese.

¹Neil G. McCluskey, "Catholic Education's New Look," America, XCI (September 6, 1958), 575.

Historical records show that the region known as the Galveston-Houston Diocese has passed through many stages of development since it was first established. In the year 1847, the 267,339 square miles of territory comprising the State of Texas was designated as the Diocese of Galveston. Growth and needs of the Catholic population in this vast area necessitated that the original territory be divided several times throughout the years. The first division was made in 1874 with the establishment of the Diocese of San Antonio. The division made in 1948, establishing the Diocese of Austin, reduced the size of the Diocese of Galveston to an area of 26,847 square miles. On July 25, 1959, even the original title of the diocese was changed. It was then redesignated the Diocese of Galveston-Houston. With a background of development and change such as this, any comparison of diocesan statistics since 1948 with those previous to that time would be confusing. However, the figures since 1948 show some developments very significant to the diocesan school system.

Figure 3, page 29, highlights the percentage increases in Catholic population in the Galveston-Houston Diocese for the years 1950, 1955, and 1960. This figure shows graphically the total population in the area for these years and the Catholic population in numbers and percentage. The percentage of Catholic population shows an increase from 14 per cent to 18 per cent in this period. While this is not a great increase, the percentage of growth in Catholic population has been greater than the percentage of growth in total population. The total population shows a 52 per cent increase from 1950 to 1960, while the Catholic population shows a 101 per cent increase. This rapid rise in Catholic population has, of course, had a tremendous influence on the enrollment in the Catholic schools of the diocese.

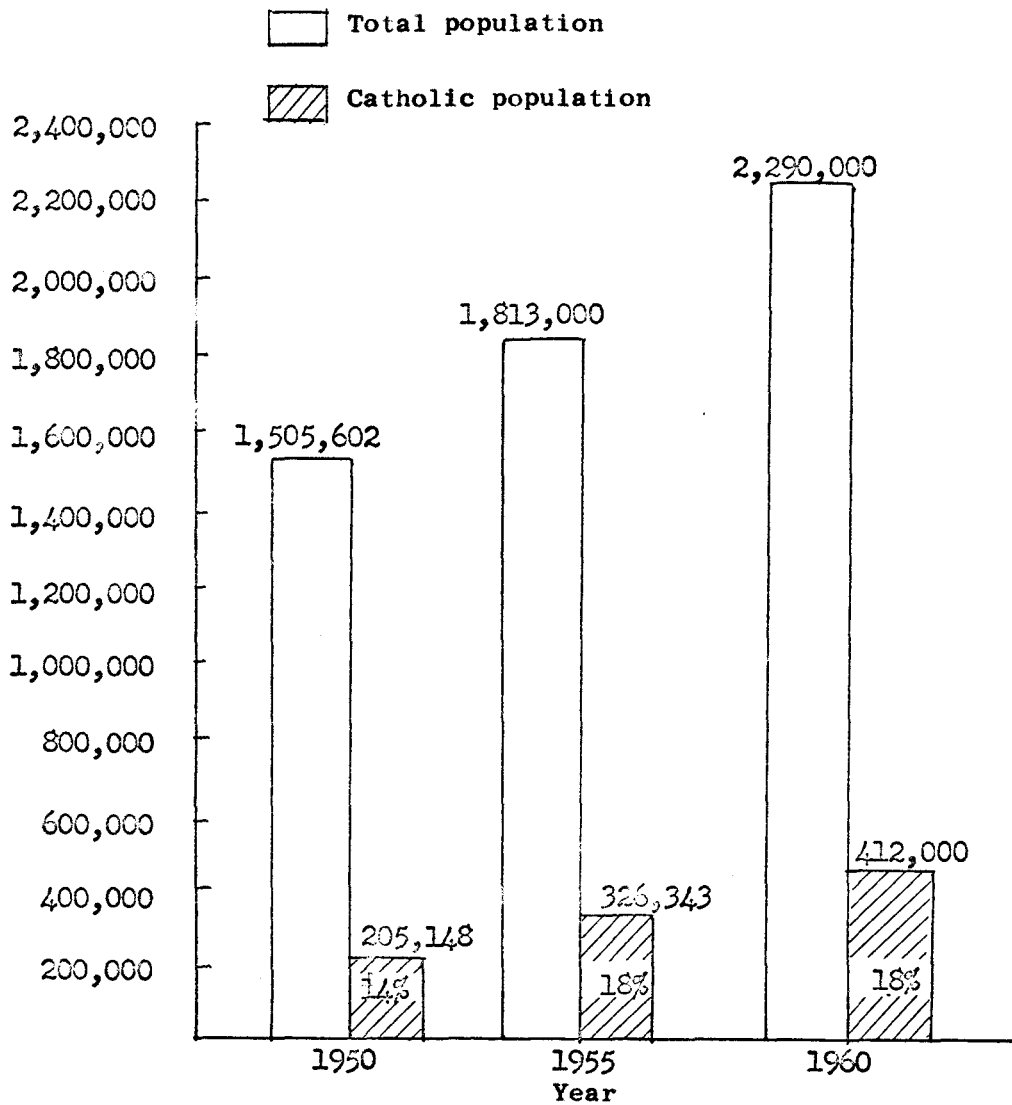


Figure 3. Total and Catholic Population in the Galveston-Houston Diocese for 1950, 1955, and 1960^a

^aThese numbers are based on the totals in the Official Catholic Directory for 1950, 1955, and 1960.

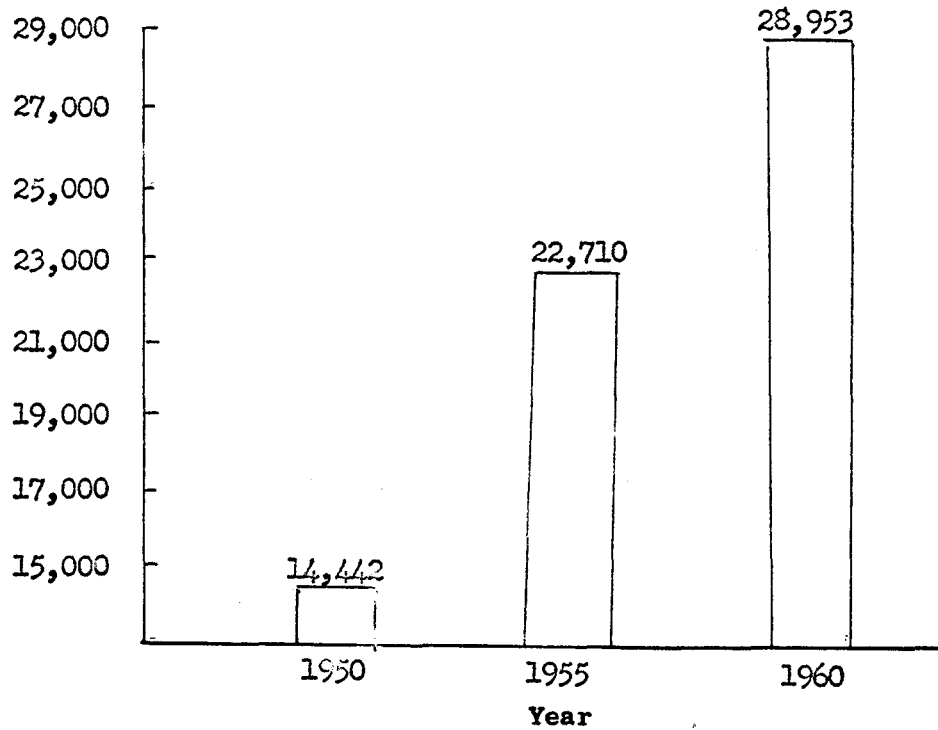
Figure 4, page 31, compares graphically the numerical increases in the Catholic elementary school enrollment for the same years. The percentage of increase in pupil enrollment is comparable to the percentage of increase in Catholic population for 1950, 1955, 1960. There was a 100 per cent increase in the elementary school enrollment from 1950 to 1960, while the Catholic population increase was 101 per cent.

The annual increment in pupil enrollment for the years 1956 to 1960 is shown in Figure 5, page 32. According to the figures in this table, it is evident that although the Catholic elementary school enrollment more than doubled in the years from 1950 to 1960, the percentage of increase was greater from 1950 to 1955 than it was from 1956 to 1960. The percentage of increase was 57 per cent from 1950 to 1955, while it was 13 per cent from 1956 to 1960. The average annual percentage of increase for the latter years was only 3 per cent while the average annual percentage of increase from 1950 to 1955 was 10 per cent. This indicated that, although there was a progressive increment in the Catholic elementary school enrollment from 1950 to 1960, the annual percentage of increase was less between 1956 and 1960 than it was between 1950 and 1955.

The rising enrollments in the Catholic elementary schools of the diocese would of themselves be a cause for concern, but the trends of growth in teacher population have been of even greater significance. In her national survey, Sister Rose Matthew presented these rather startling conclusions:

Perhaps the problem of problems for educators today is that of resolving the widening rift between teacher and student population. Teacher-student ratios are rising all over the country. In the Catholic elementary schools the ratio is over 50 students per teacher. . . . Survey results show also that there is reason to expect continued increases in both elementary and secondary school population as far into the future as scientific prediction will allow. Teacher population, however, has by no means kept pace with the student increase. . . . If even the present student-teacher ratio is to

Number of
pupils



Number of
schools

60

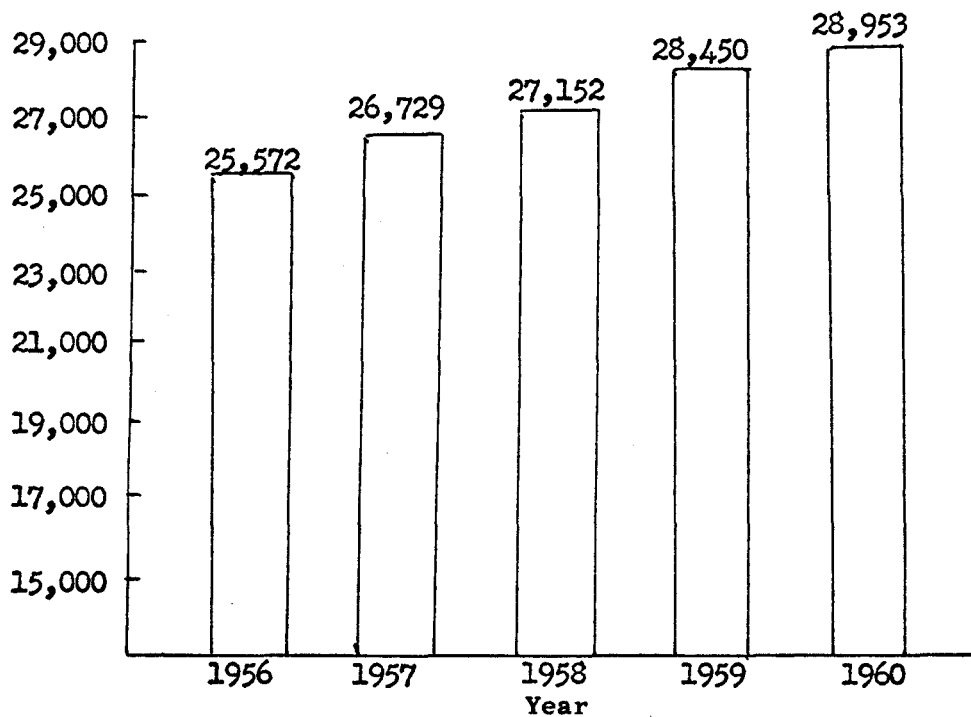
63

75

Figure 4. Catholic Elementary School Enrollment for the Galveston - Houston Diocese for 1950, 1955, and 1960^a

^aThese figures include private and parochial school enrollments taken from the Annual School Report, Diocese of Galveston-Houston, 1950, 1955, and 1960.

Number of
pupils



Number of
schools

68

68

70

71

75

Figure 5. Catholic Elementary School Enrollment for the Galveston-Houston Diocese from September 1956 to September 1960^a

^aThese figures include private and parochial school enrollments taken from the Annual School Report, Diocese of Galveston-Houston, 1956 to 1960.

be maintained in Catholic schools, therefore, lay teachers alone will need to increase at a rate of 30 per cent per year, and this for the next decade.²

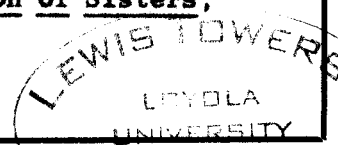
While these conclusions indicate national trends, the study emphasized that there were many regional trends to be considered. It remains for local regions to study the trends in their own areas and to determine the needs of their individual school systems.

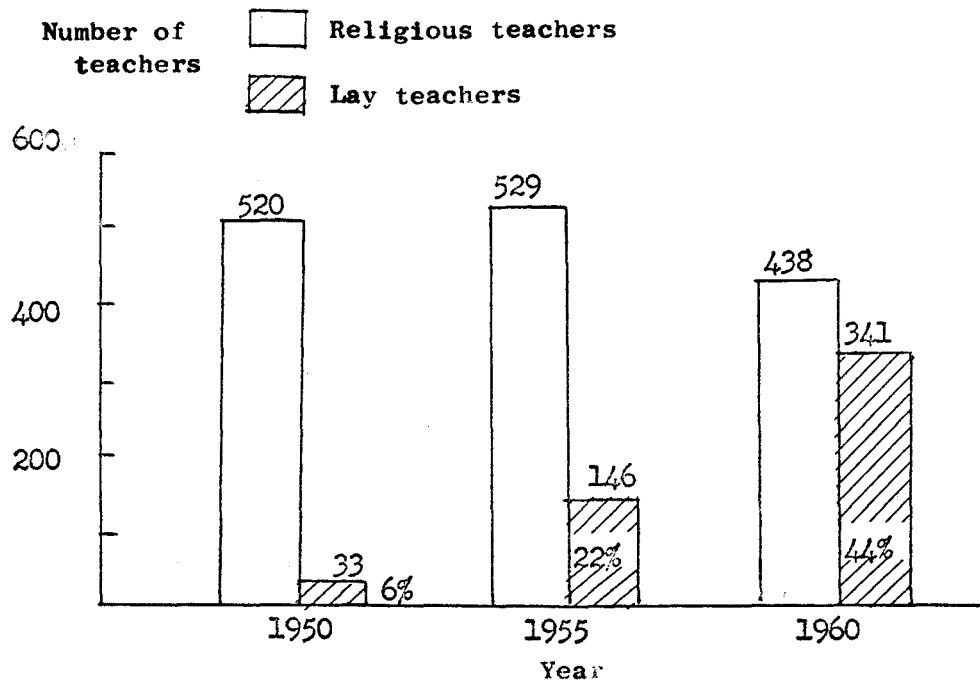
Figure 6, page 34, and Figure 7, page 35, illustrate the wide differences in religious teacher and lay teacher growth in the Catholic elementary schools of the Galveston-Houston Diocese. The number and percentage of lay teachers teaching in the elementary schools of the area are given for 1950, 1955, 1960, and annually from 1956 to 1960. The numerical differences are marked in these tables, but the percentage differences are even more striking.

Figure 6 reveals that in 1950, out of a total of 553 Catholic elementary school teachers, 33, or 6 per cent, were lay teachers. By 1955 the number of lay teachers had increased to 146, which was 22 per cent of the total number of teachers. In 1960 the number of lay teachers was 341, or 44 per cent of the total number of teachers. The percentage of increase for the total number of teachers was 41 per cent for the period from 1950 to 1960, while the percentage of increase for lay teachers was 933 per cent.

Figure 7 reports the annual numerical growth of religious and lay teachers and the percentage of lay teachers for the years 1956 to 1960. These figures present some significant trends in teacher growth in the diocese. The period

²Sister Ritamary, C.H.M., ed. Planning for the Formation of Sisters, (New York, 1957), p. 171.





Total number
of teachers

533

675

779

Figure 6. Number of Religious Teachers and Number and Percentage of Lay Teachers in the Catholic Elementary Schools of the Galveston-Houston Diocese for 1950, 1955, and 1960^a

^aTotals taken from Annual School Report, Diocese of Galveston-Houston, 1950, 1955, and 1960.

from 1950 to 1955 showed a 342 per cent increment of Lay teachers, but the period from 1956 to 1960 showed only a 58 per cent increment. The percentage of increase for the total number of teachers was 22 per cent from 1950 to 1955, and 22 per cent from 1956 to 1960.

The numbers of religious teachers in these figures present an interesting growth phenomenon. From 1950 to 1960 there was a 16 per cent decrease in the number of religious teachers. This fact raises a question as to what would account for this decrease. According to reports from religious communities there has been an increase in the number of vocations, even though the increase

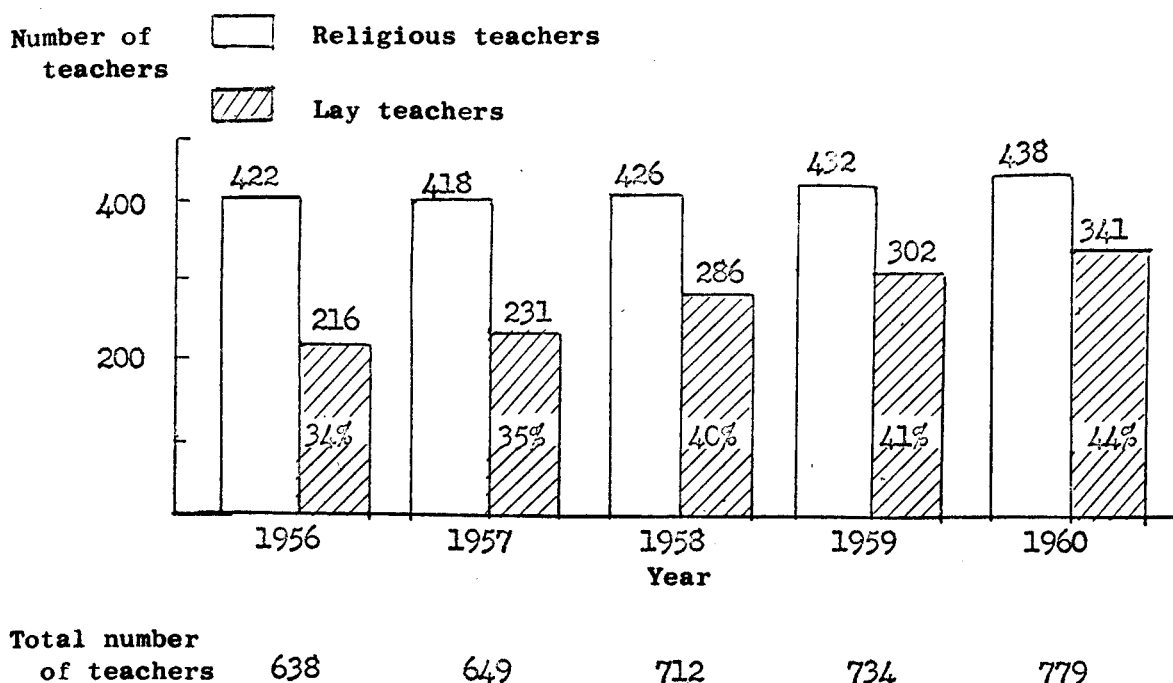


Figure 7. Number of Religious Teachers and Number and Percentage of Lay Teachers in the Catholic Elementary Schools of the Galveston-Houston Diocese from September 1956 to September 1960^a

^aTotals taken from the Annual School Report, Diocese of Galveston-Houston, 1956 to 1960.

has not been sufficient to meet the demands. Any valid answer to this question would call for further research; however, one possible conclusion may be that, due to increased enrollments in the secondary schools, more religious teachers have been assigned to teach in them, thereby decreasing the number in the elementary schools.

The trends of growth in population, pupil enrollment, and teacher population for the years 1950 to 1960 have been presented in the preceding figures, but the lay teacher to religious teacher and the student to teacher ratios present some interesting trends also.

Figure 8, page 37, shows the diocesan and national Catholic elementary school lay teacher to religious teacher ratios for the years 1950, 1955, 1956, 1958, 1959, and 1960. The ratio for the year 1957 was omitted because the national figures were not available. In 1950 the diocesan ratio was 1 lay teacher to 16 religious, while the national ratio was 1 lay teacher to 13 religious. By 1955, the diocesan ratio had changed to 1 lay teacher to 4 religious, and the national ratio to 1 lay teacher to 6 religious. Both the diocesan and national figures indicate a tremendous increase in the proportion of lay teachers to religious; however, the diocesan ratios show a higher proportion of lay teachers than the national figures. In 1960 the diocesan ratio was very close to 1 lay teacher to each religious, but on the national level the ratio was approximately 1 lay teacher to 3 religious.

Figure 9, page 38, presents the diocesan and national Catholic elementary school student to teacher ratios for the same years as Figure 8. These figures show a different trend from the lay teacher to religious ratios.

From 1950 to 1956 the diocesan student to teacher ratios changed from 26 students per teacher to 40 students per teacher, while the national ratio changed from 38 students per teacher to 42 students per teacher. Since 1956, the diocesan ratios show a slight decrease in the proportion of students to teachers, but the national ratios have remained practically the same.

SUMMARY

This brief resume of national and diocesan statistics from 1950 to 1960 brings into focus the present problems confronting the administrators of the

Lay teacher to
religious ratio

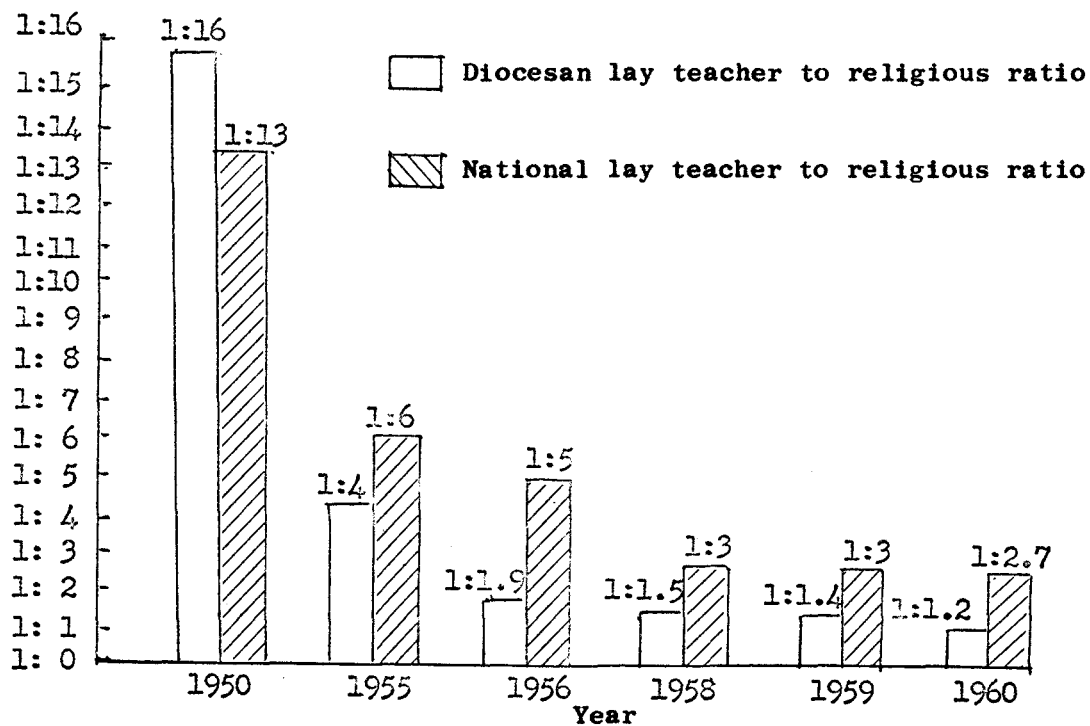


Figure 8. Diocesan and National Lay Teacher to Religious Ratios for 1950, 1955, 1956, 1958, 1959, and 1960^a

^aDiocesan ratios computed from figures given in previous tables. National ratios computed from figures obtained from the National Catholic Welfare Conference, Department of Education, Washington, D.C.

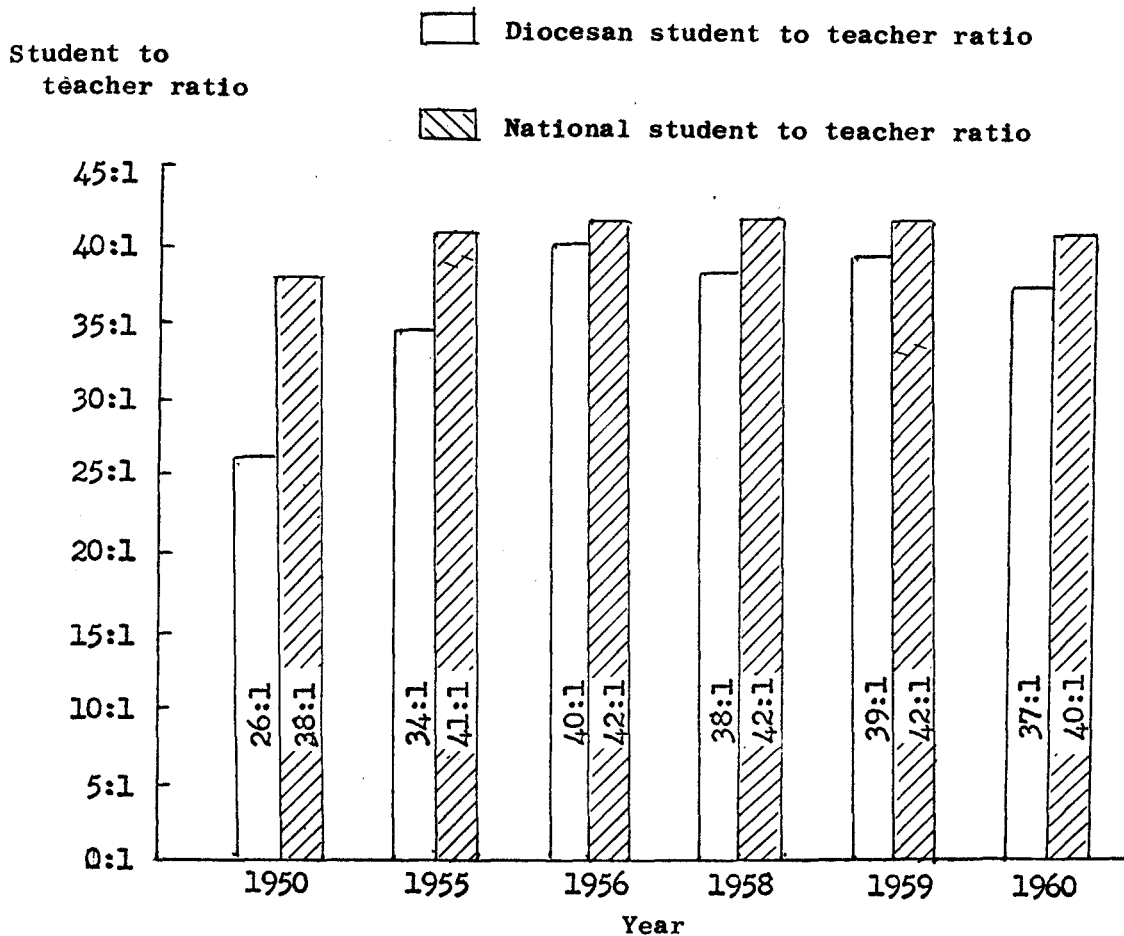


Figure 9. Diocesan and National Teacher to Student Ratios for 1950, 1955, 1956, 1958, 1959, and 1960^a

^aDiocesan ratios computed from figures given in previous tables. National ratios computed from figures obtained from the National Catholic Welfare Conference, Department of Education, Washington, D.C.

Catholic elementary schools of the Galveston-Houston Diocese. According to these figures, the following conclusions are indicated:

1. From 1950 to 1960, although the Catholic population in the Diocese only increased from 14 to 18 per cent of the total population, numerically it doubled.
2. The enrollment in the Catholic elementary schools in the diocese likewise doubled during these years; however, the figures from 1950 to 1955 show a 57 per cent increase, whereas the figures from 1956 to 1960 show only a 13 per cent increase.
3. The percentage of increase for the total number of Catholic elementary school teachers in the diocese was 41 per cent from 1950 to 1960. In comparison with the growth in student population, this indicates a widening rift between teacher and student population. The student to teacher ratio in the diocese rose from 26 students per teacher in 1950 to 40 students per teacher in 1956. Since 1956 the proportion of students to teachers shows a slight decrease. The ratio for 1960 was 37 students per teacher.
4. One of the most phenomenal growth changes in the diocese has been the increase in the number of lay teachers, and the decrease in the number of religious teachers in the elementary schools. There was a 933 per cent increase in lay teachers from 1950 to 1960. The lay teacher to religious teacher ratio changed from 1 lay teacher to 16 religious in 1950 to 1 lay teacher to slightly more than 1 religious in 1960. During this same period of time there was a 16 per cent decrease in the number of religious teachers in the elementary schools.

5. Except for the year 1950, the diocesan lay teacher to religious teacher ratios showed a larger proportion of lay teachers than the national ratios for the corresponding years.

6. In comparison with national student to teacher ratios, the diocesan figures showed fewer students per teacher than the national figures. The diocesan proportion of students to teachers showed a slight decrease from 1956 to 1960.

On the basis of these conclusions, the problems confronting the diocesan school administrators become evident, especially in regard to the need for lay teachers. The proportion of students to teachers has increased during the past few years. Lack of teachers is a significant problem, but of still greater significance to the Catholic school administrator is the tremendous increase in the number of lay teachers. The change from a ratio of 1 lay teacher to 16 religious to approximately 1 lay teacher to 1 religious in the short span of time from 1950 to 1960 is very significant. That lay teachers are here to stay is beyond a doubt, but the question of their status in the Catholic school system remains a matter for consideration.

CHAPTER IV

THE STATUS OF THE LAY TEACHER IN THE CATHOLIC ELEMENTARY SCHOOLS OF THE GALVESTON-HOUSTON DIOCESE

Obviously, with such phenomenal population, pupil and teacher growth trends as presented in the previous chapter, the Catholic school system has been faced with a teacher-shortage crisis both nationally and regionally. In an address at the National Catholic Educational Convention in 1953, Msgr. Henry C. Bezou emphasized that: "It is the lay teacher--competent, conscientious, devoted to Catholic education--who will lessen the critical situation of the years that lie ahead for Catholic education."¹

The tremendous increase of lay faculty members in the Catholic schools is evidence that these words have come to pass. However, the increase of laymen on the Catholic school faculties has had more than numerical implications. Catholic school administrators have been faced with the obligation of providing both professional and financial security for lay teachers. This has necessitated both national and regional planning. A logical starting point for planning a diocesan program for the improvement of conditions for lay teachers would be to determine their prevailing status in the diocese.

¹Very Rev. Msgr. Henry C. Bezou, "The Diocesan Superintendent and the Lay Teacher," National Catholic Educational Association Bulletin, L (August 1953), 357.

The present chapter proposes to yield some insight into the status of the Catholic elementary school teachers of the Galveston-Houston Diocese through the presentation and interpretation of the data gathered from lay teacher questionnaires. The data which comprises this chapter was obtained from 251 questionnaires returned by the lay teachers in the Catholic elementary schools of the diocese.

Table I, page 43, presents a complete listing of the Catholic elementary schools in the diocese for the school year 1958-59. After the name of each school, the number of religious, lay, and total teachers is given, followed by the lay teacher percentage. Out of the 286 teachers employed in the elementary schools that year, 251, or 88 per cent, replied. There were no lay teachers in 7 schools. Only 3 schools employing lay teachers failed to reply. All except 3 of the 70 Catholic elementary schools in the diocese were parochial schools. The 3 private schools are identified in footnotes. The figures given in Table I show that the percentage of lay teachers in each school varied from a minimum of 14 per cent to a maximum of 70 per cent.

The data obtained by means of the lay teacher questionnaires examined 5 areas: (1) general information, (2) educational background, (3) work load, (4) conditions of service, and (5) some attitudes and opinions of the lay teachers concerning their position in the schools. Since a status survey would be incomplete without some discussion of the lay teachers themselves, their age and marital status was reported as general information.

TABLE I

NUMBER OF ELEMENTARY SCHOOLS AND TEACHERS IN THE GALVESTON-
HOUSTON DIOCESE, PERCENTAGE OF LAY TEACHERS, AND NUMBER
OF LAY TEACHER QUESTIONNAIRES RETURNED

| Schools in Houston | Teachers | | | Percentage of lay teachers | Questionnaires returned |
|-----------------------------|-----------|-----|-------|-------------------------------|----------------------------|
| | Religious | Lay | Total | | |
| All Saints | 7 | 6 | 13 | 46 | 6 |
| Annunciation | 5 | 1 | 6 | 17 | 1 |
| Assumption | 9 | 11 | 20 | 55 | 11 |
| Blessed Sacrament | 5 | 3 | 8 | 38 | 3 |
| Christ the King | 9 | 8 | 17 | 47 | 7 |
| Holy Ghost | 15 | 13 | 28 | 49 | 11 |
| Holy Name | 9 | 4 | 13 | 31 | 4 |
| Holy Rosary | 4 | 1 | 5 | 20 | 1 |
| Immaculate Conception | 6 | 2 | 8 | 25 | 2 |
| Immaculate Heart of Mary | 9 | | 9 | | |
| Our Lady of Fatima | 5 | 3 | 8 | 38 | 3 |
| Our Lady of Guadalupe | 8 | 3 | 11 | 27 | 3 |

^aNames of schools and numbers of teachers obtained from Annual School Report for the Galveston-Houston Diocese, 1958-59.

TABLE I (continued)

NUMBER OF ELEMENTARY SCHOOLS AND TEACHERS IN THE GALVESTON-
HOUSTON DIOCESE, PERCENTAGE OF LAY TEACHERS, AND NUMBER
OF LAY TEACHER QUESTIONNAIRES RETURNED

| Schools in Houston | Teachers | | | Percentage of lay teachers | Questionnaires returned |
|-----------------------------|-----------|-----|-------|-------------------------------|----------------------------|
| | Religious | Lay | Total | | |
| Our Lady of Mount Carmel | 8 | 18 | 26 | 70 | 16 |
| Our Mother of Mercy | 6 | 2 | 8 | 25 | 2 |
| Queen of Peace | 7 | 5 | 12 | 42 | 5 |
| Resurrection | 6 | 6 | 12 | 50 | 6 |
| Sacred Heart | 3 | 3 | 6 | 50 | 3 |
| St. Anne | 14 | 18 | 32 | 56 | 16 |
| St. Augustine | 3 | 3 | 6 | 50 | 3 |
| St. Cecilia | 6 | 4 | 10 | 40 | 4 |
| St. Christopher | 9 | 9 | 18 | 50 | 9 |
| St. Euphrasia ^b | 2 | 3 | 5 | 60 | 3 |
| St. Francis of Assisi | 6 | 1 | 7 | 14 | 1 |
| St. Joseph | 6 | 1 | 7 | 14 | 1 |
| St. Mary | 4 | 4 | 8 | 50 | 4 |
| St. Michael | 6 | 11 | 17 | 65 | 11 |

^bPrivate school.

TABLE I (continued)

**NUMBER OF ELEMENTARY SCHOOLS AND TEACHERS IN THE GALVESTON-
HOUSTON DIOCESE, PERCENTAGE OF LAY TEACHERS, AND NUMBER
OF LAY TEACHER QUESTIONNAIRES RETURNED**

| Schools in Houston | Teachers | | | Percentage of lay teachers | Questionnaires returned |
|-------------------------------|-----------|-----|-------|-------------------------------|----------------------------|
| | Religious | Lay | Total | | |
| St. Nicholas | 5 | 3 | 8 | 38 | 3 |
| St. Patrick | 3 | 2 | 5 | 40 | 2 |
| St. Peter the Apostle | 9 | 7 | 16 | 44 | 6 |
| St. Pius V | 6 | 7 | 13 | 54 | 6 |
| St. Rose of Lima | 8 | 10 | 18 | 56 | 5 |
| St. Theresa | 13 | 8 | 21 | 38 | 8 |
| St. Vincent de Paul | 12 | 11 | 23 | 48 | 7 |
| Schools out- of-Houston | | | | | |
| Assumption Beaumont | 5 | 2 | 7 | 29 | 2 |
| Blessed Sacrament Beaumont | 5 | 3 | 8 | 38 | 3 |
| Holy Cross Bay City | 4 | 2 | 6 | 33 | 2 |
| Holy Cross East Bernard | 4 | 2 | 6 | 33 | 2 |

TABLE I (continued)

NUMBER OF ELEMENTARY SCHOOLS AND TEACHERS IN THE GALVESTON-
HOUSTON DIOCESE, PERCENTAGE OF LAY TEACHERS, AND NUMBER
OF LAY TEACHER QUESTIONNAIRES RETURNED

| Schools out-of Houston | Teachers | | | Percentage of lay teachers | Questionnaires returned |
|---------------------------------------|-----------|-----|-------|-------------------------------|----------------------------|
| | Religious | Lay | Total | | |
| Holy Family Wharton | 4 | 1 | 5 | 20 | 1 |
| Holy Rosary Rosenberg | 4 | 3 | 7 | 43 | 3 |
| Immaculate Conception Groves | 8 | 8 | 16 | 50 | 8 |
| Immaculate Conception Liberty | 3 | 1 | 4 | 25 | |
| Little Flower Port Acres | 3 | | 3 | | |
| Our Lady of Fatima Texas City | 8 | 4 | 12 | 33 | 2 |
| Our Lady of Guadalupe Galveston | 3 | 3 | 6 | 50 | 2 |
| Our Lady of Guadalupe Rosenberg | 3 | 2 | 5 | 50 | 2 |
| Our Mother of Mercy Beaumont | 7 | | 7 | | |

TABLE I (continued)

NUMBER OF ELEMENTARY SCHOOLS AND TEACHERS IN THE GALVESTON-
HOUSTON DIOCESE, PERCENTAGE OF LAY TEACHERS, AND NUMBER
OF LAY TEACHER QUESTIONNAIRES RETURNED

| Schools out-of- Houston | Teachers | | | Percentage of lay teachers | Questionnaires returned |
|-----------------------------------|-----------|-----|-------|-------------------------------|----------------------------|
| | Religious | Lay | Total | | |
| Our Mother of Mercy Liberty | 3 | | 3 | | |
| Queen of Peace La Marque | 5 | 2 | 7 | 29 | 2 |
| Sacred Heart Crosby | 2 | 2 | 4 | 50 | 1 |
| Sacred Heart Galveston | 10 | 4 | 14 | 29 | 1 |
| Sacred Heart Port Arthur | 7 | 5 | 12 | 42 | 5 |
| St. Ann Macogdoches | 2 | 1 | 3 | 33 | |
| St. Anne Beaumont | 7 | 10 | 17 | 59 | 10 |
| St. Charles Nederland | 4 | 2 | 6 | 33 | 1 |
| St. Elizabeth Port Neches | 4 | | 4 | | |
| St. James Port Arthur | 10 | 4 | 14 | 29 | 4 |
| St. Joseph Baytown | 4 | 2 | 6 | 33 | |

TABLE I (continued)

NUMBER OF ELEMENTARY SCHOOLS AND TEACHERS IN THE GALVESTON-
HOUSTON DIOCESE, PERCENTAGE OF LAY TEACHERS, AND NUMBER
OF LAY TEACHER QUESTIONNAIRES RETURNED

| Schools out-of- Houston | Teachers | | | Percentage of lay teachers | Questionnaires returned |
|------------------------------------|-----------|-----|-------|-------------------------------|----------------------------|
| | Religious | Lay | Total | | |
| St. Joseph Port Arthur | 5 | 2 | 7 | 29 | |
| St. Mary ^c Palestine | 3 | 1 | 4 | 25 | |
| St. Mary Orange | 9 | 9 | 18 | 50 | 7 |
| St. Mary Port Arthur | 9 | 3 | 12 | 25 | 2 |
| St. Mary Freeport | 4 | 2 | 6 | 33 | 2 |
| St. Mary Galveston | 6 | 2 | 8 | 25 | 2 |
| St. Patrick Galveston | 8 | 4 | 12 | 33 | 3 |
| St. Patrick Lufkin | 2 | | 2 | | |
| St. Theresa Orange | 3 | 1 | 4 | 25 | 1 |

^cPrivate school

TABLE I (continued)

NUMBER OF ELEMENTARY SCHOOLS AND TEACHERS IN THE GALVESTON-
HOUSTON DIOCESE, PERCENTAGE OF LAY TEACHERS, AND NUMBER
OF LAY TEACHER QUESTIONNAIRES RETURNED

| Schools out-of- Houston | Teachers | | | Percentage of lay teachers | Questionnaires returned |
|--|------------|------------|------------|-------------------------------|----------------------------|
| | Religious | Lay | Total | | |
| Shrine of the True Cross Dickinson | 6 | 2 | 8 | 25 | 2 |
| Ursuline Grade School ^d Galveston | 5 | 3 | 8 | 38 | 2 |
| Total out-of- Houston | 193 | 95 | 288 | 33.2 | 78 |
| Total in Houston | <u>233</u> | <u>191</u> | <u>424</u> | <u>66.8</u> | <u>173</u> |
| Total | 426 | 286 | 712 | 100.0 | 251 |

^dPrivate school.

GENERAL INFORMATION

Table II, page 50, shows the size of the enrollment of the schools in which the lay teachers included in this study were employed. In 18, or 25.7 per cent, of the schools the enrollments were from 200 to 299. There were 21, or 29.7 per cent, of the schools with enrollments over 500, but only 2 schools had over 1000 enrolled. Enrollments of less than 500 were reported by 49, or 70 per cent, of the schools. All of the schools enrolled both boys and girls except an academy for girls.

TABLE II
ENROLLMENTS OF SCHOOLS INCLUDED IN STUDY

| Number of pupils enrolled | Number of schools having this enrollment | Percentage of schools having this enrollment |
|---------------------------|--|--|
| 0 - 49 | 1 | 1.4 |
| 50 - 99 | 4 | 5.7 |
| 100 - 199 | 10 | 14.6 |
| 200 - 299 | 18 | 25.7 |
| 300 - 399 | 10 | 14.6 |
| 400 - 499 | 6 | 8.5 |
| 500 - 599 | 9 | 12.8 |
| 600 - 699 | 5 | 7.1 |
| 700 - 799 | 2 | 2.8 |
| 800 - 899 | 3 | 4.2 |
| 900 - 999 | | |
| 1,000 - 1,500 | 2 | 2.8 |
| Total | 70 | 100.0 |

Table III, page 51, indicates the marital status of the lay teachers who responded on the questionnaires. All but 2 teachers answered this item. The results show that 184, or 73.3 per cent, of the lay teachers were married; 49, or 19.5 per cent, were single, and 16, or 6.4 per cent, were widowed.

TABLE III
MARITAL STATUS OF LAY TEACHERS PARTICIPATING
IN STUDY

| Status | Number of lay teachers | Percentage of lay teachers |
|--------------|------------------------|----------------------------|
| Married | 184 | 73.3 |
| Single | 49 | 19.5 |
| Widow | 16 | 6.4 |
| No answer | 2 | .8 |
| Total | 251 | 100.0 |

Table IV, page 52, reveals the ages of the lay teachers included in this survey, and shows that 142, or 56.6 per cent, of them were under 40 years of age. Only 19 teachers, or 7.5 per cent, were over 60 years of age. All but 3 of the lay teachers who responded answered this item. The results indicate that the majority of the lay teachers were young enough to be active and vigorous. Only a very few teachers were old enough to retire.

EDUCATIONAL BACKGROUND

In the famous Encyclical On the Christian Education of Youth, Pope Pius XI stressed that:

Perfect schools are the result not so much of good methods as of good teachers, teachers who are thoroughly prepared and well-grounded in the matter they have to teach, who possess the intellectual and moral qualifications required by their important office; who cherish a pure and holy love for youths confided to them, because they love Jesus Christ

and His Church, of which these are the children of predilection; and who have therefore sincerely at heart the true good of family and country.²

TABLE IV
NUMBER AND PERCENTAGE OF LAY TEACHERS
IN VARIOUS AGE GROUPS

| Age group ^a | Number of teachers in age group | Percentage of teachers in age group |
|------------------------|------------------------------------|--|
| Under 20 | 3 | 1.2 |
| 20 - 29 | 63 | 25.1 |
| 30 - 39 | 76 | 30.3 |
| 40 - 49 | 57 | 22.7 |
| 50 - 59 | 30 | 12.0 |
| 60 - 69 | 15 | 5.9 |
| 70 - 79 | 4 | 1.6 |
| No answer | 3 | 1.2 |
| Total | 251 | 100.0 |

^aMean age, 38.6 years.

With the teacher-shortage problem that Catholic school administrators have been struggling to cope with in recent years, certainly the temptation has been to accept the less qualified lay teachers to fill the vacancies. This section presents the academic qualifications of the lay teachers in the Galveston-Houston diocese as reported on the questionnaires.

²Pius XI, The Christian Education of Youth (New York, 1936), p. 33.

Table V depicts the number and percentage of lay teachers according to their highest level of education. According to minimum State requirements, 111, or 44.2 per cent, of the lay teacher respondents were qualified for their positions. The State of Texas made the bachelor's degree a requirement for teacher certification in 1955; however, in certain instances, teachers possessing 90 or more hours of college credit toward a bachelor's degree could obtain emergency certificates. Of the teachers counted as qualified, 14, or 5.6 per cent, had 90 or more hours of college credit but did not possess a degree. There were 140, or 53.8 per cent, of the teachers who had fewer than 90 hours of college credit. Completion of high school was reported as the highest level of education by 47, or 18.7 per cent, of the teachers. Only 2 lay teachers reported that they had not completed high school. These figures present a challenge to Catholic school administrators of the diocese to initiate programs to assist the laity to qualify for teaching positions according to State requirements.

TABLE V

NUMBER AND PERCENTAGE OF LAY TEACHERS ACCORDING
TO HIGHEST LEVEL OF EDUCATION

| Highest level of education | Number of teachers at this level | Percentage of teachers at this level |
|----------------------------|----------------------------------|--------------------------------------|
| High school incomplete | 2 | .8 |
| High school graduate | 47 | 18.7 |
| 6 to 29 hours of college | 29 | 11.5 |
| 30 to 59 hours of college | 30 | 12.0 |

TABLE V (continued)
 NUMBER AND PERCENTAGE OF LAY TEACHERS ACCORDING
 TO HIGHEST LEVEL OF EDUCATION

| Highest level of education | Number of teachers at this level | Percentage of teachers at this level |
|---|----------------------------------|--------------------------------------|
| 60 to 89 hours of college | 27 | 10.8 |
| 90 or more hours of college (no degree) | 14 | 5.6 |
| Nursing | 5 | 2.0 |
| Academic degrees | 97 | 38.6 |
| Total teachers with no degree | 154 | 61.4 |
| Total teachers with degrees | 97 | 38.6 |
| Total | 251 | 100.0 |

The number and percentage of lay teachers according to academic degrees are given in Table VI, page 56. Out of the 251 lay teacher respondents, only 1 possessed a doctor's degree; 8 possessed master's degrees and 93, or 37.0 per cent, possessed bachelor's degrees. Certainly with 154, or 61.4 per cent, of the lay teachers in the Catholic elementary schools of the diocese possessing no degree at all, more than a critical shortage of teachers is indicated--a critical shortage of "qualified teachers" is evident.

TABLE VI
NUMBER AND PERCENTAGE OF LAY TEACHERS
HOLDING ACADEMIC DEGREES

| Academic degree | Number of teachers having degree | Percentage of teachers having degree |
|------------------|----------------------------------|--------------------------------------|
| None | 154 | 61.4 |
| Bachelor | 93 | 37.0 |
| Master | 8 ^a | |
| Doctor | 1 | .4 |
| Associate of Art | 3 | 1.2 |
| Total | 251 | 100.0 |

^aNote that the teachers who hold a master's degree are also listed as holding a bachelor's degree.

Another significant point in regard to the educational background of lay teachers is their major field of study. In answer to this question, 103 teachers failed to reply. It can only be assumed that those who did not answer this item were not working on a degree or they had not decided on their major field of study. Table VII, page 57, presents the wide variety of major fields indicated on the questionnaires. The largest number of lay teachers, which was 33, or 13.2 per cent, reported elementary education as their major field. English was indicated as a major by 25, or 9.9 per cent, of the respondents. Another 34, or 9.6 per cent, indicated education as a major. Business administration and commercial were listed as majors by 12 teachers. Various other subjects were indicated as major fields of study by 6 or fewer teachers.

TABLE VII
MAJOR FIELDS OF STUDY OF LAY TEACHERS

| Major field of study | Number of teachers having this major | Percentage of teachers having this major |
|----------------------|--------------------------------------|--|
| Elementary Education | 33 | 13.1 |
| English | 25 | 9.9 |
| Education | 24 | 9.6 |
| History | 6 | 2.4 |
| Nursing | 6 | 2.4 |
| Home Economics | 5 | 2.0 |
| Mathematics | 5 | 2.0 |
| Music | 5 | 2.0 |
| Music Education | 4 | 1.6 |
| Physical Education | 4 | 1.6 |
| Art | 3 | 1.2 |
| Spanish | 2 | .8 |
| Latin | 1 | .4 |
| Language | 1 | .4 |
| Chemistry | 2 | .8 |
| Biology | 1 | .4 |
| Sociology | 1 | .4 |
| Psychology | 1 | .4 |
| Geography | 1 | .4 |
| Zoology | 1 | .4 |

TABLE VII (continued)

MAJOR FIELDS OF STUDY OF LAY TEACHERS

| Major field of study | Number of teachers having this major | Percentage of teachers having this major |
|-------------------------|--------------------------------------|--|
| Philosophy | 1 | .4 |
| Liberal Arts | 1 | .4 |
| Speech Correction | 1 | .4 |
| Commercial | 1 | .4 |
| Business Administration | 11 | 4.4 |
| No answer | 105 | 41.8 |
| Total | 251 | 100.0 |

A teacher's major field of study is important, but it does not determine whether or not she is qualified to teach according to state requirements. The State issues certificates to indicate the positions for which teachers may qualify. Previous to 1955, temporary certificates were issued to applicants by the Texas Education Agency on completion of 2 years of college, including certain required subjects. After 5 years of successful teaching on a temporary certificate, a permanent certificate could be obtained. Since 1955 a bachelor's degree and completion of a teacher education program in a college or university approved by the Texas Education Agency have been required for a provisional certificate. For a professional certificate, 30 hours of graduate work and 3 years of teaching experience have been required. Emergency certificates could be obtained in certain instances by persons having over 90 hours of

college work on condition that they present a plan for completing the requirements for a bachelor's degree. Persons possessing out-of-state certificates have been required to complete a course in Texas government before a Texas certificate would be granted. Due to the various conditions and revisions of requirements, Texas teachers may have certificates classified under several types.

Table VIII indicates the types of certificates held and the number and percentage of teachers possessing each type. Out of the 251 lay teachers who replied, 144, or 57.4 per cent, held no teachers' certificate. Secondary certificates were indicated as being held by 10, or 4.0 per cent of the teachers, and 23, or 9.2 per cent, held out-of-state certificates. Excluding these, only 73, or 29.1 per cent, of the lay teachers in the Galveston-Houston Diocese possessed the State certificates required to qualify them for positions in the elementary schools.

TABLE VIII

NUMBER AND PERCENTAGE OF LAY TEACHERS
HOLDING TEACHERS' CERTIFICATES

| Type of certificate | Number of teachers holding certificate | Percentage of teachers holding certificate |
|------------------------------------|--|--|
| Permanent Elementary | 31 | 12.4 |
| Permanent Secondary | 10 | 4.0 |
| Permanent Elementary and Secondary | 8 | 3.2 |
| Temporary Elementary | 16 | 6.4 |
| Professional | 11 | 4.4 |

TABLE VIII (continued)
NUMBER AND PERCENTAGE OF LAY TEACHERS
HOLDING TEACHERS' CERTIFICATES

| Type of certificate | Number of teachers holding certificate | Percentage of teachers holding certificate |
|-------------------------------|--|--|
| Provisional | 3 | 1.3 |
| Emergency | 3 | 1.3 |
| Out-of-State | 20 | 9.2 |
| Administrator's | 1 | .4 |
| Health and Physical Education | 1 | .4 |
| None | 144 | 57.4 |
| Total | 251 | 100.0 |

^aRecorded under Permanent Elementary and Secondary. Teacher possessed both types.

Experience is a valuable asset in any profession, and teaching is no exception. No matter how efficient new people may be, there is always the problem of orienting them to their position in the school system. The lay teachers' number of years of experience is, therefore, an important concern of Catholic school administrators.

Table IX, page 61, discloses the number and percentage of lay teachers having various amounts of teaching experience. All but 8 of the respondents answered this item, and reported years of experience varying from less than a year to as many as 19 years. In this table, the larger numbers and percentages very decidedly fall within the range of the least years of experience.

**NUMBER AND PERCENTAGE OF LAY TEACHERS HAVING
VARIOUS AMOUNTS OF TEACHING EXPERIENCE**

| Number of years of teaching experience | Number of teachers | Percentage of teachers |
|---|-----------------------|---------------------------|
| 16 | 1 | .4 |
| 16 | 1 | .4 |
| 17 | 2 | .8 |
| 14 | 1 | .4 |
| 12 | 2 | .8 |
| 10 | 3 | 1.2 |
| 9 | 5 | 2.0 |
| 8 | 11 | 4.4 |
| 7 | 5 | 2.0 |
| 6 | 11 | 4.4 |
| 5 | 13 | 5.2 |
| 4 | 17 | 6.8 |
| 3 | 30 | 12.0 |
| 2 | 52 | 20.0 |
| 1 | 73 | 29.0 |
| Less than 1 year | 16 | 6.3 |
| No answer | 8 | 3.2 |
| Total | 251 | 100.0 |

Teaching experience of 1 year or less was reported by 89, or 35.3 per cent, of the lay teachers. Of the total number reporting, 5 years or less of teaching experience was indicated by 185, or 73.7 per cent, of the teachers. Teaching experience of 6 and 8 years respectively, was reported by 11 teachers. The data in this table very vividly illustrate the fact that the majority of the elementary school lay teachers in the diocese have been teaching one year or less.

Table X, page 62, indicates the various grades being taught by the lay teachers included in this study. The data presented show that 158, or 62.9 per cent, of the lay teachers were teaching in first to fourth grades; 69, or 27.5 per cent, were teaching in fifth to eighth grades; and 13, or 5.2 per cent, were teaching kindergarten. These figures disclose that the majority of the elementary school lay teachers in the diocese were teaching in the lower grades.

With such a large number of lay teachers in the diocese lacking degrees and teaching certificates, in-service training is most important. Table XI, page 64, summarizes the methods of in-service training reported by the lay teachers on the questionnaires and the number and percentage of teachers using the various methods. Only 5 of the teachers failed to answer this item.

TABLE X
NUMBER AND PERCENTAGE OF LAY TEACHERS TEACHING
AT VARIOUS GRADE LEVELS

| Grade level | Number of teachers teaching at this level | Percentage of teachers teaching at this level |
|-------------|---|---|
| 8 | 7 | 2.7 |
| 7 | 9 | 3.5 |
| 6 | 20 | 8.0 |

TABLE X (continued)
NUMBER AND PERCENTAGE OF LAY TEACHERS TEACHING
AT VARIOUS GRADE LEVELS

| Grade level | Number of teachers teaching at this level | Percentage of teachers teaching at this level |
|--------------------------|---|---|
| 5 | 24 | 9.6 |
| 4 | 40 | 15.9 |
| 3 | 42 | 16.7 |
| 2 | 45 | 17.9 |
| 1 | 20 | 8.0 |
| K | 13 | 5.2 |
| 7 & 8 | 3 | 1.2 |
| 6 & 7 | 3 | 1.2 |
| 5 & 6 | 1 | .4 |
| 4 & 6 ^a | 1 | .4 |
| 4 & 5 ^b | 1 | .4 |
| 3 & 4 | 5 | 2.0 |
| 2 & 3 | 2 | .8 |
| 2 & 2 | 2 | .8 |
| Coach | 7 | 2.7 |
| Art 6, 7, 8 ^c | 1 | .4 |
| No answer | 5 | 2.0 |
| Total | 251 | 100.00 |

^aCounted as grade 4 & 6.

^bCounted as grade 4 & 5.

^cNot counted in summary.

Professional reading was reported as being used by the largest number of lay teacher respondents. However, only 90, or 35.8 per cent, of the 251 respondents admitted making use of this valuable source of in-service training. Excluding professional reading and adult education courses which do not indicate college attendance, 131, or 52.2 per cent, of the lay teachers included in the study reported attendance at summer sessions or part-time college or university classes. This fact indicates that over half of the lay teachers employed in the elementary schools in the diocese were continuing their education.

TABLE XI
IN-SERVICE TRAINING OF LAY TEACHERS

| Method | Number of teachers using this method | Percentage of teachers using this method |
|---|--------------------------------------|--|
| Summer school attendance at college or university | 71 | 28.3 |
| Part-time college or university attendance during academic year | 40 | 15.9 |
| Correspondence courses | 9 | 3.7 |
| Television courses | 11 | 4.4 |
| Adult education courses | 25 | 9.9 |
| Professional reading | 90 | 35.8 |
| No answer | 5 | 2.0 |
| Total | 251 | 100.0 |

WORK LOAD

The average student-teacher ratios given in Chapter II indicate that, in general, the classes in the Galveston-Houston Diocese exceeded the limit set by the Texas Education Agency at the time this study was made. According to the standards of the Agency, no more than 30 pupils could be in membership in first and second grade classes, nor more than 35 pupils in any other class in the elementary school. While this was the established standard, the following stipulation was made:

It is recognized that since the public school must admit all pupils, the limits on class size herein established might have to be exceeded for temporary periods. When such excess enrollment is necessary, the school must have a remedial plan so that the standard can be met as soon as possible.³

The data given in Table XII, page 66, determines how well the lay teachers' classes conformed to this standard. It gives the number and percentage of lay teachers having various class sizes. Since there may be variations between class sizes in the schools in Houston and those located out of Houston, each area is presented separately and as a total.

In the Houston area, 108, or 67.5 per cent, of the 160 lay teachers reporting indicated that their classes had enrollments of 35 pupils or more. The mean class size for this area was 45.4. The out-of-Houston area reported 56, or 70.9 per cent, of the lay teachers' classes as having 35 or more pupils. The mean class size for this area was 39.0. From the total number of

³Texas Education Agency, Principles and Standards for Accrediting Elementary and Secondary Schools, Bulletin 560 (Austin, July 1960), pp. 7-8.

TABLE XII
 NUMBER AND PERCENTAGE OF PUPILS IN CLASSES
 TAUGHT BY LAY TEACHERS

| Number of pupils in class | In Houston | | Out-of-Houston | | Total | |
|---------------------------|-----------------|-------------|-----------------|-------------|------------|--------------|
| | Teachers | Per cent | Teachers | Per cent | Teachers | Per cent |
| 70 - 74 | 1 | .4 | 1 | 14 | 2 | .8 |
| 65 - 69 | | | 1 | .4 | 1 | .4 |
| 60 - 64 | | | 1 | .4 | 1 | .4 |
| 55 - 59 | 5 | 2.0 | 2 | .8 | 7 | 2.8 |
| 50 - 54 | 5 | 2.0 | 2 | .8 | 7 | 2.8 |
| 45 - 49 | 28 | 11.0 | 11 | 4.3 | 39 | 15.4 |
| 40 - 44 | 37 | 14.6 | 23 | 9.0 | 60 | 23.7 |
| 35 - 39 | 32 | 12.6 | 15 | 5.9 | 47 | 18.6 |
| 30 - 34 | 21 | 8.3 | 10 ^a | 4.0 | 31 | 12.1 |
| 25 - 29 | 25 ^b | 9.9 | 5 | 2.0 | 30 | 11.9 |
| 20 - 24 | 6 | 2.4 | 7 | 2.8 | 13 | 5.1 |
| 15 - 19 | | | 1 | .4 | 1 | .4 |
| Phys. Ed. | | | | | 5 | 2.0 |
| No answer | | | | | 9 | 3.6 |
| Total | 160 | 63.2 | 79 | 31.2 | 253 | 100.0 |

Mean class sizes: Houston 45.4; Out-of-Houston 39.0; Total 38.2

^aKindergarten teacher. Two classes recorded, a.m. 31, p.m. 22.

^bKindergarten teacher. Two classes recorded, a.m. 44, p.m. 29.

class sizes reported, 164, or 64.8 per cent, had 35 or more pupils. The mean class size for the diocese was 38.2. According to these figures, the lay teachers' classes in the Catholic elementary schools of the Galveston-Houston Diocese generally exceeded the standards established by the Texas Education Agency.

Another important factor included in the data on the working conditions of the lay teachers was the time element. The number of hours spent per day on instruction, and the number of hours spent at school each day were requested on the questionnaire. After the information had been requested, the Superintendent notified all the Catholic elementary schools of the diocese that they were to abide by the State standard requiring 6 hours of instruction exclusive of lunch. This requirement brought about subsequent changes in the length of time given to instruction in the elementary schools; therefore, the item was omitted in the analysis of data.

The total number of hours spent at school each day by the respondent teachers is given in Table XIII, page 68. All but 4 of the lay teachers answered this item. There were 14, or 5.6 per cent, of the teachers who indicated that they spent less than 5 hours per day at their schools; however, these were kindergarten teachers and coaches. The largest group of respondents, which was 113, or 45.0 per cent, indicated that they spent from 7 hours to 7 hours and 45 minutes per day at school. The time spent in school was given as 6 hours or more by 212, or 84.4 per cent, of the respondent teachers.

Table XIV, page 69, shows the extra-curricular activities for which the respondent teachers reported having responsibility. Playground supervision ranked first with 74, or 28.5 per cent, reporting responsibility for this activity. Responsibility for playground and lunchroom supervision was reported by 73, or 28.1 per cent, of the teachers. Responsibility for coaching and

TABLE XIII

HOURS SPENT AT SCHOOL EACH DAY BY LAY
TEACHER RESPONDENTS

| Hours spent at school each day | Number of teachers | Percentage of teachers |
|--------------------------------|--------------------|------------------------|
| 8 - 8 3/4 | 6 | 2.4 |
| 7 - 7 3/4 | 113 | 45.0 |
| 6 - 6 3/4 | 93 | 37.0 |
| 5 - 5 3/4 | 21 | 8.4 |
| 4 - 4 3/4 | 3 | 1.2 |
| 3 - 3 3/4 | 7 | 2.8 |
| 2 - 2 3/4 | 4 | 1.6 |
| No answer | 4 | 1.6 |
| Total | 251 | 100.0 |

physical education was reported by 16, or 6.1 per cent. Only small numbers of teachers indicated other extra-curricular activities for which they were responsible. The results indicate that lunchroom and playground supervision were the extra-curricular activities for which the majority of lay teachers were responsible.

Only 4 lay teachers reported an affirmative answer to the question concerning remuneration for extra-curricular activities. Remuneration for coaching was reported by 3 teachers and 1 reported receiving remuneration for the position of organist.

TABLE XIV

**NUMBER^a AND PERCENTAGE OF LAY TEACHERS REPORTING RESPONSIBILITY
FOR EXTRA-CURRICULAR ACTIVITIES**

| Extra-curricular activity | Number of teachers | Percentage of teachers |
|--------------------------------------|--------------------|------------------------|
| Playground supervision | 74 | 28.5 |
| Lunchroom supervision | 17 | 6.5 |
| Playground and lunchroom supervision | 73 | 28.1 |
| Coaching | 11 | 4.2 |
| Physical education | 5 | 1.9 |
| Detention | 6 | 2.3 |
| Music (choir and organist) | 5 | 1.9 |
| Office | 2 | .8 |
| Art | 1 | .4 |
| Library | 1 | .4 |
| School paper | 1 | .4 |
| No answer | 64 | 24.6 |
| Total | 260 | 100.0 |

^aNumber of teachers totaled 260 instead of 251 because some teachers indicated responsibility for more than one activity.

Since the advent of such large numbers of lay teachers in the Catholic elementary schools, the question has been raised, "Should lay teachers teach religion?" This has remained a controversial issue on which attitudes and opinions vary. Some persons have said that lay teachers should teach their

own religion classes, but others have disagreed. Monsignor Carl J. Ryan defended the former attitude in an article entitled, "Should Lay Teachers Teach Religion?"⁴ In this article, several reasons were presented as to why lay teachers should teach religion, such as: providing an opportunity for good lay religious leadership, developing better mental attitudes toward teaching, promoting feelings of success, developing a sense of belonging and a healthy faculty spirit. Monsignor Ryan explained that students expect priests and Sisters to be religious, but that a lay teacher who lives a life closely related to that of the students may be a greater source of inspiration. Viewpoints he obtained from lay teachers themselves revealed that they felt the teaching of religion was a means of spiritual advancement for them, and that this experience develops in them a consciousness of their need for professional growth and further study of religion.

Some disadvantages of substituting a Sister for religious instruction in lay teachers' classes were pointed out by Monsignor Ryan also. He expressed the opinion that such action weakens the position of the lay teacher and may result in the impression that the Catholic school is less Catholic when lay teachers are employed. In defense of this position, he recalled the fact that parents are expected to teach religion, and concluded that competent lay teachers should not be denied this function. This article presented convincing evidence in favor of lay teachers teaching religion in Catholic schools.

The lay teachers who participated in this study were asked to designate on the questionnaires whether or not they taught religion.

⁴Rt. Rev. Msgr. Carl J. Ryan, "Should Lay Teachers Teach Religion?" The Catholic School Journal, LVII (September 1958), 31-32.

The number and percentage who reported that they did teach religion are presented in Table XV. The number of negative and affirmative answers was almost evenly divided. Those who reported that they did teach religion totaled 126, or 50.2 per cent, while 119, or 47.4 per cent, reported that they did not teach religion. Only 4 teachers failed to answer this question, and 2 reported that they taught religion part-time. These results raise a question as to why almost half of the elementary school lay teachers in the diocese were not teaching religion.

The lay teachers reporting that they did not teach religion were asked to indicate on the questionnaire by whom it was taught. The answers almost unanimously stated, "Sister." These results would lead one to conclude that either about half the elementary school lay teachers in the diocese were not considered competent enough to teach the religion classes or that there was a strong attitude prevailing that religion must be taught by religious.

TABLE XV
NUMBER AND PERCENTAGE OF LAY TEACHERS
WHO TEACH RELIGION

| Response | Number of lay teachers who teach religion | Percentage of lay teachers who teach religion |
|--------------|---|---|
| Yes | 126 | 50.2 |
| No | 119 | 47.4 |
| Part-time | 2 | .8 |
| No answer | 4 | 1.6 |
| Total | 251 | 100.0 |

CONDITIONS OF SERVICE

As was previously emphasized in this study, the tremendous influx of lay teachers into the Catholic educational system has brought with it problems concerning economic security. Laymen cannot be expected to accept employment in the Catholic school system on the same basis as religious who are vowed to poverty. The mind of the Church with respect to fair wages was eloquently expressed by the late Holy Father, Pope Pius XII.⁵ His words were a directive to Catholic administrators to provide just wages for the laity. In our American society what constitutes just wages varies in different localities, but it has been recommended that the minimum salaries prescribed by law be considered at least a starting point. Monsignor Henry M. Hald offered the following recommendation as a guide to Catholic school administrators:

The financial status of lay teachers must be made comparable to that of the public school teachers, in tenure, salary, and security. A salary scale should be set up by the diocese, in which training, skill, and experience are recognized. Tenure should be guaranteed and a retirement scheme adopted. . . .⁶

The salaries received by the lay teachers included in this survey are reported in Table XVI, page 73. Of the lay teachers who responded, 4 indicated that they were part-time teachers, and 7 refrained from answering the question. Out of the 251 teachers who responded, only 5, or 2.0 per cent, reported receiving salaries under \$1,000, and one of these was a part-time teacher. Excluding these 5 teachers and the part-time teachers, 71, or 28.3 per cent,

⁵Pius XII, "Religious, Moral and Intellectual Training of Youth," (Address of September 4, 1949), The Catholic Mind, XLVIII (September 1950), 371.

⁶Msgr. Henry M. Hald, "Recruiting Lay Teachers," Bulletin of the National Educational Association, LI (August 1954), 550.

reported receiving salaries between \$2,000 and \$2,999. Only 15, or 6.0 per cent of the teachers reported receiving salaries over \$3,000. Excluding the part-time teachers, 224, or 89.2 per cent, of the 251 lay teacher respondents reported receiving salaries less than \$3,000, which at that time was a low salary for a teacher in any school system.

TABLE XVI
NUMBER AND PERCENTAGE OF LAY TEACHERS RECEIVING
VARIOUS SALARIES

| Salary | Number of teachers receiving this salary | | Percentage of teachers receiving this salary | |
|-----------------|--|-----------|--|------------|
| | Full-time | Part-time | Full-time | Part-time |
| Under \$1,000 | 4 | 1 | 1.6 | .4 |
| \$1,000 - 1,499 | 41 | 1 | 16.3 | .4 |
| 1,500 - 1,999 | 30 | 1 | 12.0 | .4 |
| 2,000 - 2,499 | 89 | | 35.4 | |
| 2,500 - 2,999 | 60 | 1 | 23.9 | .4 |
| 3,000 - 3,499 | 13 | | 5.2 | |
| 4,000 - over | | | | |
| No salary | 1 | | .4 | |
| No answer | 7 | | 2.8 | |
| Total | 247 | 4 | 98.4 | 1.6 |

Not only were the majority of the salaries received by the responding lay teachers low, but a majority replied in the negative to the question, "Does your school grant a regular increase of salary?" One hundred and twenty-six, or 50.2 per cent, said that they did not receive a regular salary increase. Another 65, or 25.8 per cent, did not answer or did not know. Only 60 lay teachers, or 23.9 per cent, answered in the affirmative. Table XVII shows the number and percentage of responses given by the lay teacher respondents to this question.

TABLE XVII
NUMBER AND PERCENTAGE OF LAY TEACHERS RECEIVING
REGULAR SALARY INCREASE

| Response | Number of teachers receiving regular salary increase | Percentage of teachers receiving regular salary increase |
|--------------|--|--|
| Yes | 60 | 23.9 |
| No | 126 | 50.2 |
| ? | 12 | 4.8 |
| No answer | 53 | 21.0 |
| Total | 251 | 100.0 |

Table XVIII, page 75, shows further that only 83, or 33.1 per cent, of the lay teachers reported that there was a uniform salary scale for teachers of the same type or position who have equivalent training and experience.

The results shown in these tables seem to indicate that there was little from an economic standpoint to encourage lay teachers to seek teaching positions in the Catholic elementary schools of the Galveston-Houston Diocese.

TABLE XVIII
NUMBER AND PERCENTAGE OF LAY TEACHERS REPORTING A
UNIFORM SALARY SCALE

| Response | Number of teachers reporting a uniform salary scale | Percentage of teachers reporting a uniform salary scale |
|--------------|---|---|
| Yes | 83 | 33.1 |
| No | 87 | 34.7 |
| ? | 15 | 6.0 |
| No answer | 66 | 26.2 |
| Total | 251 | 100.0 |

With 89.2 per cent of the 251 lay teachers responding in this study receiving salaries less than \$3,000 per year, one would expect an overwhelming majority to feel that they were underpaid. The responses to the question, "Do you feel that you are underpaid?" given in Table XIX, page 76, show almost equal negative and affirmative answers. Thirty teachers did not answer the question, but 114, or 45.4 per cent, replied that they did feel that they were underpaid. The other 106, or 42.6 per cent, indicated that they did not feel they were underpaid.

The responses to the question, "Do you feel your school could afford to pay more?", were not as evenly divided as those given to the previous question. Only 39, or 15.5 per cent, of the respondent teachers answered this question in the affirmative. A much larger number consisting of 145, or 57.7 per cent, of the respondents did not feel that the school could pay them more. Sixty-seven,

or 26.8 per cent, either did not know or did not answer the question. The responses to this question are shown in Table XIX. The results indicate that even though the lay teachers felt that they were underpaid, they likewise realized that the schools were unable to pay them more.

TABLE XIX
ATTITUDES OF LAY TEACHERS TOWARD SALARIES

| Response | Feel underpaid | | Feel school could pay more | |
|-----------|--------------------|------------------------|----------------------------|------------------------|
| | Number of teachers | Percentage of Teachers | Number of Teachers | Percentage of Teachers |
| Yes | 114 | 45.4 | 39 | 15.5 |
| No | 107 | 42.6 | 145 | 57.7 |
| ? | | | 22 | 8.8 |
| No answer | 30 | 12.0 | 45 | 18.0 |
| Total | 251 | 100.0 | 251 | 100.0 |

In addition to adequate salary, tenure is an important factor for establishing a feeling of security in a teaching position. Permanent tenure has been rare in the public school system, but the majority of teachers in the United States have been granted at least annual contracts that guarantee them the right to teach in a given school system for the year. Such contracts protect the teachers against unjustifiable dismissal and incur an obligation on them to finish out their assignment. Continuing contracts, which assure the teachers that they will be automatically rehired each year unless they are notified otherwise before a certain date, have become a current trend.

The lay teachers included in this study were asked to indicate if they had a written contract, and if so for how many years. Table XX shows that 196, or 78.1 per cent, of the 251 lay teachers who responded reported that they had no written contract. All 50, or 19.9 per cent, of the teachers who reported that they had a written contract indicated that they were made for 1 year.

Even though the number of lay teachers who reported that they had a written contract was small, 196, or 78.1 per cent, of them indicated that they felt they had indefinite tenure.

TABLE XX

NUMBER AND PERCENTAGE OF LAY TEACHERS
HAVING A WRITTEN CONTRACT

| Written contract | Number of teachers | Percentage of teachers |
|------------------|--------------------|------------------------|
| Yes | 50 | 19.9 |
| No | 196 | 78.1 |
| No answer | 5 | 2.0 |
| Total | 251 | 100.0 |

In answer to the question, "Have any lay teachers ever been dismissed from your school without due cause and without warning?", 209 teachers, or 83.2 per cent, answered in the negative. Only 5 affirmative answers were given. These results indicate that although there was a lack of tenure in the form of written contracts, in general practice the elementary school lay teachers of the diocese were not dismissed without due cause and notice.

In regard to reductions made in salary for absences due to illness, death in family, or attendance at professional meetings, the lay teachers' responses indicated that such reductions were not generally made. Table XXI shows that only 34, or 13.5 per cent, of the respondents were subject to such reductions, while 197, or 78.5 per cent, were not.

TABLE XXI

NUMBER AND PERCENTAGE OF LAY TEACHERS REPORTING REDUCTIONS
IN PAY FOR ABSENCE DUE TO ILLNESS, DEATH IN FAMILY
OR ATTENDANCE AT PROFESSIONAL MEETINGS

| Response | Number of teachers | Percentage of teachers |
|-----------|--------------------|------------------------|
| Yes | 34 | 13.5 |
| No | 197 | 78.5 |
| ? | 4 | 1.6 |
| No answer | 16 | 6.4 |
| Total | 251 | 100.0 |

The number and percentage of lay teachers classified as to their number of years of teaching experience was presented in Table IX, page 61. The significant facts revealed in this table were that 185, or 73.7 per cent, of the respondents had only 5 years or less of teaching experience, and that 89, or 35.3 per cent, had 1 year or less of teaching experience. Table XXII, page 79, reports the number of years the lay teacher respondents had been located in their present position. Again, 89, or 35.3 per cent, of the teachers indicated 1 year or less of teaching experience in their present school. Excluding the 8 teachers who did not answer this item, only 42, or 16.7 per cent, of the

respondents had been teaching in their present position for more than 5 years. The information in Table IX, page 61, and Table XXII, indicates that the majority of the lay teachers had a limited amount of experience.

TABLE XXII

NUMBER AND PERCENTAGE OF LAY TEACHERS CLASSIFIED AS TO
THE NUMBER OF YEARS THEY HAVE BEEN LOCATED
IN THEIR PRESENT TEACHING POSITION

| Number of years in present position | Number of teachers | Percentage of teachers |
|-------------------------------------|--------------------|------------------------|
| Less than 1 yr. | 16 | 6.3 |
| 1 | 73 | 29.0 |
| 2 | 52 | 20.7 |
| 3 | 30 | 12.0 |
| 4 | 17 | 6.8 |
| 5 | 13 | 5.2 |
| 6 | 11 | 4.4 |
| 7 | 5 | 2.0 |
| 8 | 11 | 4.4 |
| 9 | 5 | 2.0 |
| 10 | 3 | 1.2 |
| 11 - 19 | 7 | 2.8 |
| No answer | 8 | 3.2 |
| Total | 251 | 100.0 |

It has been a well established policy of the public school systems of the United States to provide fringe benefits for public school teachers. Many Catholic school systems have been striving to develop plans whereby lay teachers in the Catholic schools may receive similar benefits. The responses given by the lay teachers in this study show that very little has been accomplished in this regard in the Galveston-Houston Diocese. Only 18 lay teachers reported sick benefits and 10 retirement benefits.

TABLE XXIII

NUMBER AND PERCENTAGE OF LAY TEACHERS RECEIVING BENEFITS

| Response | Sick | | Retirement | |
|-----------|--------------------|------------------------|--------------------|------------------------|
| | Number of teachers | Percentage of teachers | Number of teachers | Percentage of teachers |
| Yes | 18 | 7.1 | 10 | 4.0 |
| No | 209 | 82.1 | 219 | 87.0 |
| ? | 4 | 1.6 | 2 | .8 |
| No answer | 20 | 8.2 | 20 | 8.2 |
| Total | 251 | 100.0 | 251 | 100.0 |

The lay teachers were also asked to describe the benefits they received. Table XXIV, page 81, classifies the benefits as listed on the questionnaires. It is most notable that only 13 lay teachers reported receiving Social Security. The results reported in this Table show that 223, or 88.8 per cent, of the 251 lay teacher respondents received no benefits.

TABLE XXIV
VARIOUS BENEFITS RECEIVED BY
LAY TEACHER RESPONDENTS

| Benefit | Number of teachers | Percentage of teachers |
|------------------------------------|--------------------|------------------------|
| Social Security | 13 | 5.2 |
| Retirement Plan | 3 | 1.2 |
| Blue Cross Insurance | 2 | .8 |
| Accident, life, hospital insurance | 6 | 2.4 |
| Clinic services | 2 | .8 |
| Accident insurance | 2 | .8 |
| Total receiving benefits | 28 | 11.2 |
| Total receiving no benefits | <u>223</u> | <u>88.8</u> |
| Total | 251 | 100.0 |

Even though the salaries received by the lay teachers included in this survey were low, comparatively few reported that they had any other employment. Table XXV, page 82, reports the number and percentage of lay teachers having employment other than their teaching position during the academic school year, or during the summer. Nineteen of the 251 respondents reported other employment during the scholastic year, and 24 reported summer employment.

From the data that has been presented concerning the financial status of the Catholic elementary school lay teachers in the Balveston-Houston Diocese, it may be concluded that there was much to be desired to provide economic

security for them. Without a doubt, little has been provided from an economic standpoint to encourage lay teachers to enter or remain in the diocesan school system.

TABLE XXV
NUMBER AND PERCENTAGE OF LAY TEACHERS HAVING
SUMMER AND OTHER EMPLOYMENT

| Response | Other employment | | Summer employment | |
|-----------|--------------------|------------------------|--------------------|------------------------|
| | Number of teachers | Percentage of teachers | Number of teachers | Percentage of teachers |
| Yes | 19 | 7.6 | 24 | 9.6 |
| No | 215 | 85.6 | 192 | 76.5 |
| No answer | 17 | 6.8 | 35 | 13.9 |
| Total | 251 | 100.0 | 251 | 100.0 |

ATTITUDES AND OPINIONS

Economic security is not always considered the most important factor to a person in his profession. Sometimes there are compensations far more rewarding than financial reward. An attempt was made in this survey to ascertain some of the attitudes and opinions of the lay teachers toward their position in the Catholic elementary schools of the diocese.

In answer to the question, "Do you think that the teaching profession affords personal compensations not financial?", 241 respondents, or 95.9 per

cent, answered in the affirmative; 3 answered in the negative, and 7 did not answer. The results of the responses to this question are given in Table XXVI.

TABLE XXVI

NUMBER AND PERCENTAGE OF LAY TEACHERS WHO THINK THAT
THE TEACHING PROFESSION AFFORDS PERSONAL
COMPENSATIONS WHICH ARE NOT FINANCIAL

| Response | Number of teachers | Percentage of teachers |
|-----------|--------------------|------------------------|
| Yes | 241 | 95.9 |
| No | 3 | 1.2 |
| No answer | 7 | 2.9 |
| Total | 251 | 100.0 |

Table XXVII, page 84, shows the responses given by the lay teachers to the question, "Do you think teaching in a Catholic school affords more satisfactory non-financial compensations than teaching in a public school?" Affirmative answers were given by 212 lay teachers, or 84.4 per cent, of the total number, while only 12 teachers gave negative answers. The results given in Table XXVI and Table XXVII are evidence that the lay teachers found compensations other than financial in their teaching positions in the Catholic schools.

The reasons reported by the lay teachers for accepting their present teaching position were varied. However, the largest number of respondents, which was 99, or 39.4 per cent, reported that they accepted their present position because a teacher was needed. Another 38, or 15.1 per cent, stated that they accepted their position for financial reasons and the income. The various other reasons given were indicative of higher motives such as: love of children and Catholic environment.

TABLE XXVII

**NUMBER AND PERCENTAGE OF LAY TEACHERS WHO THINK TEACHING
IN A CATHOLIC SCHOOL AFFORDS MORE SATISFACTORY
NON-FINANCIAL COMPENSATIONS THAN
TEACHING IN A PUBLIC SCHOOL**

| Response | Number of teachers | Percentage of teachers |
|-----------|--------------------|------------------------|
| Yes | 212 | 84.4 |
| No | 12 | 4.8 |
| Optional | 1 | .4 |
| No answer | 26 | 10.4 |
| Total | 251 | 100.0 |

The question is often posed as to why more lay teachers do not teach in the Catholic schools. The lay teachers included in this study were asked to give the reasons why more Catholic teachers do not teach in Catholic schools. The responses were expressed in a variety of ways but could be classified under the titles given in Table XXVIII, page 85. Some of the teachers gave more than one reason, so the total number of responses was 288 instead of 251. Low salary very definitely ranked first among the reasons given. This reason was given 190 times, which was 66.0 per cent of the total number of responses. Lack of benefits was listed 28 times, and large classes and great demands 17 times. The other reasons were reported only a few times each. According to the responses of the lay teachers, low salaries and lack of benefits seemed to be the principal reason why more Catholic teachers were not teaching in the Catholic schools.

TABLE XXVIII

NUMBER^a AND PERCENTAGE OF REASONS GIVEN WHY MORE CATHOLIC
TEACHERS DO NOT TEACH IN CATHOLIC SCHOOLS

| Reason | Number of responses | Percentage of responses |
|--------------------------------------|---------------------|-------------------------|
| Low salary | 190 | 66.0 |
| Lack of benefits | 28 | 9.7 |
| Large classes- great demands | 17 | 5.9 |
| Attitudes of parents and teachers | 4 | 1.4 |
| Lack of consecration | 2 | .7 |
| No advancement | 2 | .7 |
| No answer | 43 | 15.6 |
| Total | 288 | 100.0 |

^aNumber of responses totaled 288 instead of 251 because some teachers gave more than 1 reason.

Religious have traditionally been charged with the administration of Catholic elementary schools in the United States. The increase in the number of lay faculty members has called for a tremendous effort on the part of religious principals and teachers to make the laity "feel at home" and become an integral part of the faculties. Father George A. Harcar expressed his viewpoint on this topic as follows: "It can truly be said that the personnel and

resources of all institutions in Catholic education are joined in one gigantic attempt to make the lay teacher a real co-partner in our educational system."⁷ How well this attempt has been realized is indicated by the responses of the lay teachers themselves.

In answer to the question, "Do you feel that a spirit of cooperation and harmony exists between the religious and lay teachers in your school?", 244, or 97.1 per cent, of the lay teacher respondents answered, "Yes." There were no negative answers and only 7 who did not answer the question. A summary of the responses to this question is given in Table XXIX.

TABLE XXIX

NUMBER AND PERCENTAGE OF LAY TEACHERS WHO FEEL THAT A SPIRIT OF HARMONY EXISTS BETWEEN THE RELIGIOUS AND LAY TEACHERS

| Response | Number of teachers | Percentage of teachers |
|-----------|--------------------|------------------------|
| Yes | 244 | 97.1 |
| No | | |
| No answer | 7 | 2.9 |
| Total | 251 | 100.0 |

The responses given to the question, "Do the administrative officers of your school treat lay teachers on an equal basis with religious teachers in

⁷Rev. George A. Harcar, S.S.Sp. "Orienting the Lay Teacher into the Catholic Philosophy of Education and Its Objectives," National Catholic Educational Association Bulletin, LII (August 1955), 275.

matters purely academic?", are given in Table XXX. Affirmative answers were given by 275, or 89.6 per cent of the lay teachers. Only 4 teachers answered, "No," and 22 teachers gave no answer at all.

TABLE XXX

NUMBER AND PERCENTAGE OF LAY TEACHERS WHO FEEL ADMINISTRATIVE OFFICERS OF THEIR SCHOOL TREAT LAY TEACHERS ON AN EQUAL BASIS WITH RELIGIOUS TEACHERS

| Response | Number of teachers | Percentage of teachers |
|-----------|--------------------|------------------------|
| Yes | 225 | 89.6 |
| No | 4 | 1.6 |
| No answer | 22 | 8.8 |
| Total | 251 | 100.0 |

Table XXXI, page 88, indicates that 90.4 per cent of the lay teachers gave affirmative answers to the question, "Is the attitude of religious teachers in your school one that assures lay teachers that they have equal rights and privileges with them in purely scholastic matters?"

The question, "Do you feel your views and opinions in teachers' meetings are given due consideration?", received an answer of "Yes" from 236 of the lay teachers, which was 94.0 per cent of the 251 respondents. Only 2 teachers gave negative answers, but 13 did not answer the question.

The responses to these questions concerning the relationships of religious and lay teachers in the elementary schools of the diocese indicate that the religious were succeeding in making the laity feel that they were real co-partners in the Catholic educational system. This point is further emphasized

by the fact that only 4 lay teachers indicated that they would transfer to a public school for a salary increase of less than \$500 per year.

TABLE XXXI

NUMBER AND PERCENTAGE OF LAY TEACHERS WHO FEEL THEY HAVE
EQUAL RIGHTS AND PRIVILEGES WITH RELIGIOUS IN
PURELY SCHOLASTIC MATTERS

| Response | Number of teachers | Percentage of teachers |
|-----------|--------------------|------------------------|
| Yes | 227 | 90.4 |
| No | 3 | 1.2 |
| No answer | 21 | 8.4 |
| Total | 251 | 100.0 |

Since the advent of so many lay teachers into the Catholic school system, it has been debated as to whether there should be some lay members on the faculties of the schools even if there were enough religious available. Parents and teachers have expressed diversified opinions on the matter. The attitudes and opinions of the lay teachers were sought in this survey. Table XXXII, page 89, reveals that even their opinions were divided. The largest number of the respondents, consisting of 140, or 55.8 per cent, answered in the affirmative. Negative answers were given by 72, or 28.7 per cent, of the teachers. Thirty-eight, or 15.1 per cent, failed to answer the question, and one teacher recorded a question mark. Many of the teachers gave reasons for their answers, but the pros exceeded the cons. The majority gave very sound reasons why there should be lay teachers on the faculties of our Catholic schools, even if enough religious were available.

TABLE XXXII

NUMBER AND PERCENTAGE OF LAY TEACHERS WHO FEEL THERE SHOULD
BE SOME LAY TEACHERS ON THE FACULTIES OF
CATHOLIC SCHOOLS

| Response | Number of teachers | Percentage of teachers |
|-----------|--------------------|------------------------|
| Yes | 140 | 55.8 |
| No | 72 | 28.7 |
| ? | 1 | .4 |
| No answer | 38 | 15.1 |
| Total | 251 | 100.0 |

SUMMARY

The purpose of this chapter was to reveal the status of the lay teacher in the Catholic elementary schools of the Diocese of Galveston-Houston through the analysis of data obtained from the questionnaires returned by 251, or 88 per cent, of the 286 lay teachers contacted. The findings may be summarized as follows:

Out of the schools in which the lay teachers included in the study were teaching, 49, or 70 per cent, had enrollments of less than 500. The majority of the lay teachers were married women under 40 years of age. There were 111 of the lay teacher respondents who reported having completed 90 hours or more of college work. State teaching certificates qualifying them to teach in the elementary schools of Texas were reported held by 73, or 29.1 per cent of the teachers.

Teaching experience of 5 years or less was reported by 185, or 73.7 per cent, of the respondents, while 1 year or less of teaching experience was reported by 89, or 35.3 per cent.

The data obtained disclosed that 158, or 62.9 per cent, of the lay teachers were teaching in first through fourth grades. A relatively small percentage were teaching in fifth through eighth grades.

Out of the 251 lay teachers reporting, 131, or 52.2 per cent, indicated that they were continuing their education by summer school or part-time attendance at college and university classes.

The diocesan mean size of class taught by the lay teacher respondents was 38.2. According to the data reported, the lay teachers' classes generally exceeded the standards established by the Texas Education Agency. There were 164, or 64.8 per cent, of the classes reported as having 35 or more pupils.

The number of the lay teachers who reported that they spent 7 or more hours at school each day was 119, or 47.4 per cent, while 84.4 per cent, reported spending 6 hours or more. A large majority reported that they were responsible for playground and lunchroom supervision. A few reported other extra-curricular activities for which they were responsible, but only 2 received remuneration for these activities.

The teaching of religion by lay teachers seemed to be a divided issue. There were 126 of the respondents who gave affirmative answers to the question, and 119, or 47.4 per cent, who answered in the negative. These figures raise a question as to the reason why so many of the lay teachers were not teaching religion.

Excluding the 4 part-time lay teachers who responded, 224, or 89.2 per cent, reported receiving salaries of less than \$3,000 a year. Only 16 teachers reported receiving salaries of \$3,000 or more a year. In comparison with public school teachers' salaries in the area, the Catholic lay teachers ranked low.

A few lay teachers reported regular salary increases or provision for fringe benefits. Only 13 teachers reported having Social Security, and only 50 reported having written contracts.

The data presented indicated that the financial status of the lay teachers in the diocese needed improvement. However, even with economic limitations, the lay teachers expressed great satisfaction with their teaching positions. All but a few teachers indicated that they felt a spirit of harmony existed between the lay and religious teachers, and that they enjoyed equal privileges with religious in matters purely academic.

Low salary and lack of fringe benefits were given as the principal reasons why more Catholic teachers were not teaching in Catholic schools. A majority of the lay teachers thought that there should be lay teachers on the faculties of the Catholic schools even if enough religious were available.

The findings of this survey indicate that an increase in salary, provision for sick and retirement benefits, a system of tenure, and programs for completion of college work would contribute to the improvement of the status of the elementary school lay teachers of the Galveston-Houston Diocese.

CHAPTER V

CURRENT LAY TEACHER POLICIES IN THE GALVESTON-HOUSTON DIOCESE

Msgr. Henry C. Bezou not only extolled the work of the laity in Catholic education but gave some very practical comments concerning administrator-lay teacher relationships and responsibilities, in his address at the National Catholic Educational Association Convention in 1953, of which the following was quite significant:

I trust that I have not given the impression up to now that lay teacher-Catholic school relations are a one-way street with the arrow pointing favorably only to the lay teacher. The lay teacher has responsibilities, too, towards the school and towards the children in the school and towards fellow faculty members, towards the principal and towards the pastor. All of these should be clearly defined beforehand and not left to chance or until some incident arises. No lay teacher should begin a term of employment without knowing the policies of the diocesan school system, in addition to those peculiar to the school.¹

Previous to the time of this study, in the Galveston-Houston Diocese, policies for the Catholic elementary school lay teachers, especially those concerning conditions of service, were established by the administrators of each elementary school. In order to determine what policies were being followed in the various parishes of the diocese, questionnaires were sent to each of the 75 Catholic elementary school principals in October of 1960. They were sent

¹Very Rev. Msgr. Henry C. Bezou, "The Diocesan Superintendent and the Lay Teacher," National Catholic Educational Association Bulletin, L (August 1953), 357.

in the name of the Superintendent of Schools, and returned to the Diocesan School Office. Questionnaires were returned unanswered by 20 principals. The 5 principals who returned the questionnaires unanswered indicated that they had no lay teachers, and, therefore, no lay teacher policies. The purpose of this chapter is to present and evaluate the data concerning lay teacher policies existing in the Galveston-Houston Diocese as obtained from the questionnaires returned by the elementary school principals.

The responses in answer to the question, "Who is responsible for hiring lay teachers?" are summarized in Table XXXIII. Out of the 70 responses, 35 of the principals, or 50 per cent, indicated that lay teachers were hired by both the pastor and the principal. The pastor was indicated as responsible for hiring lay teachers by 22 principals. The principal was given as the person responsible for hiring lay teachers by 13, or 18.6 per cent, of the respondents.

TABLE XXXIII

PERSONS RESPONSIBLE FOR HIRING LAY TEACHERS

| Person responsible for hiring lay teachers | Number of responses | Percentage of responses |
|--|---------------------|-------------------------|
| Pastor | 22 | 31.4 |
| Principal | 13 | 18.6 |
| Pastor and principal | 35 | 50.0 |
| Total | 70 | 100.0 |

The principals were asked to indicate on the questionnaires the qualifications required of lay teachers in regard to age, religion, professional training and other qualifications. The item regarding age requirements, was not answered or indicated no policies in this regard, by 49, or 70 per cent of the principals who responded. Out of 21 responses given, 16 stated minimum age requirements ranging from 18 to 25 years. There were 5 responses that merely indicated the age requirement as under 40, 50, 55, and 60 years.

Only Catholic lay teachers were reported as being employed in the schools by 68.5 per cent of the 70 responding principals. There were 6 principals who indicated that Catholic lay teachers were employed when it was possible to get them. The item was not answered by 16 principals, or 22.8 per cent, of the total number that replied.

The policies given on the questionnaires regarding professional qualifications varied greatly. The greatest number of responses indicated that a bachelor's degree and/or State certification were the professional qualifications required or preferred of lay teachers; however, 2 principals listed high school education as their professional qualification. One principal stated "We take what we can get," and 6 principals reported that some college education was required.

The item asking for other qualifications required of lay teachers was not answered by most of the principals. The few responses received indicated requirements such as:

1. Experience
2. Continue education
3. Prefer married women
4. Good home, name, prudence, teaching ability, etc.

According to the responses on the questionnaires, 51 principals, or 72.9 per cent, of the 70 who responded did not require lay teachers to sign a written contract. Written contracts covering a period of 1 year were required by 18 principals, or 27.1 per cent, of the 70 principals who replied. Only 1 response indicated a written contract was required of lay teachers covering a two-year period of employment.

There was a dearth of responses in regard to tenure policies on the questionnaires. No tenure policies were reported by 57 principals, or 81.4 per cent, of the 70 principals who replied. Out of the 13 responses received, 7 indicated that lay teachers were retained as long as their work was satisfactory. The other tenure policies given were as follows:

1. Re-employed in April for the following year.
2. Try to follow the policies of the superintendent of schools.
3. Notified in May if they will be retained.
4. Teacher must fulfill obligations in contract to be re-employed.
5. Employed on a year to year basis.
6. Experience.

In answer to the request for policies regarding the dismissal of lay teachers, 49 principals, or 70 per cent, replied. In general, the policies given regarding the dismissal of lay teachers were as follows:

1. Notification by pastor in advance.
2. Dismissal for scandal, drinking, tardiness, etc.
3. Dismissal if moral character is questionable or teacher qualifications are unsatisfactory.
4. Two-weeks' notice.
5. If unsatisfactory, do not employ next year.

6. Policies according to contract.
7. Handled tactfully with sufficient notice.
8. Reasons for dismissal made known.
9. Sufficient notice. Usually given in February or March.
10. Inability to get along with pastor, teachers, and children.
11. Given at least a month's notice.
12. Two-weeks' notice or two-weeks' advanced salary.
13. Cautioned first. If no improvement not hired next year.
14. Each case judged individually. Pastor makes decision.
15. Sufficient evidence to prove incapable of position.

Out of the 70 principals who responded on the questionnaires, 38, or 54.3 per cent, indicated that the lay teachers in their schools received a salary increase, while 26 principals, or 37.1 per cent, indicated they did not.

Out of the 70 respondents, 39 listed some form of policy regarding salary increase for lay teachers, which when summarized included provisions such as: according to experience, on request, depending on length of service, to keep up with rising costs, when possible, and depending on added qualifications.

Only 1 of the 70 respondents indicated that a reduction was made in lay teachers' salaries for absences due to illness, death in family, or attendance at educational meetings, and this was clarified with the statement: "Lay teachers pay substitute after 10 days of absence."

The responses on the questionnaires indicated sparse provisions for fringe benefits for the lay teachers teaching in the elementary schools of the diocese. Table XXXIV, page 97, shows a summary of the responses given on the questionnaires. According to the results, 20 per cent of the responses indicated that

the lay teachers had insurance coverage; 5.7 per cent, sick benefits, 50 per cent, Social Security; 1.3 per cent, retirement benefits; and 10.0 per cent, provision for other benefits. The "other" benefits listed included: Christmas bonuses, free lunches, and payment for summer courses.

TABLE XXXIV

NUMBER AND PER CENT OF 70 PRINCIPALS REPORTING
BENEFITS FOR LAY TEACHERS

| Response | Insurance coverage | | Sick benefits | | Social Security | | Retirement | | Other | |
|-----------|--------------------|----------|---------------|----------|-----------------|----------|------------|----------|--------|----------|
| | Number | Per cent | Number | Per cent | Number | Per cent | Number | Per cent | Number | Per cent |
| Yes | 14 | 20 | 4 | 5.7 | 35 | 50.0 | 1 | 1.3 | 7 | 10.0 |
| No | 21 | 30 | 20 | 28.6 | 12 | 17.1 | 25 | 35.8 | 16 | 22.9 |
| No answer | 35 | 50 | 46 | 68.7 | 23 | 32.9 | 44 | 62.9 | 47 | 67.1 |
| Total | 70 | 100.0 | 70 | 100.0 | 70 | 100.0 | 70 | 100.0 | 70 | 100.0 |

In answer to the question, "Are lay teachers required to continue their studies?" 25 principals, or 35.7 per cent, gave affirmative replies. Another 11, or 15.7 per cent, of the responses indicated their policy was to encourage but not to require continued study on the part of lay teachers. Twenty-two, or 31.4 per cent, of the principals indicated no policies in regard to continued study for lay teachers.

Forty-one principals, or 58.6 per cent, gave no policies in regard to in-service training for lay teachers. The 29 principals who did reply on the

questionnaires, gave requirements such as: attendance at workshops, teachers' institutes, and faculty meetings.

Regarding professional reading, 30 responses, or 42.8 per cent of the total number, indicated that it was required of lay teachers, while 15 responses, or 20 per cent, indicated it was recommended or encouraged. No response was given on 15 questionnaires, and 5 had negative answers.

The responses on the questionnaires indicated more uniformity in the policies regarding lay teachers sharing responsibility for playground and lunchroom supervision. All but 4 of the 70 responses indicated that lay teachers were required to share in playground supervision, and all but 16, that they were required to share lunchroom supervision. It was indicated on some of the questionnaires that the school had no cafeteria; therefore, the lay teachers were not responsible for such supervision. Lay teachers were required to share responsibility for extra-curricular activities according to all but 14 responses.

In answer to the question, "Do lay teachers teach religion in your school?" 41 principals, or 58.6 per cent, gave affirmative answers. Negative answers were given by 23 principals, or 32.8 per cent, and 5, or 7.3 per cent, indicated that some lay teachers taught religion. All but 10 of the questionnaires had some policy stated in regard to lay teachers' teaching religion. Although the policies were expressed in a variety of ways, they are contained in the following statements:

1. May teach religion if Catholic.
2. If qualified, lay teacher should teach religion.
3. Must follow teacher's manual and course of study.
4. May teach religion if supervised by priest.

5. If qualified according to judgment of the pastor and principal.
6. Must have completed the Confraternity of Christian Doctrine course.
7. If qualified with Confraternity of Christian Doctrine course or experience.
8. Parents prefer Sisters to teach religion.
9. Depends on training and background.
10. If a good, practical Catholic and has had a course in Christian Doctrine.
11. Must have Catholic high school education.
12. Must meet with Sisters and plan classes.
13. Best qualified are priests and sisters.
14. Required to take summer courses in religion.

The responses given on the questionnaires indicating who was responsible for obtaining substitute teachers in the parochial schools are summarized in Table XXXV, page 100. Forty-five, or 64.3 per cent, of the responses indicated that the principal obtained substitute teachers, while 11, or 15.8 per cent, indicated that the pastor assumed this responsibility. Ten per cent, or 7 responses, indicated that the pastor and principal shared the responsibility of obtaining substitutes.

The principals were asked to indicate on the questionnaires from where they obtained substitute teachers. The responses gave the following sources:

1. Parishioners
2. Secretary substitutes
3. We have a list on reserve
4. Retired teachers--public school and parishioners
5. Mothers

6. Wherever possible
7. Public School Office supplies a list

TABLE XXXV

**PERSONS REPORTED RESPONSIBLE FOR OBTAINING
SUBSTITUTE TEACHERS**

| Person responsible for obtaining substitute teachers | Number of responses | Percentage of responses |
|--|------------------------|----------------------------|
| Principal | 45 | 64.3 |
| Pastor | 11 | 15.8 |
| Teacher | 2 | 2.8 |
| Pastor and principal | 7 | 10.0 |
| No policy | 2 | 2.8 |
| No answer | 3 | 4.3 |
| Total | 70 | 100.0 |

In regard to the salaries paid to substitute teachers in the parochial schools, a variety of answers were received. Table XXXVI, page 101, presents a summary of the responses received. Eighteen, or 25.7 per cent, of the total number of responses indicated that substitute teachers received a salary of \$10.00 per day, while 15 responses, or 21.5 per cent, indicated that the services of substitute teachers were donated and that they received no salary. Only a few responses indicated the salaries paid substitute teachers as \$12.50, \$3.00, and \$5.00 a day. Twenty per cent of the responses indicated no policy in this regard.

TABLE XXXVI
SALARIES OF SUBSTITUTE TEACHERS AS REPORTED
BY 70 PRINCIPALS

| Salary per day | Number of responses | Percentage of responses |
|-------------------------|---------------------|-------------------------|
| \$12.50 | 11 | 1.4 |
| 10.00 | 18 | 25.7 |
| 8.00 | 4 | 5.7 |
| 5.00 | 2 | 2.8 |
| Same as regular teacher | 9 | 12.9 |
| No pay | 15 | 21.5 |
| No answer | 14 | 20.0 |
| No policy | 7 | 10.0 |
| Total | 70 | 100.0 |

In conclusion, the principals were asked to add any other policies that they felt were significant in regard to lay teachers. The only comments added were as follows:

I think it ought to be made a policy that the salary be specified by the School Office. These salaries should be standard in all parishes. The teachers should be paid according to their degrees and years of experience. If the salaries are not standard the poorer parishes will have a difficult time holding their teachers.

Lay teachers who do not have their degree should be required to continue their professional training.

There should be in the Diocesan Office a file kept of all applications from teachers wishing to teach, so that the pastors might have some place

to contact in looking for new teachers. At the present time it is a hunting system, and that is the complaint from all the pastors of the diocese.

Actually, there are not any well-defined policies in our school. We live in a poor neighborhood in which there are no qualified teachers; those from other parts of town are unwilling to come out here and teach for what we are able to pay. The result is that we are forced to accept willing mothers who, although devoted and conscientious, are not trained or qualified. A solution to our problem would seem to be in employing all teachers through the diocesan office and in paying them a minimum diocesan salary. Along with this would go a policy of salary increase according to number of years of service.

We have had difficulty getting teachers so that we take what we can get with a minimum of demands. We try to pay them a decent salary to attract the better kind and to keep them. Our lay teachers are a great financial load, and this small parish could hardly take on another.

I definitely feel that our teachers should be of the Catholic faith--we have six non-Catholics, a situation which I deplore, but we are unable to remedy it because Catholics are not available "by the dozen."

We would prefer not to have to hire non-Catholic lay teachers; however, we feel that it is preferable to have qualified non-Catholic teachers than to have Catholic teachers who are incompetent in the classroom. We find it extremely difficult to find qualified teachers in this area.

Teachers should be paid a large enough salary so that schools could demand that they continue their education.

Our lay teachers are not allowed to hold offices in Parish Clubs. They are cautioned about their social life.

At the beginning of the year, a faculty list with the name of each teacher, her phone number, and the time for calls to be made, is sent to the parents. Otherwise their family life in the evening can be completely disrupted.

SUMMARY

The present chapter has presented a summary of the data obtained from the questionnaires returned by 70 Catholic elementary school principals of the Galveston-Houston Diocese. Since there were no uniform diocesan policies for

lay teachers, the purpose of the questionnaire was to determine what policies were being followed in the various elementary schools of the diocese.

The summary of the responses received on the questionnaires indicated that in most of the schools the pastor and principal were responsible for hiring lay teachers; however, in some instances the pastors or principal had this responsibility alone.

There were few responses regarding age qualifications for lay teachers. The minimum age requirements given ranged from 18 to 25 years, and the maximum under 40, 50, 55, and 60 years.

A majority of the responses indicated that lay teachers were required to be of the Catholic faith; however, some of the statements were qualified with "when possible." The item asking for religious qualifications was not answered by 22.8 per cent of the 70 principals responding.

The responses in regard to professional qualifications varied. Most of the principals answering the questionnaire indicated that they required or preferred lay teachers to meet State certification standards, to have a bachelor's degree, or to have at least some college work. Two responses gave high school education as the professional qualification. Only a few "other" qualifications were listed, such as: experience, married women, good home, prudence, and teaching ability. Since a bachelor's degree is required in Texas, except in emergency cases, to obtain State certification, lay teachers lacking this degree usually are not qualified for teaching according to the State standards. According to the lay teachers' responses, the schools are employing many persons lacking the professional qualifications established by the State.

It was evident from the responses on the questionnaires that only a small per cent of the principals required lay teachers to sign written contracts, and a majority reported they had no tenure policies. The few responses given in regard to tenure policies indicated that lay teachers were retained as long as their services were satisfactory, or that they were re-employed in April or May for the following year.

Some type of policy concerning the dismissal of lay teachers was indicated on 70 per cent, or 49 of the questionnaires returned; however, the majority of the responses emphasized reasons for dismissal rather than the procedures followed. In general, the reasons for dismissal included such things as: scandal, tardiness, drinking, questionable moral character, inability to get along with the pastor, principal, parents, and children, and incompatibility. As to the procedures followed in dismissing a lay teacher, the responses indicated that they were generally given notice 2 weeks or a month in advance. A few responses merely indicated sufficient notice was given. There was definitely a lack of uniformity among these policies and much room for clarification.

In regard to reduction in pay for absences due to illness, death in family, and attendance at educational meetings, there seemed to be a uniform policy in the various schools. Only 1 principal indicated that a reduction was made for such absences, and that only after 10 days of absence. After this time the lay teacher was required to pay the substitute teacher.

Provision for salary increase for lay teachers was reported by 38 principals, or 54.3 per cent, of the total number reporting; however, the policies determining the conditions for salary increase were rather indefinite. They were stated as follows: according to experience, on request, depending on

length of service, to keep up with rising cost, when possible, and depending on added qualifications. These policies raise many questions that require answers before the conditions for a salary increase can be definitely interpreted.

Little was provided in the way of fringe benefits for lay teachers according to the responses given on the questionnaires. Out of the 70 principals who responded, 14, or 20 per cent, reported provisions for insurance coverage for lay teachers. Only 1 principal reported provision for a retirement fund, and 4, or 5.7 per cent, provisions for sick benefits. There were 35 principals, or 50 per cent, who reported that the lay teachers had Social Security, which indicated an increase over the number entitled to receive this benefit as reported by the lay teachers the previous year.

Considering the number of lay teachers who reported that they lacked qualifications for their teaching positions according to the standards of the State of Texas, it would be expected that the schools have some definite policy requiring them to continue their education. According to the responses given by 25, or 35.7 per cent of the principals, the lay teachers in the diocesan elementary schools were required to continue their education. An almost equal percentage of respondents indicated that they had no policy in this regard, and 15.7 per cent indicated that their policy was to encourage but not to require, lay teachers to continue to study if they lacked academic qualification.

The responses on the questionnaires indicated that not much was required of lay teachers in the diocese in the way of in-service training. Only 29 principals, or 41.4 per cent, gave any policies in this regard. These were principally: attendance at workshops, teachers' institutes, and faculty meetings.

With few exceptions, the principals indicated that lay teachers were required to share responsibility for extra-curricular activities and lunchroom and playground supervision.

All 70 of the principals answered the question, "Do lay teachers teach religion in your school?" and all but 10 indicated some type of policy in this regard. The responses of the principals showed this to be a divided issue, as did the responses of the lay teachers. However, the majority of the principals indicated that their policy was to have lay teachers teach their own religion classes. On some questionnaires, qualifications were specified such as: must be a Catholic, must follow the teacher's manual, must have completed the Confraternity of Christian Doctrine course, depends on background and training, etc.

Whenever a regular teacher is absent, a substitute teacher must be provided. Due to emergencies that arise, it is often impossible for teachers to give advance notice of absences to administrators. It is, therefore, important that someone be designated to assume responsibility for obtaining substitute teachers. The majority of the responses on the questionnaires indicated that the principal was responsible for obtaining substitute teachers in the diocesan schools, and that the substitute teachers were obtained from the parish, from lists on reserve, and from lists furnished by the Public School Office. The salary most frequently paid lay teacher substitutes was \$10.00 per day; however 15, or 21.5 per cent, of the responses indicated that substitute teachers donated their services and received no salary.

The concluding comments on the questionnaires recommended that there be some diocesan policies established to standardize the salaries of lay teachers,

that a diocesan contract be provided, and that qualifications be determined. It was also recommended that the Diocesan School Office keep a file of lay teacher applications so that the schools would have some source from which to obtain new teachers. Some principals expressed the difficulty they experience in finding qualified lay teachers for their schools.

As Msgr. Henry C. Bezou explained so well in the quotation at the beginning of this chapter, it is necessary for diocesan and parochial school policies to be clearly defined if proper lay teacher-Catholic school relationships are to be maintained. Although the principals of 70 Catholic elementary schools in the Galveston-Houston Diocese replied on the questionnaires, the results obtained indicated a lack of definite policies for lay teachers in most instances, and a lack of uniformity among the existing policies.

If lay teachers are to understand their responsibilities, and to receive their due recognition and reward for their services, then definite policies must be established to determine their conditions of service. This can best be accomplished through a united effort of all groups involved--the clergy, administrators, religious, and the lay teachers--to establish definite and uniform policies for the laity teaching in the Catholic elementary schools of the diocese.

CHAPTER VI

CURRENT LAY TEACHER POLICIES IN SELECTED DIOCESES

Rev. O'Neil C. D'Amour, Associate Secretary, Department of Superintendents, National Catholic Educational Association, analyzed some of the crucial problems confronting Catholic educators in the United States, in an article entitled, "The Status of Catholic Education--1960." In view of the implications predicted in planning for the future of Catholic education he warned that:

we cannot afford to look at this matter from a parochial point of view. The very mobility of our population demands regional and national planning.

.....
The increasing complexity of education and the great improvement of public education demand that our diocesan systems become truly systems, and that they become systems with the best professional leadership.¹

In his concluding remarks, Father D'Amour again emphasized that:

The Church in America has more invested in terms of money and personnel in the schools than in any other endeavor. The vast system must become truly a system. Certain elements of parochialism that are inhibiting the well-being of the schools must be eliminated. There must be recognition of the necessity for regional and national planning in education.²

Father D'Amour's thoughtful discussion points out the fact--in other words--that "no school is an island." He emphasized, as others have, the necessity for regional and national planning, and approved the trend toward diocesan

¹Rev. O'Neil C. D'Amour, "Status of Catholic Education--1960," Catholic Management Journal, III (September 1960), 4-6.

²Ibid., 6.

centralization in the administration of Catholic schools. In this modern age of mobility and fast communication, whatever is done in a given area will ultimately affect other areas. It is, therefore, important for the various diocesan school systems to cooperate in their plans for the administration of the schools. In developing policies and programs in a given diocese, much can be gained by a study of developments in other areas.

In order to obtain information that would be helpful in the development of policies and a handbook for lay teachers in the Galveston-Houston Diocese, questionnaires were sent to 20 selected dioceses and archdioceses in the United States. This survey was made to determine what policies, in general, were established for lay teachers in the Catholic elementary schools of the selected dioceses.

Out of the 20 superintendents sent questionnaires, 18, or 90 per cent, responded. Many of the superintendents not only answered the questionnaire, but also enclosed printed materials published in their diocese. The Archdiocese of Los Angeles indicated that the information sent was not to be quoted, so it was omitted from this report. The purpose of the present chapter is to summarize and evaluate the data obtained from the questionnaires returned by the superintendents of the selected dioceses.

The superintendents of the selected dioceses were asked to indicate on the questionnaires the number and percentage of lay teachers employed in the Catholic elementary schools of their diocese. Table XXXVII, page 110, discloses the results as reported by the 17 superintendents responding. The Diocese of Cleveland reported the largest percentage of lay teachers, which was 52.9 per cent, and the Archdiocese of Boston reported the smallest percentage, which

TABLE XXXVII
NUMBER AND PERCENTAGE OF LAY TEACHERS EMPLOYED
IN ELEMENTARY SCHOOLS OF SELECTED DIOCESES

| Diocese | Number of lay teachers | Percentage of lay teachers |
|--------------------|---|----------------------------|
| Boston | 264 | 9.6 |
| Brooklyn | 719 | 24.0 |
| Buffalo | 795 | 34.0 |
| Chicago | 1,926 | 28.0 |
| Cleveland | 840 | 52.9 |
| Lafayette | 242 | 48.0 |
| Louisville | 334 | 36.0 |
| Milwaukee | 650 | 33.3 (approx.) |
| Mobile-Birmingham | No answer | No answer |
| Natchez-Jackson | No answer | 33.0 |
| New Orleans | 1,000 (close) | 50.0 (approx.) |
| New York | 957 (regular) 243 (special, music, art, etc.) | 20.0 |
| Philadelphia | 959 | 22.0 |
| Portland in Oregon | 140 | 30.0 |
| Rochester | 288 | 26.0 |
| St. Louis | 713 | 41.0 (approx.) |
| San Antonio | 241 | 32.0 |

was 9.6 per cent. Numerically, the Archdiocese of Chicago ranked first, with 1,926 elementary school lay teachers, and the Archdiocese of Portland, Oregon, last with 140 lay teachers.

Within a diocesan school system, an important policy that must be determined is that concerning who will be responsible for interviewing, selecting, and hiring lay teachers. The responses of the dioceses contacted in this survey showed a variety of policies. Out of the 17 dioceses that responded, 10 indicated that the superintendent, or someone in the diocesan school office, was responsible for interviewing lay teacher applicants, while 7 dioceses reported that the pastors and principals in the parishes were given this responsibility. Out of the 10 dioceses reporting that the diocesan school office was responsible for interviewing and screening lay teacher applicants, all but 1 indicated that the actual employing was done by the pastors and/or the principals in the parishes. The dioceses reporting that the diocesan school office interviewed, screened, and approved lay teacher applicants explained that the pastors were free to accept or reject the applicants referred to them.

Out of the 10 dioceses that reported the diocesan school office was responsible for interviewing and selecting lay teachers, 6 indicated that persons other than the superintendent of schools were in charge of the offices. Lay persons were reported in charge of interviewing lay teacher applicants, by 4 dioceses, and another 4 dioceses indicated that the superintendent assumed this responsibility. It was reported by 1 diocese that the Reverend Assistant Secretary fulfilled this function, and another diocese stated that the diocesan supervisor was assigned this responsibility.

The various functions of the diocesan offices for interviewing lay teachers were reported as follows:

1. Interviewing applicants.
2. Reviewing qualifications.
3. Screening applicants in regard to academic and other qualifications.
4. Certifying teachers through the central office.
5. Recruiting lay teachers.
6. Preparing an inventory of lay teachers needed by schools.
7. Keeping records on lay teachers.
8. Answering correspondence.
9. Keeping file of applications.
10. Referring applicants to schools.
11. Sending information on courses.
12. Obtaining confidential reports from principals.

The qualifications required for teaching positions in the Catholic elementary schools of the selected dioceses varied greatly. Only 2 dioceses reported age qualifications required--one 18 years and the other over 19 years. In regard to religious qualifications, 8 dioceses stated that lay teacher applicants must be Catholics. "Catholic" was listed as the religious qualification, by 5 dioceses, "with exceptions" was added. No religious qualification was indicated by 4 of the diocese that responded.

Ordinarily, diocesan school systems endeavor to maintain the educational standards established by the state in which they are located; however, the professional qualifications required of teachers are not the same in all states. The dioceses participating in this survey reported a variety of policies in

regard to the professional qualifications of lay teachers. One diocese stated that high school graduates might be employed rarely, if necessary, and if the pastor insisted. This policy was, no doubt, not in conformity with state standards. The minimum professional qualification required was reported as 2 years of college by 4 dioceses. It is possible that this requirement was comparable to the state requirement, because some states permit persons with 2 years of college to teach; however, many states require a bachelor's degree for state certification. The response of 7 dioceses indicated that lay teachers were required to possess a bachelor's degree to qualify for teaching positions in the diocesan elementary schools. The remaining 5 dioceses merely indicated that lay teachers were required to meet state qualifications. Most of the dioceses that required 2 years of college as the professional qualification for lay teachers also indicated that these teachers were required to continue their education. Some dioceses specified that lay teachers who did not possess a bachelor's degree were required to complete at least 6 hours of college credit annually.

In regard to policies concerning the salaries of lay teachers, only 2 of the 17 dioceses who replied had salary scales that were mandatory for all the diocesan schools to follow. Directive policies regarding lay teachers' salaries were reported by 7 dioceses, but they indicated that the policies were not mandatory. Such policies were reported determined by the pastors and principals in the individual parishes by 5 dioceses, and 3 dioceses gave no policies in regard to lay teachers' salaries.

Provisions for salary increase for lay teachers were reported by 6 of the 17 selected dioceses responding. However, 11 dioceses either reported that

they had no policies regarding salary increase, or indicated that they were determined by the pastors.

Written contracts were required of all lay teachers in 5 of the 17 dioceses reporting, and recommended in 8 dioceses. Only 4 dioceses indicated that written contracts were not required. Lay teacher contracts were reported made to cover a period of one year by 10 dioceses.

Regarding policies for the dismissal of lay teachers, 10 of the 17 dioceses reported that each school established its own policies. The policy of dismissing lay teachers if their work was unsatisfactory was reported by 7 dioceses. The response of 1 diocese indicated that the lay teachers were given a month's notice before dismissal, and another that such policies were given in the contract. No tenure policies at the diocesan level were reported.

According to the responses on the questionnaires, 4 of the 17 dioceses had no sick leave policies for lay teachers. Sick leave policies were reported as determined in the parishes by 6 dioceses. The other 7 dioceses reported the following policies:

1. Absence for illness--2 full weeks with pay--half pay thereafter. Other items handled individually.
2. Give days absence allowed with pay annually.
3. Such absence permitted within reasonable limits.
4. Ten days sick leave allowed per year.
5. Recommended 1 day paid sick leave per month, cumulative to a maximum of 3 months.
6. Five days absence due to illness allowed per year. Other absences allowed at discretion of the pastor.
7. Excused as required.

In answer to the question, "Is there a reduction made in pay for absences due to illness, death in family, and attendance at professional meetings?", only 1 diocese gave an affirmative reply, and indicated that the amount of reduction was equivalent to time over 5 days. The question was answered negatively, by 6 dioceses, and 2 indicated that local authorities made this decision. No answer was given by 8 dioceses.

Provisions for fringe benefits varied greatly among the various dioceses according to the responses received. Of the 17 dioceses responding, 6 reported provisions for Blue Cross Insurance for lay teachers. Provision for Social Security was reported by 3 dioceses, hospitalization insurance by 1 diocese, and a retirement plan through Catholic Knights Insurance Company by another. Plans were reported being made to provide insurance, retirement, and sick benefits for lay teachers by 4 dioceses.

The rapid increase in Catholic school enrollment in recent years resulted in overcrowded conditions in many schools. In an effort to control the tendency to overcrowd classrooms, many dioceses established policies limiting the number of pupils to be admitted to classes. The dioceses participating in this survey were asked to indicate the number of pupils allowed per teacher according to their policies. Out of the 17 dioceses responding, 9 indicated that they had no policies in this regard. The maximum number of pupils allowed per teacher was 50 in 3 dioceses. A range of from 30 to 60 pupils per teacher, was allowed by 1 diocese, and another diocese allowed a range of 40 to 50 pupils per teacher. A maximum class size of 55 pupils was indicated by 2 dioceses and a maximum of 40 pupils by 1 diocese.

Table XXXVIII shows the hours of instruction required daily of the elementary school lay teachers in the selected dioceses that responded. The largest number of dioceses reported that 5 to 5½ hours of instruction were required daily, while only 3 indicated that 6 hours were required.

TABLE XXXVIII

HOURS OF INSTRUCTION REQUIRED DAILY OF LAY TEACHERS
AS REPORTED BY SELECTED DIOCESES

| Hours of Instruction Per Day | Number of Dioceses |
|------------------------------|--------------------|
| 5 hrs. | 6 |
| 5 hrs. 15 min. | 4 |
| 5 hrs. 30 min. | 2 |
| 5 hrs. 45 min. | 1 |
| 6 hrs. | 3 |
| No answer | 1 |
| Total | 17 |

Due to the critical shortage of teachers, schools have sometimes been forced to employ teachers lacking the professional qualifications required by the state. Some diocesan systems have established definite policies requiring lay teachers lacking professional qualifications to continue their studies. Out of the 17 selected dioceses reporting in this survey, 12 indicated that lay teachers lacking state qualifications and certificates were required to continue their education. The other 5 dioceses reported that continued study was encouraged. One diocese required all teachers, regardless of qualifications, to attend summer school at least once every 5 years.

The types of in-service programs described on the questionnaires included the following:

1. Institutes
2. Workshops
3. Conferences
4. Special meetings
5. Credit courses on Saturdays and after school hours
6. Assistance of principals and supervisors

All of the 17 dioceses who responded indicated that attendance at educational meetings was encouraged for both lay and religious faculty members, but 4 dioceses indicated that attendance at diocesan meetings was obligatory.

In regard to professional reading, the dioceses reported that it was encouraged. One diocese stated that an annual list of recommended readings was prepared at the beginning of each school year and distributed to teachers for guidance.

In answer to the question, "Are lay teachers required to participate in faculty meetings?" all 17 dioceses responding gave affirmative answers; however, 2 dioceses qualified their answers with "usually" and "some."

Lay teachers were reported as receiving remuneration for extra-curricular activities by only 3 of the responding dioceses; however, in all but 2 dioceses the lay teachers were required to share in playground and lunchroom supervision. Only 8 dioceses indicated that lay teachers were required to attend Mass with the children.

Table XXXIX, page 118, summarizes the responses given to the question, "Do lay teachers teach religion?" Only 2 dioceses gave negative answers, and 3

dioceses qualified their answers. Twelve dioceses gave affirmative answers to the question.

TABLE XXXIX
NUMBER OF DIOCESES REPORTING RELIGION
CLASSES TAUGHT BY LAY TEACHERS

| Response | Number of Dioceses |
|---------------------------------------|--------------------|
| Yes (Generally if Catholic) | 12 |
| No | 2 |
| If capable | 1 |
| Generally no | 1 |
| In some schools | 1 |
| Total | 17 |

Most of the policies given on the questionnaires in regard to lay teachers' teaching religion classes stated that they must be Catholic and must be qualified to teach religion. One diocese indicated that summer courses in Theology were provided especially for the laity, and another diocese required both religious and lay teachers to have at least 8 to 10 hours of college credit in religion.

The selected dioceses were requested to designate on the questionnaires who was responsible for obtaining and paying substitute teachers in the diocesan elementary schools. The responses are summarized in Table XL, page 119, and Table XLI, page 120. The responses reported in Table XL show that the majority of the respondents indicated that principals were responsible for obtaining substitute teachers.

TABLE XL

**PERSONS REPORTED RESPONSIBLE FOR OBTAINING SUBSTITUTE
TEACHERS IN SELECTED DIOCESES**

| Person responsible for obtaining substitutes | Number of dioceses |
|---|--------------------|
| Principal | 11 |
| Pastor | 1 |
| Principal and Teachers | 1 |
| Principal through School Office | 4 |
| Total | 17 |

The responses reported in Table XLI, page 120, indicate that all substitute teachers were paid by the parish in 8 of the 17 dioceses reporting. Substitute teachers were reported to be paid a salary ranging from \$10.00 to \$18.00 per day by 8 dioceses. A salary of \$7.50 to \$10.00 was reported by 1 diocese and \$12.00 to \$20.00 by another. The report of 3 dioceses indicated that salaries of substitute teachers were arranged by the pastors, and 4 dioceses gave no response to this item.

The dioceses that responded were also requested to indicate the source from which they obtained substitutes. Out of the 17 dioceses reporting, 10 stated that the diocesan school office had a list on file to assist the schools in obtaining substitutes. The other 7 dioceses either did not answer the question or indicated that substitute teachers were obtained from the parishes, college alumnae, etc.

TABLE XLI

PERSONS REPORTED RESPONSIBLE FOR PAYING SUBSTITUTE
TEACHERS IN SELECTED DIOCESES

| Person responsible for paying substitutes | Number of dioceses |
|--|--------------------|
| Parish | 8 |
| Pastor | 3 |
| School | 4 |
| No set policy | 1 |
| No answer | 2 |
| Total | 17 |

In answer to the question, "Do you have a diocesan organization for lay teachers?" only 1 diocese gave an affirmative answer, and indicated that a monthly meeting was held on a voluntary basis. Opposition to such an organization was expressed by 1 diocese on the grounds that it would make 2 faculties-- 1 religious and 1 lay. Negative answers were given by 2 dioceses, but they explained that annual meetings are held in August for the purpose of orienting lay teachers into the Catholic school system.

In conclusion, the questionnaires asked for suggestions for recruiting lay teachers for Catholic schools. The following suggestions were given:

1. Use of college placement departments.
2. Scholarship programs.
3. Diocesan lay teacher training program.

4. Cadet teacher training program. (Working successfully in the Diocese of Buffalo--other dioceses modeling programs on this one.)
5. Addresses and talks to high school and college students, and Newman Clubs.
6. Advertisements in diocesan and daily papers.
7. Posters, brochures, sermons, talks to parish and school groups.
8. Checking lists of retiring public school teachers.
9. Pulpit announcements.

SUMMARY

The fact that stands out in this chapter is that diocesan policies for Catholic elementary school lay teachers as reported by the 17 selected dioceses that responded on the questionnaires tended to be uniform within each diocese but to vary in different dioceses. In summing up the results, however, the following trends were noted:

1. Although the percentage of elementary school lay teachers in the 17 dioceses ranged from 9.6 per cent to 52.9 per cent, the mean percentage was 33.3 per cent. The majority of the dioceses were employing over 30 per cent lay teachers in the elementary schools.
2. In the majority of the selected dioceses, lay teacher applications were received through the diocesan school office. In 4 dioceses the superintendent was responsible for interviewing and screening lay teacher applicants, while in the majority of the dioceses lay persons, diocesan supervisors, and assistant secretaries were responsible for this function. The general trend was for diocesan school offices to assume responsibility for interviewing and screening lay teacher applicants, but for the pastors and/or principals to be responsible for actually employing the lay teacher.

3. Qualifications required of lay teachers varied in different dioceses; however, in the majority of the selected dioceses, lay teachers were required to meet state standards, and those lacking a bachelor's degree were required to continue their education.

4. The majority of the dioceses had salary scales established for lay teachers; however, they were directive rather than mandatory in all but 2 of the dioceses. The responses indicated a trend for salary scales to be established at the diocesan level as directives for parochial schools to follow.

5. The majority of the dioceses had no provisions for salary increase for lay teachers at the diocesan level. Such provisions were generally determined by the pastors.

6. Written contracts for lay teachers were either required or recommended in all but 4 of the 17 dioceses. Most dioceses favored the policy of one-year contracts for lay teachers.

7. In the majority of the selected dioceses, policies regarding the dismissal of lay teachers were determined by each school. In general, the policies given included dismissal for unsatisfactory work and advanced notification. No tenure policies were reported.

8. Only 7 of the 17 selected dioceses had diocesan sick leave policies for lay teachers. The remaining 10 dioceses either had no such policies or the policies were determined by the individual schools. According to the diocesan sick leave policies reported, the trend was to grant a specified number of days' absence without salary reduction. In most of the policies the days were cumulative up to a certain number.

9. Only 9 responses were received in answer to the question, "Is there a reduction made in pay for absences due to illness, death in family, and attendance at professional meetings?" No reduction was made for such absences according to the policies in 6 dioceses.

10. Only a few fringe benefits for lay teachers were reported by the selected dioceses. Blue Cross Insurance was provided in 6 of the 17 dioceses. In 4 dioceses plans were being made to provide insurance, retirement, and sick benefits for lay teachers. Although not much has been provided for the laity in this regard, the trend seems to be toward the development of such benefits at the diocesan level.

11. The majority of the dioceses had no policies limiting the number of children to be admitted to classes. The few policies given indicated limitations to approximately 50 pupils per teacher. Since school enrollments have increased faster than buildings and teachers could be provided, it has been difficult to establish diocesan policies in this regard.

12. The hours spent daily by lay teachers in instruction varied in the selected dioceses; however, in the majority, 5 hours to 5 hours and 45 minutes were required. Only 3 dioceses reported this requirement to be 6 hours. There seems to be a trend toward lengthening the hours to be given to instruction daily in both public and private schools.

13. Most of the selected dioceses provided some type of in-service training for lay teachers, and encouraged professional reading and attendance at professional meetings. The trend seems to be to encourage rather than require these activities of lay teachers.

14. The diocesan policies given in this survey were most uniform in the requirement that lay teachers share playground and lunchroom supervision; however, only 8 of the 17 required them to attend Mass with the children.

15. In the majority of the selected dioceses, the principals of the local schools were responsible for obtaining substitute teachers. Generally the parish paid their salary, which most frequently ranged from \$10.00 to \$18.00 per day. Lists of substitutes were available in most of the diocesan school offices.

16. Most of the 17 dioceses were not favorable to diocesan organizations for lay teachers. Only 1 diocese reported having such an organization; however, annual meetings for the purpose of orienting lay teachers into the Catholic school system were reported by some dioceses.

17. Most of the dioceses reported well-organized recruitment and training programs for lay teachers. The Cadet Program in the Diocese of Buffalo was recommended and was being initiated in other dioceses.

While the lay teacher policies reported in this survey varied in the different dioceses, the results indicated a trend toward the establishment of diocesan policies to determine the conditions of service of Catholic school lay teachers.

CHAPTER VII
STATE AND LOCAL PUBLIC SCHOOL POLICIES
FOR ELEMENTARY SCHOOL TEACHERS
PUBLIC EDUCATION IN THE UNITED STATES

The legal power and responsibility for public education in the United States resides in the states. However, the federal government exercises some indirect control of school laws, basing its power on the general welfare clause of the Constitution and the Fourteenth and Fifth Amendments, which prohibit legislation impairing the obligation of contracts, and guarantee due process of law. The role of the federal government in public education has been mainly in the form of financial aid, and through interpretations of the federal constitution which affect education. Outside these general federal controls, each state regulates public education within its boundaries.

The states' right to supervise public education is claimed to be in the Tenth Amendment to the Constitution. All the states have made provisions, directly or indirectly, in their constitutions for the establishment and maintenance of a public school system. The procedures followed by the states for regulating education vary considerably; however, usually the people of the respective states have divided the power and responsibility through their state constitutions and legislatures. Some control has been retained by the state legislatures, while most of the responsibility and authority has been delegated to other agencies. The general pattern of state school organization consists

of a state board of education, a state superintendent of public instruction, and a state department of education. The state board of education is the policy-making body whose duties vary, but it usually has the power to:

regulate teacher certification, adopt rules and regulations having the effect of law, prescribe minimum standards, determine policies, and adopt courses of study. Some have a hand in the appointment of state school funds, adoption of textbooks, and organization of the state department of education.¹

The state superintendent or commissioner of education is the chief executive of the board.

The administrative unit of the state educational organization is the department of education, which is made up of a staff of professionally trained personnel who carry out the policies of the board under the direction of the superintendent.

To implement the state constitutional mandates, the legislatures have delegated authority to local school districts. A variety of districts have been set up by the states, and the power to operate and control public schools within their territory under the laws of the state are vested in these legal entities. The immediate legal responsibility for the direct administration of all the schools within a designated district is vested in a local school board or an officer. However, in most districts the board hires a professional officer, known as the superintendent of schools, and delegates the management, supervision, and general control of the school system to him.

Most local school districts have the power to assess, collect, and spend taxes, receive and disburse state taxes designated for education, locate school buildings, organize the school systems, and select and discharge employees

¹Lawrence D. Haskew, This Is Teaching. (Chicago, 1956), p. 279.

within their territories. Ordinarily, the superintendent of schools selects and nominates teachers and other employees, but the board of education approves them.

Legal sources of regulations and policies for local school systems are the board, the superintendent, and the principal, but actually many persons contribute to the development of school policies and rules. It is within the framework of the established policies and regulations of the public school system that the public school teacher must learn to work. New policies may be added and old ones modified, but usually they have legal standing. It remains for the teacher to become familiar with existing policies and within his capacity to contribute to the development of new ones and the modification of old ones.

This is the essential organization of the public school system in the United States, but how does the Catholic school system fit into this scheme of educational organization?

CHURCH-STATE RELATIONSHIPS

The relationship of the state to private education in the United States has a long, stormy history. Throughout the years, the state-private school relationship has been a controversial issue. However, in accordance with rights granted by the federal constitution, states may not forbid children from attending private schools. Although the United States Constitution contains no specific prohibition against the use of public funds for sectarian schools, almost all states have some provision in their constitutions that prevents the

appropriation of public funds for sectarian education. Thus, there exists in the United States a separation of church and state which includes the matter of education.

Although there exists this wall of separation between church and state, the state does possess the authority to exercise certain controls over the education of its future citizens, even in sectarian schools. Under the police power, states have established regulations for private and sectarian schools. Such regulations are generally accepted by sectarian schools as long as they do not interfere with sectarian instruction. The general principle recognized at this time is that:

The state may not forbid children from attending private schools, but it may see that the private schools they attend meet certain standards of education equivalent to the instruction children would receive if they attended the public schools. Almost all states require that education in parochial schools shall be equivalent to education given in the public schools of the state.

. . . In some states private schools cannot be registered unless they meet the standards of approval according to state department regulations, and attendance at schools that are not on the approved list does not meet the requirements of the compulsory attendance law of the state.²

The equivalent education required by the states of private and parochial schools varies, but some states

prescribe that the same length of term shall be maintained; some require the same course of study, some mention standards in sanitation, many require teachers to be certified as for employment in the public schools. . . . Certain curriculum requirements are made, in some states, of the private and public schools alike.³

²Madaline Kinter Remmlein, The Law of Local Public School Administration. (New York, 1953), p. 237.

³Ibid.

As long as the state does not exceed its limits, the Catholic Church recognizes its authority in education. Because the Church and family possess certain inalienable rights over education, the state does not have complete authority, but it does possess the temporal authority and the obligation to provide for the well-being of its future citizens. Pope Pius XI expressed the mind of the Church toward the legitimate authority of the state in education as follows:

Accordingly in the matter of education, it is the right, or to speak more correctly, it is the duty of the State to protect in its legislation the prior rights, already described, of the family as regards the Christian education of its off-spring, and consequently also to respect the supernatural rights of the Church in this same realm of Christian education.

It also belongs to the State to protect the rights of the child itself when the parents are found wanting either physically or morally. . . .⁴

Hence, the state cannot take the place of the Church or the family in education, but the Church recognizes that the state has an important function to fulfill. Pope Pius XI in speaking of Christian education again upheld the authority of the state when he said:

And this work of the Church in every branch of culture is of immense benefit to families and nations which without Christ are lost. . . . Nor does it interfere in the least with the regulations of the State because the Church in her motherly prudence is not unwilling that her schools and institutions for the education of the laity be in keeping with the legitimate dispositions of civil authority; she is in every way ready to cooperate with this authority and to make provision for a mutual understanding should difficulties arise.⁵

In accordance with the directives of the Roman Pontiffs, the bishops of the United States have endeavored constantly to maintain and exceed the educational standards and regulations established by the states. Since standards are not the same in all states, each diocese must strive to maintain the

⁴Pius XI, The Christian Education of Youth (New York, 1936), p. 16

⁵Ibid., pp.9-10

diocesan school system in accordance with the policies and regulations of the state in which it is located.

This study has been concerned with the status of lay teachers in the Catholic elementary schools of the Galveston-Houston Diocese; therefore, this chapter proposes to present the policies and regulations established by the state and local school systems for elementary school teachers in the State of Texas.

STATE AND LOCAL SCHOOL POLICIES

The late Holy Father, Pius XII, addressed the First International Congress of Teaching Sisters on September 15, 1951. While the address was directed to teaching Sisters, it is equally applicable to their co-workers in the Catholic schools, the lay teachers. In this address he counseled:

Many of your schools are being described and praised to Us as being very good. But not all. It is our fervent wish that all endeavor to become excellent.

This presupposes that your teaching Sisters are masters of the subjects they expound. See to it, therefore, that they are well trained and that their education corresponds in quality and academic degrees to that demanded by the State.⁶

These words express specifically the desire of the Church for religious teachers, and certainly no less for the laity teaching in Catholic schools, to possess the qualifications established by the state. Since these vary in the United States from state to state, and even from district to district, each diocese must know and maintain the teacher qualifications required by areas in

⁶Pius XII, Counsel to Teaching Sisters, Address of September 15, 1951, (Washington, D.C.), p. 7.

which it is located. Since the Galveston-Houston Diocese is located in the State of Texas, the state standards for teacher education and certification are established by the Texas Education Agency.

Every teacher employed by the public school system in the State of Texas must possess a valid Texas Teaching Certificate. In addition to this requirement, teachers in schools accredited with the state must qualify according to the standards established by the Texas Education Agency, which at this time are as follows for elementary school teachers:

1. All personnel should hold a valid Texas Teachers Certificate appropriate for their current assignment.
2. All professional personnel shall be graduates of colleges and universities which are (1) approved by the Texas Education Agency for teacher education programs or (2) otherwise recognized by the Texas Education Agency for public school professional employment purposes.

4. An elementary teacher should have completed an approved program of preparation for teachers in elementary schools.

. . . This does not apply to teachers who have completed twelve semester hours of professional elementary education prior to September 1, 1956.

An elementary teacher shall be defined as one teaching in kindergarten through grade eight with self-contained classroom or semi-departmentalized schedule.⁷

While these are the standards established for elementary school personnel, provisions have been made for emergency situations. If it becomes necessary for a school to employ a teacher who does not fully meet the standards, the following procedure must be followed:

⁷Texas Education Agency, Principles and Standards for Accrediting Elementary and Secondary Schools, Bulletin 560 (Austin, 1960), 7.

The teacher must have a minimum of ninety semester hours or qualify under the special provision for those teaching in accredited schools prior to 1934.

A written statement must be signed by both the teacher and the superintendent of schools and placed in the teacher's personnel file.

This statement should give the following information:

The name of the teacher, the certificate held, and a description of his training.

An exact statement of his deficiency in the training of the teachers.

A statement of special qualifications that justify the assignment of an elementary or secondary teacher whose training does not meet standards three or four.

A detailed plan for completing the training of the teacher so as to meet standards.

Some proof that the teacher is making progress toward carrying out this plan.

A copy of this plan should be sent to the Accreditation Division of the Texas Education Agency for every teacher whose training does not meet standards.⁸

Not all Catholic elementary schools in the Galveston-Houston Diocese have been accredited by the Texas Education Agency; however, the Bishop of the diocese has recommended that each elementary school seek accreditation as soon as possible. Some Catholic schools have sufficient reasons for not seeking State accreditation, but according to the mind of the Church, they should strive to maintain the standards established by the State, including teacher qualifications.

Although private and parochial school teachers have not been required to possess State Teachers Certificates in Texas, they have been required to

⁸Ibid., 8.

possess the necessary qualifications for certification to qualify to teach in accredited schools. Following the directives of the Holy See to maintain State standards, the Superintendent of Schools for the Galveston-Houston Diocese recommended that all teachers in the Catholic schools of the diocese, religious and lay, obtain State Teachers' Certificates.

Revisions were made in the requirements for teachers' certificates in Texas in 1955 and again in 1960. The new regulations were put into effect on January 9, 1961. According to these regulations, there were 4 general requirements for a Texas elementary teacher's certificate:

1. The applicant must have a bachelor's degree.
2. He must have at least 18 college hours in courses useful for teachers in elementary grades. At least 12 of these must be in the teaching of reading, arithmetic, and science. An additional 18 hours is required in one or more subjects related to the elementary grades.
3. He must have 18 hours of professional courses, including the six hours of student teaching.
4. He must have a recommendation from his college for the type of certificate he is seeking.⁹

Along with these standards and requirements of the Texas Education Agency for elementary school teachers, the local school districts may require additional qualifications. Local authorities may not legally employ teachers who do not possess the qualifications required by statute, and they may refuse to employ persons lacking qualifications set up by the district board, provided such requirements are reasonable. In order to determine the qualifications generally required by the public school districts in which most of the Catholic elementary

⁹The Houston Post, March 6, 1961, pt. 1, p. 12.

schools in the Galveston-Houston Diocese were located, 6 districts were contacted and requested to give their requirements for elementary school teachers. Table XLII, page 135, shows the qualifications given by the 6 districts, and indicates which districts reported these requirements. All 6 districts reported that they required elementary teachers to possess bachelor's degrees and State certificates in accordance with State standards. Only 3 of the districts indicated that 12 semester hours of professional elementary education were required. Three districts required health examinations and reference. The National Teachers Examination was listed as a requirement by 1 district, and 6 semester hours of college credit every 3 years of employment by another. Although only 3 districts listed non-Communist and loyalty oaths as requirements, according to the Public School Law Bulletin, Article 6252-7:

No funds of the State of Texas shall be paid to any person as salary or as other compensation for personal services unless and until such person has filed with the payroll clerk, or other officer by whom such salary or compensation is certified for payment, an oath or affirmation that the affiant is not, and has never been, a member of the Communist Party.¹⁰

Also according to Article 2903a:

No public funds may be paid to any person, as a teacher, instructor, visiting instructor, or other employees in, for or connected with any tax-supported school, college, university or other tax-supported institution of learning in this State, unless and until such person shall have taken the oath of office required to be taken by members of the Legislature and all other officers. . . .¹¹

¹⁰Texas Education Agency, Public School Law, Bulletin 587 (Austin, 1956), 449.

¹¹Ibid., 321.

TABLE XLII

**TEACHER QUALIFICATIONS REQUIRED BY SIX PUBLIC SCHOOL
DISTRICTS IN THE STATE OF TEXAS
1960-61**

| Teacher qualifications required | School Districts | | | | | |
|--|------------------|----------------|----------------|---------|---------------|-----------|
| | Port Neches | Goose Creek | Port Arthur | Houston | South Park | Galveston |
| Bachelor's degree | X | X | X | X | X | X |
| Valid Texas certificate | X | X | X | X | X | X |
| 12 semester hrs. elem. ed. | X | | | X | | X |
| Health examination | | | X | X | X | |
| References | | | X | X | X | |
| Creditable showing on National Teachers Exam. | | | | X | | |
| 6 semester hrs. college credit every 3 yrs. of employment | | | X | | | |
| Non-Communist and Loyalty Oaths | | X | | X | X | |

These statutory provisions enjoin upon local school districts the obligation of requiring every teacher employed in the public school system to execute these oaths lawfully.

As in other educational matters, there are statutes governing some of the conditions of employment of public school teachers, and policies and regulations established by boards. The State of Texas has, according to statutory provisions, delegated to the local school boards the power

to employ and dismiss teachers, but in case of dismissal, teachers shall have the right of appeal to the County and State Superintendents. They shall contract with teachers and manage and supervise the schools, subject to the rules and regulations of the County and State Superintendents; they shall approve all claims against the school funds of their district; provided that the trustees, in making contracts with teachers, shall not create a deficiency debt against the district.¹²

The conditions of contract with teachers are further explained in Article 2750, which states that:

Trustees of a district shall make contracts with teachers to teach the public schools of their district, but the compensation to a teacher, under a written contract so made, shall be approved by the County Superintendent before the school is taught, stating that the teacher will teach such school for the time and money specified in the contract.¹³

While this provision requires local school boards to enter into contract with public school teachers, it does not determine specific conditions. Local school districts may establish rules and regulations carrying the force of law as long as they do not violate State policies, or exceed the authority delegated to them by the State.

At the time of this investigation, there were no statutory provisions for tenure of public school teachers in Texas. Although several bills have been

¹²Ibid., Article 2749, 111.

¹³Ibid., Article 2750, 111.

introduced, tenure policies have been determined by the local school districts. Table XLIII, page 138, summarizes the tenure policies reported by the 6 local districts contacted in this study. One system reported that beginning teachers were placed on probationary basis for 2 years, and another for 3 years. Two districts reported that teachers' contracts were renewed annually, and 2 reported renewals for 2 year terms. One district indicated that contract status was given to teachers after 2 years of experience, and another district stated that they had no specific tenure policies. In Texas each district determines the policies for dismissal of teachers and the procedure to be followed by teachers who wish to resign.

Some school districts write into the teacher's contract the stipulations for dismissal and resignation; for instance, the South Park Independent School District contract stated that:

It is specifically understood and agreed as a part of the consideration of this contract that same may be terminated at the close of any school month by either party, fifteen days written notice of intention to terminate it having been given to the other party.¹⁴

The Houston Independent School District places teachers on an annual contract basis after 2 years of probationary service. The contracts are renewed each spring for teachers to be employed the following school year. The Houston Public School System reported that their policy was to release employees upon request, but employees were requested to give written notice 30 days before resignation.

¹⁴Received by correspondence from South Park Independent School District, Beaumont, Texas, December 8, 1960.

TABLE XLIII

TENURE POLICIES REPORTED BY SIX PUBLIC SCHOOL
DISTRICTS IN THE STATE OF TEXAS
1960-61

| Tenure policies | School Districts | | | | | |
|-------------------------------|------------------|-------------|-------------|---------|------------|-----------|
| | Port Neches | Goose Creek | Port Arthur | Houston | South Park | Galveston |
| Probationary basis | | | | | | |
| 1 year | | | | | | |
| 2 years | | | | X | | |
| 3 years | | | X | | | |
| Written contract | | | X | | X | X |
| Renewal for 1 year | X | | | X | | |
| Renewal for 2 years | X | | X | | | |
| Contract status after 2 years | | | | X | | |
| No specific policies | | | | | | X |

These are samples of the types of tenure policies established by the 6 local districts contacted. Even though the local districts had the authority to determine the terms of dismissal according to Article 2749 of the Texas School Law Bulletin previously quoted, the State grants teachers under contract the right of hearing and appeal to County and State Superintendents in case of dismissal.

In regard to teachers' salaries, the State of Texas has made the following statutory provisions in Article 2922-14:

Section 1. Beginning with the school year of 1957-58, the Board of Trustees of each and every school district in the State of Texas shall pay to their teachers, both whites and Negroes, upon a salary schedule providing a minimum beginning base salary plus increments above the minimum for additional experience in teaching as herein prescribed. The salaries fixed herein shall be regarded as minimum salaries only and each district may supplement such salaries.

All teachers and administrators shall have a valid Texas certificate. Salary increments for college training shall be based upon training received at a college recognized by the State Commissioner of Education for the preparation of teachers.

.....

Classroom Teachers. The annual salary of classroom teachers shall be the monthly base salary, plus increments, multiplied by nine (9) months; provided that if the length of the school term is less than nine (9) months, the annual salary shall be such base salary and increments multiplied by the number of months in the term.¹⁵

The State minimum base pay for beginning classroom teachers according to level of college training for the school year 1960-61 is shown in Figure 10, page 140. According to the State statute, "Six Dollars (\$6) per month shall be added for each year of teaching experience, not to exceed Seventy-two Dollars (\$72) per month,"¹⁶ at all levels given in Figure 10. However, for the Master's degree, the provision indicates that the increment shall not exceed One Hundred Fifty-six Dollars (\$156) per month.

The Minimum Salary Statute further states that:

payment of at least the minimum salary schedule . . . shall be a condition precedent: (1) to a school's participation in the Foundation School Fund;

¹⁵Texas Education Agency, Supplement to Public School Law, Bulletin 587 (Austin, January 1960), 65.

¹⁶Ibid., 65

Minimum base pay
per month

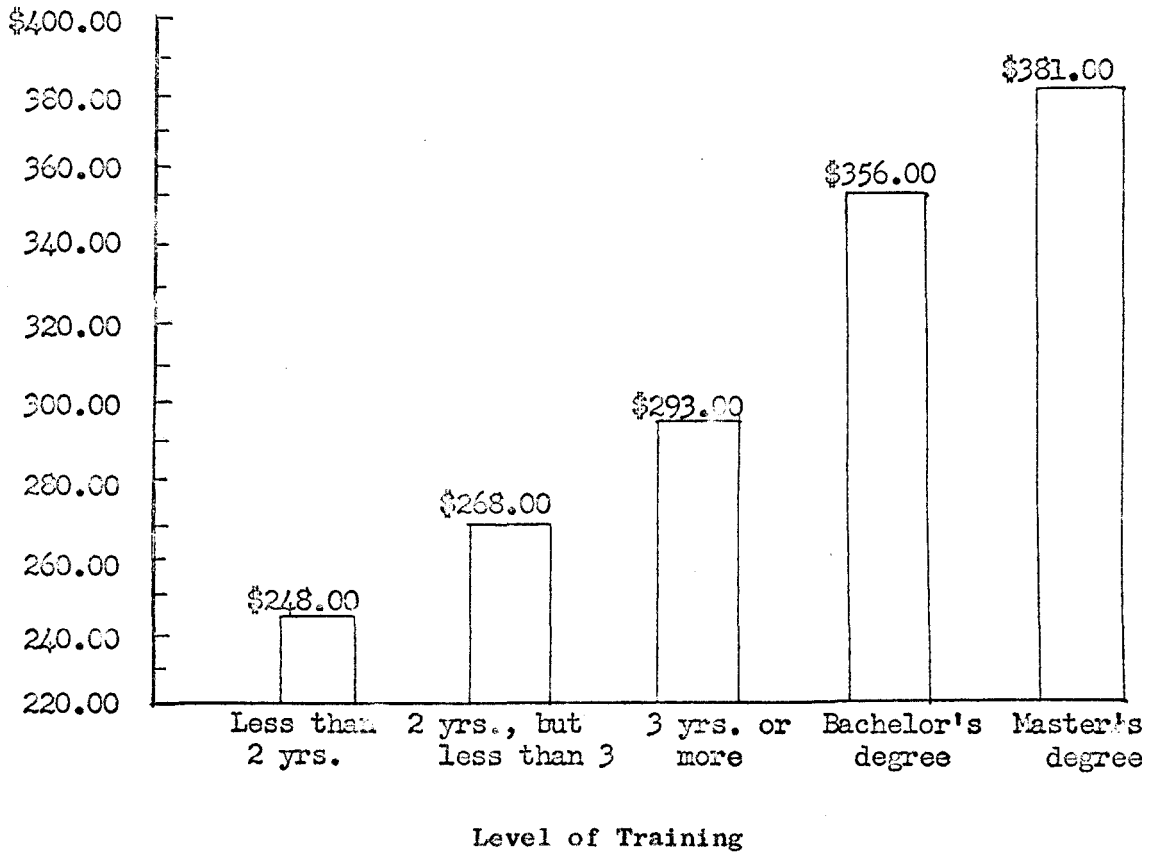


Figure 10. Texas State Minimum Base Pay Schedule for Beginning Classroom Teachers, 1960-61^a

^aTexas Education Agency, Supplement to Public School Law, Bulletin 587 (Austin, Texas, January 1960), 65-66.

and (2) to its name being placed or continued upon the list of affiliated or accredited schools.¹⁷

Usually, the minimum State salary is so low that it is impractical, and local school districts find it necessary to pay teachers more than is required by the State minimum scale.

The minimum and maximum annual salary schedules with increments reported for teachers holding either a bachelor's or a master's degree for the 6 public school districts contacted in this study are given in Table XLIV, page 142. Both salaries and increments varied from district to district. In order to compare the monthly minimum and maximum salaries paid teachers holding bachelor's degrees, on a 9 months basis, these salaries for each district are shown graphically in Figure 11, page 143.

According to the salaries given in Figure 11, the Port Arthur Independent School District shows the highest minimum and maximum salary paid by the 6 districts, and the Galveston Independent District the lowest. The Port Arthur District reported a minimum salary of \$477.77 per month on a 9 months basis for teachers holding a bachelor's degree, and a maximum of \$677.77 based on increments for years of experience. The Galveston District reported the lowest minimum salary, which was \$412 per month, and the lowest maximum salary, which was \$484 per month. Out of the 6 districts, the Houston Independent School District's minimum salary of \$444.44 per month ranked next to the lowest, but the maximum salary of \$666.66 ranked next to the highest. The salaries for the other districts ranged between those reported for the Port Arthur and Galveston Districts.

¹⁷Ibid., 66

TABLE XLIV

**SALARY SCHEDULE FOR CLASSROOM TEACHERS IN 6 PUBLIC
SCHOOL DISTRICTS IN TEXAS FOR 1960-1961^a**

| District | Degree | Minimum annual salary | Increments | Maximum annual salary |
|-------------|--------|-----------------------|----------------------------------|-----------------------|
| Port Neches | B.A. | \$4,200 | 2 at \$150 8 at 100 | \$5,300 |
| | M.A. | 4,500 | 2 at 150 8 at 100 10 at 75 | 6,350 |
| Goose Creek | B.A. | 4,210 | 8 to 11 at 105 to 281 | 5,817 |
| | M.A. | 4,525 | 8 to 11 at 105 to 281 | 6,161 |
| Port Arthur | B.A. | 4,300 | 12 at 100 12 at 50 | 6,425 |
| | M.A. | 4,525 | 13 at 100 12 at 50 | 6,725 |
| South Park | B.A. | 4,002 | 16 at 75 | 5,202 |
| | M.A. | 4,202 | 18 at 100 | 6,002 |
| Houston | B.A. | 4,000 | 13 at 150 1 at 50 | 6,000 |
| | M.A. | 4,200 | 13 at 150 | 6,200 |
| Galveston | B.A. | 3,708 | 12 at 54 | 4,356 |
| | M.A. | 3,933 | 26 at 54 | 5,337 |

^aTexas State Teachers Association, Salary Schedules for Classroom Teachers of Texas Public Schools 1960-61, Research Bulletin (Austin, Texas, 1960), 15, 16, 19.

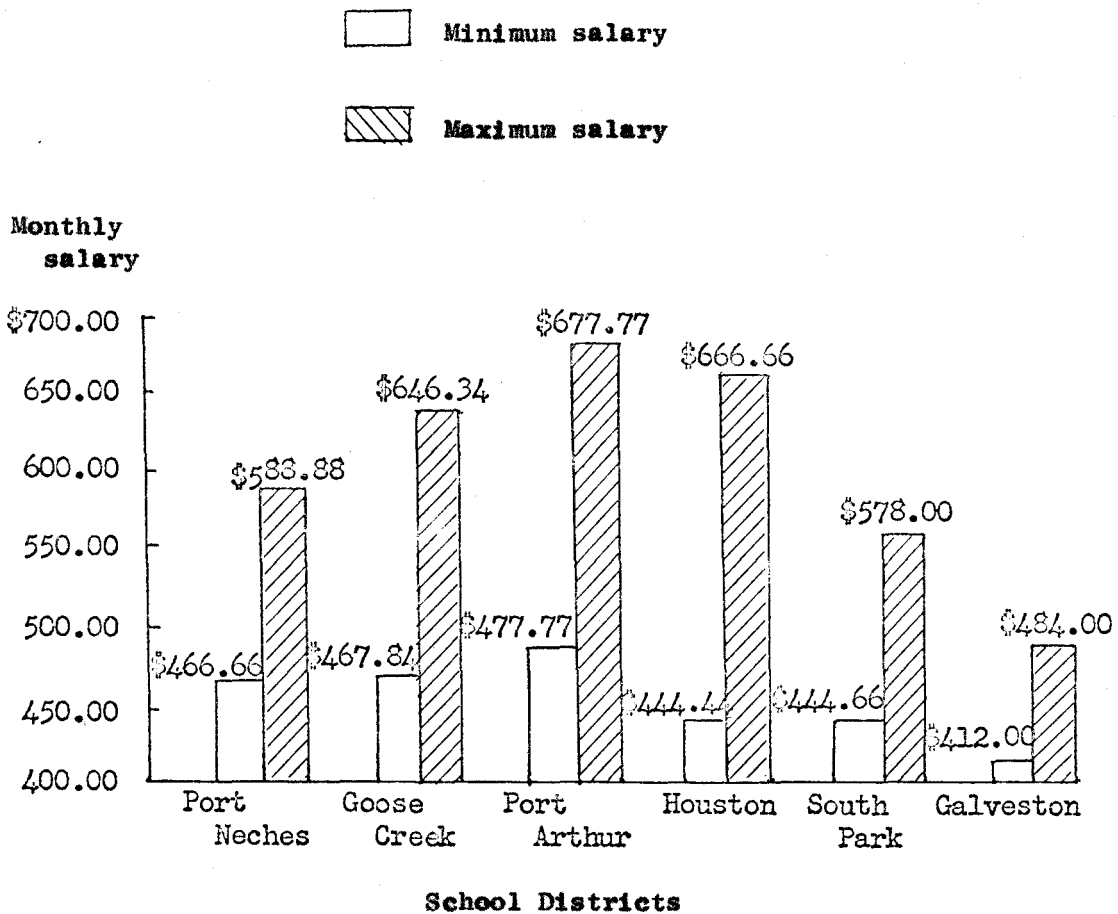


Figure 11. Maximum and Minimum Monthly Salaries on a 9 Months Basis for Teachers Holding a Bachelor's Degree Reported by 6 Public School Districts in Texas for 1960-61

The minimum and maximum monthly salaries on a 9 months basis reported by the 6 districts for teachers holding a master's degree are presented in Figure 12, page 145. For this level of training, the minimum salaries for the Port Arthur District and the Goose Creek District were almost the same. The Goose Creek District reported a minimum salary of \$502.77 per month for teachers with a master's degree, while the Port Arthur District reported a minimum salary of \$502.55 per month for this level. According to increments

granted for years of experience, the Port Arthur District paid the highest maximum salary. The Galveston District again ranked lowest among the 6 districts with a minimum salary of \$437.00 and a maximum salary of \$593.00 per month. Increments were granted by 4 districts to teachers with master's degrees for longer periods of time than was granted to teachers with bachelor's degrees.

Among the conditions of employment for public school teachers, provisions for retirement pensions, group insurance, and compensation for accidental injury in the line of duty are usually included. Some States have statutory provisions for these benefits, but they vary in the different States. State teacher retirement plans have become one of the most common benefits provided for public school teachers. Under the provisions of the Act of the Texas Legislature establishing the Teachers Retirement System of Texas; Article 2922-1 Section 3:

2. (a) Every person who on September 1, 1955 or thereafter shall be employed as a teacher or as an auxiliary employee in any public school or any other branch or unit of the public school system of this State shall become a member of the Retirement System as a condition of his employment.¹⁸

In this system, payments of 6 per cent of the annual salary deducted are matched by the State, but the total deductions may not exceed \$504.00 per year. According to the provisions of this plan, a fixed allowance is paid to teachers on retirement, based on age and service. In case of permanent disability for performance of duty, members receive disability retirement benefits according to the provisions of the Act.

¹⁸Ibid., 357.

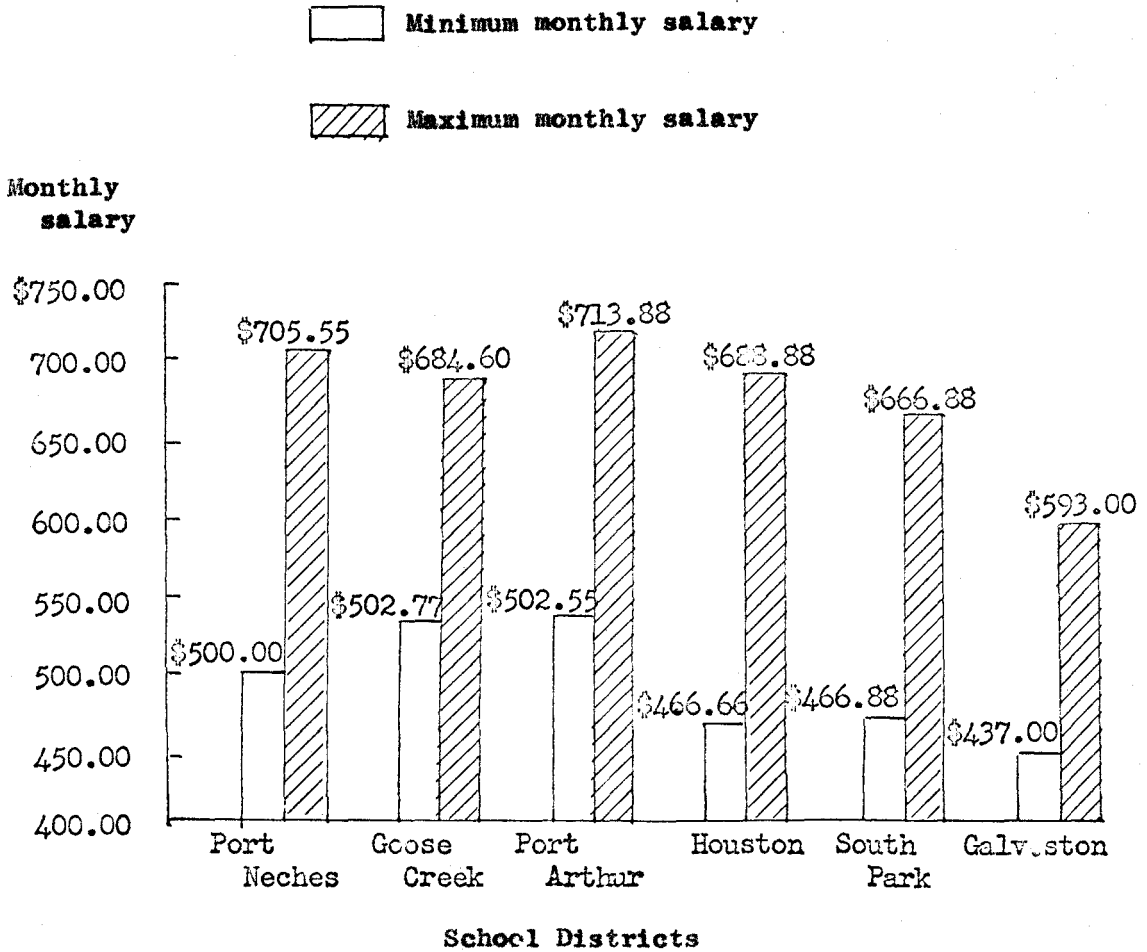


Figure 12. Maximum and Minimum Monthly Salaries on a 9 Months Basis for Teachers Holding a Master's Degree Reported by 6 Public School Districts in Texas for 1960-61.

There are many types of insurance available for employees, and rates are much more reasonable for group policies. Therefore, it is only just that teachers should expect their employers to make insurance available to them at group rates. The State of Texas leaves a great deal of discretion in this matter to the local school boards; however, authorization for group insurance is made in Article 3.51 (5053a) of the School Code as follows:

. . . common and independent school districts or of any other agency or subdivision of the public school system of the State of Texas are authorized to procure contracts insuring their respective employees or any class or classes thereof under a policy or policies of group, health, accident, accidental death and dismemberment, and hospital, surgical, and/or medical expense insurance. The employees' contributions to the premiums for such insurance issued to the employer or to an association of public employees as the policyholder may be deducted by the employer from the employees' salaries when authorized in writing by the respective employees so to do.¹⁹

This provision does not make it mandatory for local school districts to provide group insurance for teachers, but it authorizes them to do so, if they wish. Ordinarily, local boards allow the teachers to vote on this issue, and to follow the decision of the majority vote.

Most employees of State and local governments, including teachers, can be brought under Federal old-age, survivors, and disability insurance by means of agreements between the States and the Federal Government. The Social Security Amendments of 1950 made this protection possible for employees not under a State or local government retirement system. In 1954 the law was further changed to make it possible for most workers under State and local retirement systems to obtain protection. However, under the Act, the following procedure was required:

Employees whose positions are covered by State or local government retirement systems can be included in a Federal-State agreement only after there has been a special referendum on the question and a majority of the eligible employees have voted in favor of having old-age, survivors, and disability insurance coverage. Arrangements for holding a referendum for this purpose are made by State officials.²⁰

¹⁹Ibid., 468.

²⁰U.S. Department of Health, Education, and Welfare, Social Security Administration Bureau, Old-Age, Survivors, and Disability Insurance for Employees of State and Local Governments. (Washington, 1959), p. 1.

Social Security coverage for teachers in Texas has been authorized in the School Law Bulletin, Article 695 g, Section 4, which states that:

The State Agency is authorized to enter into agreements with the governing bodies of counties and with the governing bodies of municipalities and with the governing bodies of other political subdivisions of the State which are eligible for Social Security coverage under the Federal law when the governing body of any said counties or municipalities or other political subdivisions desire to obtain coverage under the old-age and survivor's insurance for their employees Any such agreement entered into shall include a provision that no action of the Federal Government shall ever impair or impede the retirement program of this State, or its political subdivisions.²¹

The amendments of 1960 made a number of changes in the Social Security Law, making it possible for more people to be covered and making the law fairer and easier to understand. One significant change in the new law removed the requirement that

two-thirds of the employees of a nonprofit organization must consent before the organization can cover the employees who want to be covered, and its future employees.²²

Thus, teachers may be covered by Social Security in Texas, according to both Federal and State provisions.

Many States have statutory provisions for sick leave, leave of absence, and compensation in case of injury in the line of duty, for teachers. However, at the time of this investigation, no statutory provisions had been made for these benefits in the State of Texas. Such policies and regulations were determined by the local school boards.

²¹Texas Education Agency, Bulletin 587, 468.

²²U.S. Department of Health, Education and Welfare, Social Security Administration Bureau, Social Security Amendments of 1960. (Washington, 1960) p. 6.

The 6 local school districts contacted in this study were requested to indicate the benefits provided for teachers in their systems. Table XLV, page 149, presents the various benefits reported. Since it was a condition of employment, the Texas Teacher Retirement System was reported by all 6 districts. Only 2 districts indicated that the teachers were covered by Social Security. Group insurance policies were available in 3 districts. Four Districts reported sick leave policies which varied a little but, in general, allowed 10 days sick leave a year with pay, which was cumulative up to 90 days. Although 3 districts gave policies for granting leave of absence, only 1 district indicated that such leaves were granted without loss of salary. The districts indicated that they had credit unions for the benefit of teachers in the system. All 6 districts reported that teachers were given credit for training. It is evident from this data that the Teacher Retirement System was the most outstanding benefit provided for teachers in the public school districts reporting.

SUMMARY

Throughout the history of education in the United States, the Supreme Court, and the State courts have upheld the right and duty of parents to provide for the education of their children. Although there exists a definite separation of Church and State in America, which has resulted in the establishment of separate school systems, the authority of the State in education has been expressly recognized by the Catholic Church as long as the inalienable rights of the family and Church are not violated.

TABLE XLV

TEACHER BENEFITS REPORTED BY 6 LOCAL SCHOOL
DISTRICTS IN THE STATE OF TEXAS
1960-1961

| Teacher benefits | School Districts | | | | | |
|--|------------------|-------------|-------------|---------|------------|-----------|
| | Port Neches | Goose Creek | Port Arthur | Houston | South Park | Galveston |
| Texas Teacher Retirement System | X | X | X | X | X | X |
| Social Security | | X | X | | | |
| Group Insurance | | X | | X | | X |
| Cumulative sick leave | X | | | X | X | X |
| Absence without loss of salary for personal illness, serious illness or death in family, personal business | | | X | | | |
| Leave of absence | | | X | X | | |
| Credit Union | | X | | X | | |
| Credit for training | X | X | X | X | X | X |

In the encyclical On the Christian Education of Youth,²³ Pope Pius XI explained that the State, by reason of its authority to promote the common welfare, has the right and duty to protect the family's right in regard to education and, if the family fails to provide, the duty to protect the child's right. As the common welfare requires, the State can see to it that the citizens learn the laws of the country, science, morals, and physical culture, and by vigilant regulations and inspection to see that nothing inimical is taught in the schools.

The educational directives of the late Pontiffs have repeatedly counseled Catholic educators to obey the reasonable State regulations in regard to education, and to respect the right of the State to see to it that pupils attending Catholic schools receive an education equal to that given in public schools. Although the Church upholds the right of the State to determine whether pupils in the Catholic schools are receiving a good education, it demands its lawful right to free exercise of religion. The supernatural right of the Church and its duty "to teach all nations" are not in conflict with the rights of the State and family. The "Bishops' Message on American Principles in Education" explained that the purpose of Catholic education is not a limitation on the right of the State to insure an educated citizenry, but that:

It exists not only to fulfill the function of education in our democratic society, but specifically to educate the Christian for his dual citizenship in time and eternity. It exists to teach not only the content of the accepted curriculum, but that which the tax-supported school under present conditions may not teach, namely, positive religion.²⁴

²³Pius XI, Christian Education of Youth (New York, 1936), p. 16.

²⁴Rev. Felix J. Penna, S.D.B., "The Bishops' Message on American Principles in Education," The Catholic School Journal, LVI (January 1956), 2.

Specifically, each diocesan school system must strive to conform to the policies and regulations of the State in which it is located. Since the Galveston-Houston Diocese is located in Texas, the diocesan school system must strive to maintain the standards established by the Texas Education Agency. One of the purposes of this study was to develop policies for lay teachers in the Catholic elementary schools of the diocese; therefore, this chapter presented the Texas State and local policies regarding teacher education, certification and conditions of employment.

The policies reported by the 6 public school districts contacted in this study reflected the general trends in the areas regarding policies and regulations for elementary teachers in the public school system. The districts reported some local policies and regulations in addition to the State requirements.

Teachers' salaries reported by the 6 districts ranged higher than the State minimum scale, and higher than the salaries reported for Catholic elementary school teachers. The Port Arthur Independent School District reported the highest salary scale, with a minimum monthly salary for teachers holding a bachelor's degree of \$477.00. The lowest salary was reported by the Galveston Independent School District with a minimum monthly salary of \$412.00 for teachers holding a bachelor's degree.

The salaries of 284 of the 341 Catholic elementary school teachers for the school year 1960-1961 were reported on the questionnaires returned by the 70 elementary school principals in the Galveston-Houston Diocese. The results showed that 15 lay teachers, or 6.0 per cent, were receiving salaries equivalent to or above the State beginning minimum salary of \$356.00 per month for

teachers holding a bachelor's degree. Out of the 284 salaries reported, 111, or 39.1 per cent, were \$300.00 or more per month, leaving 173, or 70.9 per cent, below \$300.00. Irrespective of qualifications or length of service, the lay teacher salaries reported ranged from a minimum of \$60.00 to a maximum of \$428.00 per month. The mean salary for elementary school teachers in the diocese was \$261.00 per month. According to these figures, a wide discrepancy existed between the salaries of public school teachers and Catholic elementary school teachers in the Galveston-Houston Diocese, in the academic year of 1960-61.

At the time this study was made, there were no State policies or provisions for sick leave, leaves of absence, or compensation for injury in the line of duty for public school teachers. Since such policies were determined by the local school boards, they varied from district to district.

According to statutory provision in Texas, since 1955 membership in the Texas Teacher Retirement System was a condition of employment. Group insurance and Social Security coverage were authorized by statute, but out of the 6 districts contacted, only 2 reported that the teachers were covered by Social Security. Three districts reported group insurance plans available for teachers. Membership in credit unions was available in 2 of the 6 districts contacted.

If the Catholic school system is to compete with the increasingly attractive allurements which the public school system offers in an effort to recruit teachers, then it must develop a program of its own to recruit from among the ranks of Catholic laymen the reinforcements so desperately needed. As a means of improving the status of lay teachers so as to attract more qualified

recruits, Mrs. Leo J. Deters, Jr., Personnel Director of lay teachers for the Archdiocese of St. Louis, offered the following recommendations:

First of all there should be a definite hiring and employment agency enabling us to screen applicants better and to secure more qualified teachers. . . . A diocesan salary scale according to qualifications and with yearly increments would eliminate salary injustices and bargaining common in many areas. Fringe benefits, such as formal tenure, health insurance, retirement, benefits and reimbursements for professional college courses are urged. Better in-service training must be provided for lay teachers, seeing to it that all of them are thoroughly familiar with school regulations, have had training in preparing for class and are instructed in classroom procedures and the behavior standard in Catholic schools.²⁵

According to recent reports on the recruiting of lay teachers, qualified lay teachers are available for Catholic schools. Catholic school administrators must face the serious challenge to find a means of providing salaries, tenure, and benefits reasonably comparable to those provided for public school teachers.

This chapter has presented a brief review of current practices and trends prevailing in public education with regard to teacher employment to form a background of information to aid in the development of policies for the Catholic lay teachers of the Galveston-Houston Diocese.

²⁵Mrs. Leo J. Deters, Jr., "The Recruiting and Training of Lay Teachers," National Catholic Educational Association Bulletin, LVI (August 1959), 308.

CHAPTER VIII

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

SUMMARY

This study was made to determine the status of lay teachers in the Catholic elementary schools of the Galveston-Houston Diocese, and to develop definite policies in the form of a handbook. It included:

- (1) an analysis of the present status of lay teachers in the diocese,
- (2) a study of current policies in the Galveston-Houston Diocese,
- (3) a study of current policies in 20 selected dioceses, and
- (4) a study of Texas State and local policies for elementary school teachers.

The results of the study were used as a guide in the development of the handbook of policies for lay teachers.

There were 2 methods of procedure employed to collect data for the study: the questionnaire and the interview. The lay teachers numbering 251 in the 70 Catholic elementary schools of the Galveston-Houston Diocese, answered questionnaires concerning their educational background, work load, conditions of service, and attitudes and opinions toward their positions.

To assist with the development of the handbook, a survey was made of current policies in the Galveston-Houston Diocese in which 70 Catholic elementary school principals participated. Questionnaires were returned by 18 diocesan and archdiocesan superintendents concerning policies for lay teachers in the

dioceses surveyed. The Texas Education Agency and 6 public school superintendents supplied the information requested regarding policies for public school teachers. The proposed handbook was presented to 20 pastors, principals, and lay teachers in the Catholic elementary schools of the diocese for evaluation. Their comments were received by means of interviews, at which time the policies in the handbook were discussed and explained. Pastors, principals, and lay teachers expressed their wholehearted approval of the handbook and requested that it be printed and made available for use in the diocese. However, several changes were suggested and considered in the final revision.¹ The lay teachers themselves expressed unanimous approval for the adoption of the handbook. The results of the evaluation were reported to the Diocesan Superintendent of Schools, and the handbook was revised according to his directions. The revised form of the handbook was submitted to the Bishop for final approval.

CONCLUSIONS

The related and diverse data when tabulated and analyzed indicated the following conclusions:

1. The Catholic population, school enrollment, and teacher growth trends in the diocese indicate that an increasing number of lay teachers will be needed to staff the Catholic elementary schools in the years ahead.
2. The elementary school lay teachers in the diocese are happy in their positions, but there is need of improvement in these areas: (1) academic

¹Changes suggested are listed in Appendix V, p. 189.

qualifications, (2) financial status, (3) fringe benefits, and (4) policies regarding conditions of employment.

3. No diocesan policies or regulations for lay teachers have been developed, and the policies established by parochial schools lack uniformity. Administrators and lay teachers seem to favor the establishment of uniform diocesan policies for lay teachers.

4. A trend toward centralization of lay teacher programs was evident in the selected dioceses surveyed. Most of the selected dioceses have uniform policies and regulations for lay teachers. Well-organized recruitment and teacher-training programs are functioning in some of the selected dioceses, but no organized programs for such purposes have been initiated in the Galveston-Houston Diocese. The need for diocesan recruitment and educational programs for lay teachers is evident.

5. The Catholic Church recognizes and upholds the authority of the State in educational matters as long as it does not violate the God-given rights of the Church and family. Catholic school administrators have been exhorted by Church authorities to provide, as far as possible, salaries and fringe benefits for lay teachers comparable to those of public school teachers. The salaries and benefits reported for public school teachers in this survey far exceeded those reported for lay teachers in the Catholic schools. Increase of salary, an insurance program, a retirement plan, and tenure and sick leave policies need to be provided for lay teachers in the diocese.

RECOMMENDATIONS

1. In view of the rapid and continued growth in the Catholic population, school enrollment, and the widening gap between religious and lay teacher ratios, there is an urgent need for an organized program of recruitment for lay teachers in the Galveston-Houston Diocese. It is recommended that a plan of action be initiated in the diocese to recruit qualified lay teachers for the Catholic elementary schools. A priest sincerely interested should be appointed to direct the program. College and parish groups should be addressed, articles published in secular and Catholic newspapers, and brochures distributed to the laity. The laity need to be informed on the needs of our Catholic schools.

2. The adage "in unity there is strength" needs to be applied to the lay teacher program of the diocese. Many dioceses have realized this and have established centralized offices for the administration of the lay teacher programs. It is recommended that a diocesan office be established to interview and receive lay teacher applications. Some parishes have more than enough applicants while others cannot locate teachers. A centralized office would allow better placement and distribution of lay teachers. Parishes should be free to select and employ the teachers of their choice, but they need some source from which to obtain teachers. This office should also secure confidential reports on the work of lay teachers so as to be able to supply recommendations to those employing them.

3. Many lay teachers in the Catholic elementary schools of the diocese lack the academic qualifications required by the State of Texas. Teacher training programs need to be organized throughout the diocese. The Catholic col-

leges in the area should be requested to offer special courses after school hours, on Saturdays, and during the summer, that would enable lay teachers to complete the requirements for a degree and teacher's certificate. Since there are so few Catholic colleges in the area, extension courses should be offered in various parishes to accommodate the teachers. Colleges should offer workshops, lectures, and seminars that would contribute to the professional growth of the teachers. Plans should be developed to reduce tuition rates for lay teachers. Many lay teachers willingly teach for low salaries in order to contribute to the cause of Catholic education; however, they cannot continue their education at the regular rates of tuition charged by colleges. Colleges should be asked to give special consideration to this problem.

4. It is recommended that scholarships be offered to worthy high school graduates willing to teach for the Catholic schools. With the shortage of lay teachers so great in this area, such a plan would seem advisable. Other dioceses have developed successful scholarship programs. Colleges and parishes could cooperate in providing worthy persons with financial assistance for their college education. In return for this assistance, these persons could be contracted to teach in the Catholic schools.

5. According to the principles of Christian social justice, Catholic school administrators are obliged to provide just wages and working conditions for lay teachers. While it is true that many parishes cannot pay salaries as high as those paid by tax-supported schools, there are other benefits that they can provide for Catholic school employees. Social security coverage and group insurance programs are justly expected this day and time and should be available to lay teachers. Retirement plans such as those offered by the State are not so easily provided by private schools; however, some dioceses are developing

satisfactory plans. It is recommended that at least remote plans be made in this diocese to develop a retirement plan for the lay teachers. Uniform regulations and policies should be established regarding salaries, increments, tenure, and sick leave policies for lay teachers. Some plan should be developed to subsidize the salaries of lay teachers in the poorer parishes so that the better teachers will not be lured to the schools able to pay the highest salary.

6. The diocesan policies for lay teachers should be uniform and available in printed form so that the conditions of employment may be mutually understood by both Catholic school administrators and lay teachers. It is likewise recommended that these policies be given lay teachers at the time they apply for positions so that they will gain a better understanding of their role and responsibility as teachers in the Catholic school system.

7. Regardless of training, new teachers need to be oriented into the school system in which they will teach. It is recommended that the Diocesan School Office organize area orientation programs for Catholic school lay teachers. Master teachers could be requested to conduct two or three week courses prior to the opening of school in designated areas. Through this method lay teachers could be acquainted with the methods and procedures to be followed in the Catholic schools.

8. Since the teaching of religion is of primary importance in the Catholic schools, it is recommended that the Confraternity of Christian Doctrine training course be offered for all lay teachers. Lay teachers should teach their own religion classes when they are qualified to do so. College courses should be offered for the benefit of those teachers lacking sufficient training.

9. In conclusion, it is recommended that the proposed handbook developed in this study be used as a guide for lay teachers. However, their problems and needs should be studied continuously and changes made according to their needs.

The recommendations that have been made in this study cannot be accomplished all at once. Each recommendation will require study and planning; however, there is no need for "putting off until tomorrow what can be done today." The needs are evident and urgent. Now is the acceptable time to begin a plan of action. Catholic education is facing a crisis in which the laity are needed. With the guidance of the Holy Spirit and the wholehearted cooperation of religious and laity, there is no reason to doubt that the crisis will be met and resolved successfully.

The expression of approval and gratitude for the development of the Handbook of Policies for Lay Teachers have more than compensated for the time and effort devoted to this study. The study began with a challenge of a lay teacher to those concerned with Catholic education to do something to meet the needs of lay teachers in the Catholic schools, and concludes with another quotation--words received from a lay teacher who evaluated the proposed handbook of policies developed in this study. She wrote as follows:

I would like to thank you personally for selecting the status of lay teachers in Catholic schools for your research study. We should have a guide, as you have suggested, and I find yours excellent. I sincerely hope and pray that it will be adopted.

I view my teaching position in the Catholic schools as an opportunity to work side by side with those dedicated to His service. I feel that teaching children the truths of my faith has brought me closer to God, and working with the Sisters has given me a new understanding of a Sister's vocation.

I know of no other work that could help me to raise my own children properly than that in which I am now engaged.

BIBLIOGRAPHY

A. BOOKS

- Catholic Youth Organization, Centennial Book Committee, Diocese of Galveston Centennial 1847-1947. Houston; Anson Jones Press, 1947.
- Haskew, Lawrence D. This Is Teaching. Chicago; Scott, Foresman, and Company, 1956.
- Metz, Rene. What Is Canon Law? Translated from French by Michael Derrick. New York; Hawthorne Books Publishers, 1960.
- Monroe, Walter S., ed. Encyclopedia of Educational Research. New York: The Macmillan Company, 1950.
- The Official Catholic Directory, 1950. New York: P. J. Kenedy and Sons, 1950.
- The Official Catholic Directory, 1955. New York: P. J. Kenedy and Sons, 1955.
- The Official Catholic Directory, 1960. New York: P. J. Kenedy and Sons, 1960.
- Pius XI. Christian Education of Youth. New York: The Paulist Press, 1936.
- Pius XII. Counsel to Teaching Sisters. Washington, D.C.: National Catholic Welfare Conference, 1951.
- Putz, Louis J., C.S.C. The Catholic Church in the United States. Chicago: Fides Publishers, 1956.
- Redden, J.D., and F.A. Ryan. A Catholic Philosophy of Education. New York: The Bruce Publishing Company, 1954.
- Remmlen, Madeline Kinter. The Law of Local Public School Administration. New York: McGraw-Hill Book Publishers, Inc., 1953.
- Ritamary, Sister, C.H.M., ed. Planning for the Formation of Sisters. New York: Fordham University Press, 1958.

B. PERIODICALS

- Alfred, Brother Robert. "Professional Growth," Catholic School Journal, LIX (September 1959), 31-32.
- Barry, F.S. "Some Significant Suggestions for Selecting a Successful Teacher," Educational Digest, XXV (October 1959), 9-11.
- Bozon, Very Rev. Msgr. Henry G. "The Diocesan Superintendent and the Lay Teacher," Bulletin, National Catholic Educational Association, L (August 1953), 353-357.
- Brinkman, J.G. "Lay Teachers Serving Without Pay to Help Staff Catholic Schools," The Catholic Educational Review, LVI (April 1958), 217-220.
- "Calling for Lay Teachers," The Catholic Educator, XXVI (September 1955), 38-39.
- Carberry, J.J. "How the Laity Can Help," Catholic School Journal, LVIII (March 1958), 68-69*.
- Carey, R.D. "How to Select and Place Teachers," American School Board Journal, CXXXIX (December 1959), 17-18.
- Charles Marie, Sister. "Confusion of Values in Teacher's Work," The Catholic Educational Review, LVIII (January 1960), 28-33.
- Cronin, A. "Catholic Schools Need Lay Teachers," America, IXC (April 24, 1954), 104 --.
- D'Amour, Rev. O'Neil C. "Status of Catholic Education-1960," Catholic Management Journal, III (September 1960), 3-6.
- Delrey, Sister Mary, S.N.D. "Attitudes of Parents Toward Lay Teachers," The Catholic Educational Review, (October 1956), 459-466.
- Deters, Mrs. L.J. "Recruiting and Training Lay Teachers," Bulletin, National Catholic Educational Association, LVI (August 1959), 306-308.
- Donovan, Paul M. "Lay Teachers Are a Blessing," The Catholic World, CXCI (April 1960), 13-18.
- Elise Marie, Sister. "Let's Conserve Our Teachers," Catholic School Journal, LX (April 1960), 130 --.
- Farrell, Allan, P. "Two Systems--Parochial and Public," America, LXXVI (October 5, 1946), 15-16.

- Fay, Margaret, "A Lay Teacher Takes Inventory," Catholic School Journal, (March 1961), 27-28.
- Fitzpatrick, Edward A. "Definitions, Educational Terms," Catholic School Journal, XLVIII (September 1958), 30.
- "How Pupils Rate Teachers," Catholic School Journal, LVII (October 1959) 31.
- "The Issues of Human Life As the Foundation for a Philosophy of Education," Catholic School Journal, XIV (April 1954), 109-113.
- Flannery, Harry W. "Jane Doe, Lay Teacher," Ave Maria, IXCI (April 23, 1960), 9-12.
- Flynn, E.A. "Are Qualified Lay Teachers Available?" Catholic School Journal, LVII (December 1957), 76 --.
- Folk, B.N. "Bell Rings for Teachers," Catholic School Journal, LV (June 1955), 185-187.
- Gluck, H. "Lay Teacher Morale in Catholic Schools," Catholic Educational Review, LII (November 1954), 537-541.
- Hald, Rt. Rev. Msgr. Henry M. "Recruiting Lay Teachers," Bulletin, National Catholic Educational Association, LI (August 1954), 547-550.
- Harcar, Rev. George A. "Orienting the Lay Teacher Into the Catholic Philosophy of Education and Its Objectives," Bulletin, National Catholic Educational Association, LII (August 1955), 273-277.
- Holbel, Rt. Rev. Msgr. "Preparing Lay Teachers," Bulletin, National Catholic Educational Association, (August 1954), 551-552.
- The Houston Post. Houston, March 6, 1961.
- Jenson, Theodore J. "NEA and Teacher Welfare: Tenure," NEA Journal, XLVI (October 1955), 407-408.
- Joachim, Sister Mary, "Help for Our Lay Teachers," Catholic School Journal, LIX (June 1959), 37.
- "Laity in Catholic Schools," Commonweal, (January 1957), 421.
- McAvoy, T.T., "Role of the Good Teacher," The Catholic Educational Review, LVII (October 1959), 474-479.
- McCluskey, Neil G. "How to Find and Pay Lay Teachers," America, VIIC (April 1957), 121-123.

- . "Catholic Education's New Look," America, XCI (September 1953), 574-576.
- McEntegart, Most Rev. Byron. "Lay Teachers in Catholic Elementary Schools," Catholic School Journal, LVI (May 1956), 167.
- McManus, Msgr. William E. "An Evaluation of Catholic Elementary Education in the U.S.A.," Bulletin, National Catholic Educational Association, LV (August 1958), 224-235.
- Marie, Sister Robert, S.L. "Lay Teachers Fill the Gap," The Catholic Educator, XXV (April 1955), 476-477.
- Michael, Sister Mary. "Lay Teacher is Here to Stay," Catholic School Journal, LVI (June 1956), 179-181.
- Niemier, E. "Apostolate of the Lay Teacher," Catholic School Journal, LIII (October 1953), 239-240.
- O'Leary, T.F. "Philosophy of Catholic Education As It Affects the Classroom Teacher," Bulletin, National Catholic Educational Association, LII (August 1955), 338-342.
- Panzer, J.J. "Administrator's Approach to the Lay Teacher Problem Regarding Salary, Tenure, and Pensions," Bulletin, National Catholic Educational Association, LII (August 1955), 267-272.
- Penna, Rev. Felix J. "The Bishops' Message on American Principles in Education," Catholic School Journal, LIV (January 1956), 1-3.
- Peter, Sister M. "Reading--The Foundation of Intellectual Growth," Catholic School Journal, LIX (February 1959), 23-24.
- Pius XII. "To the Union of Italian Teachers," (Address of September 4, 1949), The Catholic Mind, XLVIII (September 1950), 571.
- . "The Right to Educate," (Address of November 10, 1957), The Pope Speaks, IV (Spring 1958), 377-380.
- . "Aims of An Italian Teachers' Union," (Address of January 5, 1959), The Pope Speaks, I (April 1954), 11-15.
- Pope John XXIII. "The Mission of the Teacher," (Address of September 5, 1959), The Pope Speaks, VI (Winter 1959-60), 81-84.
- Reilly, John K. "Ideas for More Lay Teachers," America, IXC (September 1954), 615-617.

- Richardine, Sister Mary. "What the Teacher Should Read," Bulletin, National Catholic Educational Association, LV (May 1959), 7-15.
- Russell, Frater Fintan, O. Carm. "The Lay Teacher in Focus," The Catholic Educator, XXVII (December 1956), 221-223.
- Ryan, Carl J. "The Lay Teacher in the Catholic School," Homiletic and Pastoral Review, XLVIII (May 1948), 575-581.
- "Should Lay Teachers Teach Religion?" Catholic School Journal, LVIII (September 1958), 31-32.
- Ryan, L.V. "Written Contracts for Lay Teachers," Catholic School Journal, LX (February 1960), 63-65.
- Ryan, Mary Perkins, "The Problem of Religious and Lay Teachers," The Catholic Educational Review, XLVIII (April 1960), 248-255.
- Schmit, R.A., and F.T. Weisbruch. "Personnel Program for Laymen in Catholic Schools," Catholic School Journal, LVI (September 1956), 201-203.
- Seitz, Reynolds C. "When Are You Responsible for Pupils?" Catholic School Journal, LIX (November 1959), 64-66.
- Theresa, Sister Marie, S.C. "The Principal and the Lay Teacher," Bulletin, National Catholic Educational Association, (August 1953), 358-364.
- Tinnelly, Rev. Joseph T. "The Right to Educate--The Role of Parents, Church, and State," Bulletin, National Catholic Educational Association, LV (August 1958), 35-46.
- Welch, Mrs. James N. "Place of the Lay Teacher in the Parochial School and Work of the Lay Teachers' Guild in the Archdiocese of St. Louis," Bulletin, National Catholic Educational Association, L (November 1953), 15-22.
- "Work of the Lay Teacher Guild," Bulletin, National Catholic Educational Association, (August 1954), 553-557.
- Whalen, Rev. Willis L. "Mind Your Motives," Catholic School Journal, LVIII (September 1958), 69-71.
- "What Do We Pay Lay Teachers?" Catholic Management Journal, III (September 1960), 18-19.
- Xavier, Sister Mary, O.S.U. "Your Opportunities As Principal of a Catholic School," The Catholic Educational Review, LIV (September 1956), 361-369.

----- . "Does Your Teaching Need a Tonic?" The Catholic Educational Review, LIV (May 1956), 328-332.

Yzermans, V.A. "Our Holy Father Pope Pius XII on Catholic Education," The Catholic Educational Review, LIV (November 1956), 516-525.

Zang, Mary Catherine. "It's A Good Day, S'tir-Mis Dove," The Catholic Educational Review, LIII (May 1955), 306-309.

C. UNPUBLISHED MATERIALS

Fox, Harvey John. "The Development of a Handbook for Beginning Teachers of the Public Elementary Schools of Rochester, New York." Unpublished Doctoral Dissertation. University of Buffalo, Buffalo, 1955.

Glass, Gerald J. "The Present Status of the Lay Teacher in the Catholic Elementary Schools in Ohio." Unpublished Master's Thesis. The Catholic University of America, Washington, D.C., 1958.

Gross, Sister M. Mynette. "Factors Which Condition Success in Teaching in the Catholic Elementary School." Unpublished Doctoral Dissertation. The Catholic University of America, Washington, D.C., 1953.

Horak, Sister Mary C. "A Study of the Secular Lay Teacher on the Catholic Elementary School Faculty." Unpublished Master's Thesis. De Paul University, Chicago, 1956.

Hurshmann, Henry J. "The Present Status of the Lay Teacher in the Catholic Elementary and Secondary Schools of Kansas," Unpublished Master's Thesis. The Catholic University of America, Washington, D.C., 1956.

Janssen, Rev. James M. "A Study of the Lay Teacher Program in the Catholic Elementary Schools in Iowa." Unpublished Master's Thesis. Loyola University, Chicago, 1959.

Kelso, Charles Marvin, "A Method for Evaluating the Basic Philosophies of Teachers Through Their Attitudes Toward Curriculum." Unpublished Doctoral Dissertation. University of Houston, Houston, 1955.

Long, Sister M. Brideen. "An Evaluation of Catholic Elementary Teachers' Pre-service Education." Unpublished Doctoral Dissertation. The Catholic University of America, Washington, D.C., 1953.

Malone, Rev. James W. "Administration of the Teacher in Parochial Elementary Schools in Ohio." Unpublished Doctoral Dissertation. The Catholic University of America, Washington, D.C., 1957.

- Matthew, Sister Rose, I.H.M. "Sister Teachers in the United States: A Study of Their Status and Projected Role." Unpublished Doctoral Dissertation. Fordham University, New York, 1957.
- McKeever, Rev. William F. "The Present Status of the Lay Teacher in Selected Catholic High Schools." Unpublished Master's Thesis. The Catholic University of America, Washington, D.C., 1948.
- Meyers, Rev. John. "The Status of the Lay Teacher in the Catholic Secondary Schools of the State of Texas." Unpublished Master's Thesis. The Catholic University of America, Washington, D.C., 1959.
- Novicky, Rev. William N. "The Present Status of the Lay Teacher in Selected Catholic High Schools of Ohio." Unpublished Master's Thesis. The Catholic University of America, Washington, D.C., 1950.
- Pesci, Frank B. "The Present Status of the Lay Teacher in the Catholic Schools of the Diocese of Trenton." Unpublished Master's Thesis. The Catholic University of America, Washington, D.C., 1955.
- Purcell, Rev. Edward. "Present Status of the Lay Teacher in the Catholic Elementary Schools of Illinois." Unpublished Master's Thesis. The Catholic University of America, Washington, D.C., 1955.
- Quigley, Rev. Thomas A. "The Lay Teacher in the American School System." Unpublished Master's Thesis. The Catholic University of America, Washington, D.C., 1936.
- Silbermann, Eileen. "The Present Status of the Lay Teacher in the Catholic Elementary Schools of the Archdiocese of Baltimore." Unpublished Master's Thesis. Loyola College, Baltimore, 1956.
- Trapani, Sister Mary Christine, R.S.M. "Status of the Lay Teacher in Catholic Elementary Schools of Four Southern Dioceses," Unpublished Master's Thesis, The Catholic University of America, Washington, D.C., 1956.

D. MISCELLANEOUS

- Annual School Report. Diocese of Galveston, 1950-1951, 1955-1956, 1956-1957, 1957-1958, 1958, 1959.
- Annual School Report. Diocese of Galveston-Houston, 1959-1960, 1960-1961.
- Texas Education Agency. Principles and Standards for Accrediting Elementary and Secondary Schools. Bulletin 560. Austin; Texas Education Agency, 1960.

- . Public School Law Bulletin. Bulletin 587. Austin; Texas Education Agency, 1956.
- . Supplement to Public School Law Bulletin. Bulletin 587. Austin: Texas Education Agency, 1960.
- Texas State Teachers Association. Salary Schedules for Classroom Teachers of Texas Public Schools: 1960-61. Austin; Texas Education Agency, 1960.
- U.S. Department of Health, Education, and Welfare, Bureau of Old-Age and Survivors Insurance. Old-Age, Survivors, and Disability Insurance for Employees of State and Local Governments. Washington, D.C.: Government Printing Office, 1959.
- . Social Security Amendments of 1960. Washington, D.C.: Government Printing Office, 1960.

APPENDIX I

LETTER OF EXPLANATION AND LAY TEACHER QUESTIONNAIRE

BULLETIN NO. 7
February 13, 1959

TO ALL SCHOOL PRINCIPALS:

It has become necessary for us to ask for your assistance in obtaining some information from each one of your lay teachers. Enclosed are copies of a four-page questionnaire which must be filled out in duplicate by each one of your lay teachers.

The number of copies which we are sending you for distribution among your lay teachers has been determined by the number of lay teachers as shown on your last Initial Report (two copies of each page for each teacher). If you have acquired any additional lay teachers since that time which have not been reported to us, please let us know, and we will furnish additional copies of the questionnaire.

Please ask each lay teacher to complete these forms in duplicate, and then BOTH copies are to be forwarded to this office by them by February 23, 1959.

Any cooperation which you can afford them or us in obtaining the necessary information on the questionnaire will be greatly appreciated.

Rev. Francis H. Conner
Superintendent of Schools
Diocese of Galveston-Houston

Date _____

TEACHER'S QUESTIONNAIRE**A. GENERAL INFORMATION**

Name of your school _____

Address of school _____

Enrollment: Boys _____ Girls _____ Type of school: Private ()
Parochial ()

No. of teachers: Religious _____ Priest _____ Lay teacher _____

Your age _____ Your status: Single () Married () Widowed ()

B. EDUCATIONAL BACKGROUND**1. High School Attendance**

Name of the institution (last attended) _____ Year of graduation _____

2. College Attendance

| Name of institution | Dates of Attendance | Degree | Major Field |
|---------------------|---------------------|--------|-------------|
| _____ | _____ to _____ | _____ | _____ |
| _____ | _____ to _____ | _____ | _____ |
| _____ | _____ to _____ | _____ | _____ |

3. Professional preparationIndicate the number of semester hours you have completed in
professional educational courses: _____**4. Academic Preparation**

a. Name of major in college: _____

b. Name of minor in college: _____

5. State Certification

Do you have a State certificate? () If so, what kind _____

6. Previous Teaching Experience:

In public school () No. of years _____

In Catholic school () No. of years _____

7. In-Service Training:

a. Are you continuing your teacher education by means of:

College or University summer classes ()

Part-time attendance during regular academic year
at college or university ()

College or university courses via television ()

College or university courses via correspondence ()

Adult education courses ()

Professional reading ()

b. Do you subscribe to any periodicals in the field
of education? ()

C. WORK LOAD

1. Teaching Load

a. Grade(s) you now teach _____

b. No. of pupils in each grade you teach _____

c. Hours of instruction per day (exclusive of recess and lunch
periods): _____

d. Total hours at school each day: Starting: _____ a.m.
Ending _____ p.m.

2. Extra-Curricular Activities

a. Indicate other activities for which you are responsible at
this school and the number of HOURS PER WEEK devoted to them.
(Examples: Lunchroom supervision, choir practice, helping
with office reports, playground supervision, coaching sports,
counseling, etc.)

Name of Activity

No. of Hours

| Name of Activity | No. of Hours |
|------------------|--------------|
| _____ | _____ |
| _____ | _____ |
| _____ | _____ |

- b. Do you receive any remuneration or bonus for your extra-curricular activities? Yes () No ()
3. Do you teach the religion course in your class' program? Yes () No ()
4. If not, who does give them religious instruction?
- _____

D. CONDITIONS OF SERVICE

1. Salary

- a. Please check the following category in which your annual salary is located:

| | | |
|-------------------|--------------------|-------------------|
| Under \$1000 () | \$1000 - 1495 () | \$1500 - 1995 () |
| \$2000 - 2495 () | \$2500 - 2995 () | \$3000 - 3495 () |
| \$3500 - 3995 () | \$4000 or over () | |

- b. Is this for full time? () or part time? ()
- c. What was your initial annual salary at this school? _____
- d. Does your school grant a regular salary increase? _____
- e. Is there a uniform salary scale for lay teachers of the same type or rank or position who have equivalent training and experience? Yes () No ()
- f. Do you feel you are underpaid? Yes () No ()
- g. Do you feel your school could afford to pay you more? Yes () No ()

2. Tenure

- a. By whom were you hired? Superintendent? ()
Pastor? () Principal? ()
- b. Have you a written contract? Yes () No ()

- c. If so, how many years does it cover? _____
- d. How many years have you been teaching at the school in which you are presently located? _____
- e. Though you do not come under the state laws regarding teaching tenure, do you think that you have indefinite tenure and that you will continue as long as your work merits it?
Yes () No ()
- f. Have any lay teachers ever been dismissed from your school without due cause and without warning? Yes () No ()

3. Leave of Absence

Is there any reduction made in pay due to illness, death in the family or attendance at professional educational meetings?
Yes () No ()

4. Benefits

- a. Does your school make any provisions for sick benefits?
Yes () No ()
- b. Does your school make provisions for retirement benefits?
Yes () No ()
- c. If the answer to either or both of the above questions is "yes", briefly describe these provisions:

5. Other Employment

- a. During the scholastic year do you have employment in addition to your teaching duties at the school? Yes () No ()
- b. If so, at what type of work are you employed? _____
- c. Do you have summer employment? Yes () No ()
- d. If you don't mind, would you state approximately the amount of your annual income from outside of school employment?

E. ATTITUDES AND OPINIONS

1. Do you think that the profession of teaching affords personal compensations which are not financial? Yes () No ()

2. If you answered "yes" to the above question, do you think teaching in a Catholic school affords more satisfactory non-financial compensations than teaching in a public school? Yes () No ()
3. From the list below, check three compensations which are most important to you:
- a. () Joy of association with children
 - b. () Realization that I am fulfilling the need for teachers
 - c. () Helping children to save their souls
 - d. () Developing good citizens
 - e. () Gaining a deeper knowledge and appreciation of my faith
 - f. () Feeling of doing more good in this job than I would in any other
 - g. () Privilege of working in a Catholic environment
 - h. () Satisfaction of knowing that I am helping children to learn
 - i. () Other compensations not mentioned: _____
4. What is the main reason why you accepted a position as teacher in your present school? _____
5. Do you feel that a spirit of cooperation and harmony exists between the religious and the lay teachers in your school?
Yes () No ()
6. Would you transfer to a public school for a salary increase of less than \$500 a year? Yes () No ()
7. Do the administrative officers of your school treat lay teachers on an equal basis with religious teachers in matters purely scholastic? Yes () No ()
8. In what ways could religious teachers help lay teachers make their teaching experience in Catholic schools more enjoyable and satisfactory?
9. Do you feel your views and opinions in teachers' meetings are given due consideration? Yes () No ()
10. In your opinion what are the main reasons why more Catholic teachers do not teach in Catholic schools?

11. Is the attitude of the religious teachers toward lay teachers in your school one that assures lay teachers that they have equal rights and privileges with them in purely scholastic matters?
Yes () No ()

12. Do you think there should be some lay teachers on the faculties of our schools even if there were enough teaching religious available? Yes () No ()

Give a reason for your answer:

F. IN CONCLUSION

Feel free to add any remarks or suggestions you may wish to make on the subject of lay teachers in Catholic schools or for improving their status. (If necessary you may use a separate sheet of paper)

Do you employ non-Catholic teachers? Yes _____ No _____

Do the lay teachers sign a written contract? Yes _____ No _____

If so, how many years does it cover? _____

Please state any tenure policies you have? _____

Do the lay teachers receive a salary increase? Yes _____ No _____

If yes, please state your policies: _____

Is there any salary reduction for absence due to illness, death in family, or attendance at professional meetings? Yes _____ No _____

If yes, how much? _____

Please describe the following benefits received by the lay teachers:

Insurance coverage _____

Sick benefits _____

Social Security _____

Retirement benefits _____

Any other benefits received _____

Do you exact anything definite from lay teachers in regard to:

Continued study _____

In-service training _____

Attendance at professional meetings _____

Professional reading _____

Do the lay teachers share in the following:

Playground duty Yes _____ No _____

Lunchroom supervision Yes _____ No _____

Extra-curricular activities Yes _____ No _____

Do the lay teachers teach religion in their classes? Yes _____ No _____

What are your policies in regard to lay teachers teaching religion?

What policy and procedure do you follow for dismissing a lay teacher?

Are the lay teachers required to attend Mass with the children?

Yes _____ No _____

Who is responsible for obtaining substitute teachers? _____

Who pays the substitute teacher's salary? _____

What salary is paid to substitute teachers? _____

Where do you obtain substitute teachers? _____

Please add any other policies you feel are significant in regard to lay teachers.

APPENDIX III

SUPERINTENDENTS' LETTER AND QUESTIONNAIRE

October 5, 1960

Reverend and dear Monsignor:

The presence and problem of the lay teacher in our school systems has become permanent. It seems as though the problem, like so many more, becomes greater and more complicated each year.

With the idea in mind of attempting to set some formal policy for our diocesan school system, I would appreciate your help. In order to get some idea as to what is already being done by the Diocesan Superintendents in other areas, I have taken the liberty to send the enclosed questionnaire for you or your delegate to answer.

Your help will be greatly appreciated.

Sincerely yours,

Reverend Francis H. Conner, M.A.
Superintendent of Schools
Diocese of Galveston-Houston

FHC:smt

Enclosure

Diocese of Galveston
Office of the Superintendent of Schools
1110 McIlhenny
Houston 2, Texas

October 5, 1960

Information on the status of the elementary school lay teachers in the

Archdiocese (Diocese) of _____

Number of lay teachers in the elementary schools: _____

Percentage of lay teachers in the elementary schools: _____

Who is responsible for interviewing, selecting, and employing lay teachers?

Please state any policies or procedures you have in regard to the above question: _____

Do you have a diocesan office responsible for interviewing, selecting, and employing lay teachers? Yes _____ No _____

If yes, who is in charge of the office? _____

What are the functions of the office? _____

Qualifications required of lay teachers for teaching positions in the elementary schools: Age _____ Religion _____

Professional _____ Other _____

Do you employ non-Catholics in the elementary schools? Yes _____ No _____

Do you require lay teachers to possess state certificates? Yes _____ No _____

What are your policies regarding the employment of unqualified persons?

Salary

What policies do you have in regard to the salaries of lay teachers?

What provisions do you have for regular salary increase?

Tenure

Do the lay teachers sign a written contract? Yes _____ No _____

If yes, how many years does it cover? _____

What policies do you have regarding the dismissal of lay teachers?

Leave of Absence

What are your policies regarding absence due to illness, death in family, attendance at educational meetings, etc.? _____

Is there any reduction made in pay for absences due to the above causes?

Yes _____ No _____ If yes, how much? _____

Benefits

What provisions are made for:

Insurance coverage _____

Retirement benefits _____

Sick benefits _____

Other _____

Teacher Education

What are your policies regarding the following:

Continued study _____

In-service programs _____

Attendance at professional meetings _____

Professional reading _____

Teacher Loads

Number of pupils allowed per teacher? _____

Hours of instruction per day? _____

Are lay teachers required to:

Share lunchroom duty Yes _____ No _____

Share playground supervision Yes _____ No _____

Attend Mass with the children Yes _____ No _____

Participate in faculty meetings Yes _____ No _____

Do lay teachers receive any remuneration for assisting with extra-curricular activities? Yes _____ No _____

Religion

Do lay teachers teach religion in their classes? Yes _____ No _____

What are your policies in this regard? _____

Substitute Teachers

Who is responsible for obtaining substitute teachers? _____

Who pays substitute teachers? _____

What is the usual salary paid substitute teachers? _____

From where are substitute teachers obtained? _____

Organizations

Do you have any type of diocesan organization for lay teachers?

Yes _____ No _____ If yes, please describe briefly: _____

Recruitment

Please list any plans or suggestions you may have to offer for the recruitment of lay teachers.

Please, may I ask you to be kind enough to share any printed forms, policies, etc. you may have that would be helpful in this study?

Your cooperation is sincerely appreciated.

APPENDIX IV

**LETTERS AND INTERVIEW FORM USED FOR
EVALUATION OF HANDBOOK**

**Incarnate Word Convent
4600 Richmond Road
Bellaire, Texas**

Reverend and dear Father (Principal):

You are probably aware that one of the important problems confronting Catholic school administrators today is that of providing for the increased number of lay teachers employed in the schools. While they are an integral part of the faculties of our Catholic schools, their role and their conditions of employment differ from those of the religious teachers.

During the past year I have made a study of the status of the lay teachers in the Catholic elementary schools of the Galveston-Houston Diocese. The results of the study show that the lay teachers in our Catholic schools desire more definite policies concerning their conditions of employment such as: a salary scale with increments based on experience and qualifications, tenure, sick leave, and welfare policies.

Based on the results of the survey, I have attempted to develop a handbook of policies for lay teachers. Diocesan approval was obtained to develop the handbook; however, there will be no obligation on the part of anyone to use it.

The policies included in the copy accompanying this letter are purely tentative and for study purposes. Copies have been presented for evaluation to a number of pastors, principals, and lay teachers. Please, may I ask you

to study the copy you have received, and to give an evaluation of it. I shall contact you in a few days to receive your comments and suggestions.

Be assured of my prayerful appreciation for your cooperation with this project. May God Bless you.

Sincerely yours in V.I.,

Sister Mary Teresita, V.I.

Incarnate Word Convent
4600 Richmond Road
Bellaire, Texas
May 3, 1961

Dear Lay Teacher:

During the past year I have been working on a research study on the status of lay teachers in the Catholic schools. The results of the study indicate that most of our lay teachers desire some definite policies regarding their positions; therefore, I have attempted to develop a handbook that states some definite policies for lay teachers. Diocesan approval has been obtained to develop the handbook; however, there will be no obligation on the part of anyone to use it. The enclosed copy is for study purposes only.

Before attempting to offer this guide for use, I am submitting it for evaluation to a number of pastors, principals, and lay teachers. Please, may I ask you to read the study copy carefully, and to give your honest opinion concerning its use. Feel free to offer any suggestions you wish. Since the lay teachers are a vital part of our diocesan school system, we want to make their position as secure and agreeable as possible. This is an initial attempt to formulate some definite policies to serve as a guide for our lay teachers.

Be assured your cooperation and help with this project will be prayerfully appreciated.

Sincerely yours in V.I.,

Sister Mary Teresita, V.I.

Diocese of Galveston
Office of the Superintendent of Schools
1110 McIlhenny
Houston 2, Texas
May 1, 1961

Dear Reverend Father:

There are many and complicated facets to the lay-teacher situation as it actually does exist in our own diocese. As part of the requirements for her doctorate degree, Sister M. Teresita, of the Incarnate Word Sisters, has made a very thorough study of our own diocesan situation. Part of the results of her very factual study are being presented to you for your personal consideration. We know you are busy, and probably more than usual at this time of the year, but we are asking that you give the enclosed material as much consideration as you possibly can and let us have your honest comments.

The material being presented is strictly for study purposes. There is no binding force of any kind, at least at this moment. Our concern is: would this kind of "guide", "manual", or "handbook" be acceptable to you in your own school situation?

We would like to ask that special consideration be given to the sections dealing with salaries, contracts, "fringe-benefit". Please keep in mind, this is intended only as a guide and we are well aware of the fact that not every pastor can fulfill to the very letter the suggestions made. However, would you be willing to accept such a guide and apply it as close to the letter as your own parish circumstances allow?

We are quite certain that this is not the only or whole answer to our problems, but we do feel that some definite beginning should be made to both regulate the general situation, and alleviate the future problems as much as possible.

We shall appreciate your comments and suggestions. Please accept my sincere thanks for your help in this matter.

Sincerely yours,

Reverend Francis H. Conner, M.A.
Superintendent of Schools
Diocese of Galveston-Houston

INTERVIEW FORM

Purpose: To obtain an evaluation of the proposed policies in the handbook for lay teachers.

Name _____ Date _____

1. Do you approve the section on the "Role of the Lay Teacher"?
Yes _____ No _____ Objections: _____
2. Do you recommend any deletions, changes, or additions to this section?
3. Do you approve the section on "The Philosophy of Catholic Education"?
Yes _____ No _____ Objections: _____
4. Do you recommend any deletions, changes, or additions to this section?
5. Is there any part of the handbook to which you object?
6. Do you recommend that any policy be deleted?
7. Do you recommend that any policy be changed?
8. Do you recommend that anything be added to the handbook?
9. Do you approve the use of this handbook as a guide for Catholic school administrators and lay teachers? _____

Comments:

APPENDIX V

COMMENTS AND SUGGESTIONS FOR CHANGES IN HANDBOOK

RECEIVED FROM PASTORS, PRINCIPALS

AND LAY TEACHERS

The following comments and suggestions were received from pastors who evaluated the Handbook for Lay Teachers:

1. Page 16 (E). "Salary" - For the protection of the "Lay Teacher" we should have a "minimum wage," The clause, "a difference in financial status in various parishes," does not justify the injustices being done.
2. Page 19 (B). "Teaching Religion" - This paragraph I definitely disagree with. It is not a question of whether the lay teacher is capable of the job--for many of them certainly are. I feel that the "Sister" should have contact with the child in the classroom and would recommend that there be a rotation, not only for "Religion," but for several subjects.
3. Page 9. "Substitute Teachers" - A reference should be made to the qualifications necessary for lay teaching in a substitute field.
4. Page 12. "Contract" - I feel that the allowance of five (5) days sick leave is too low and suggest that the figure be ten (10) days.
5. Page 13. "Contract" - I would state "The Second Party will be notified at least thirty (30) days before the close of the school year." The words "at least" give the principal the authority to renew the contract sooner if she so desires. This is important, I believe, in that it gives to the teacher a sense of security at a time when the end of the year pressure is upon her. All doubt as to what the next year will bring has been removed, and you will have a better teacher for the last month of school.

6. Page 17a. "Salaries" - While everyone is in accord with the fact that higher salaries would be the desirable thing, nevertheless, as stated, it is just about an impossible thing to keep abreast with the public school system, no matter who the parish is. I see no advantage in including page 17a in a lay teacher's guide. It would be a good page for the pastor and principal. (This same recommendation was made by three pastors.)
7. Page 19. "Teaching of Religion" - Just as we are insistent that the lay teacher meet the state requirements as to teacher's certificate, so too I think this should be a necessary part of the equipment of the religion teacher. I would say that they should have a certificate from a CCD course. It is true that they have had a religion course in college, but it might not have been placed in the proper perspective of teaching a class. This is a point where we could be too lax. We must remember that the presence of lay teachers on our staff is necessary because there are not enough Sisters, and therefore we must never leave ourselves open to the charge that children who have lay teachers do not get what they would have received had they had a Sister. Then too, the teaching of religion is not limited to the religion period. Questions come up at various times during the day and qualifications cannot be too high.
8. Page 13. I would like to see the thirty (30) days notice work both ways. If the first party terminates the agreement at his will, I believe he ought to give the second party thirty days pay.
9. Page 12. "Contract" - Include Withholding Tax in required deductions.
10. Include a definite diocesan salary scale with increments for qualifications and experience. (Recommended by four pastors.)

The following comments and suggestions were received from principals who evaluated the Handbook for Lay Teachers:

1. Page 18. "Hours of Duty" - 8 a.m. to 3:30 p.m. appears too rigid. A qualifying clause or some flexibility would appear desirable.
2. Page 10. "Selection of Teachers" - Include "Religion" in the list of criteria.
3. Include a line on the contract for principals to sign.
4. I would object to the five days sick leave allowed to teachers without reduction in salary.

5. Would a "Guide for Catholic School Administrators and Lay Teachers" be a better title since the policies would be binding upon both administrators and lay teachers?

The following comments and suggestions were received from lay teachers who evaluated the Handbook for Lay Teachers:

1. Choice of a nine or twelve months pay basis. (Suggested by two lay teachers).
2. That some arrangement be made whereby substitute teachers would be available in cases of illness. This is a big worry for the lay teacher.
3. That a standard salary scale stating minimum and maximum salaries be set up for all schools in the diocese. In addition, a stipulated increment for each year taught in the diocese until a maximum salary is reached. (Suggested by several lay teachers.)
4. Days absent due to personal illness should be ten not five.
5. In case of a death in the immediate family, a lay teacher should be excused without any deduction in salary.

APPENDIX VI

HANDBOOK FOR LAY TEACHERS

C O N T E N T S

| | PAGE |
|---|-------------|
| ROLE OF THE LAY TEACHER. | 1 |
| PHILOSOPHY OF CATHOLIC EDUCATION | 4 |
| EMPLOYMENT IN CATHOLIC SCHOOLS | 8 |
| CONTRACTURAL AGREEMENTS | 10 |
| WELFARE POLICIES | 14 |
| PROFESSIONAL DUTIES AND RESPONSIBILITIES | 18 |
| LEGAL RESPONSIBILITIES | 20 |
| PROFESSIONAL GROWTH | 21 |
| OTHER SOURCES OF INFORMATION | 23 |
| INDEX | 25 |

THE MISSION OF THE TEACHER

Indeed you are dear to Us first and foremost because you are engaged in a lofty and noble mission, which turns you into precious instruments of the intellectual, civic, moral, and religious education of our young people, in whom rest the hopes of the Church and of the country. And you are dear to Us because your mission is often accomplished in silence and with sacrifice, and your work is performed with a self-effacing simplicity that does not ask for human recognition, but is satisfied with the inner approval of your conscience.

Pope John XXIII, "The Mission of the Teacher,"
(An address of September 5, 1959), The Pope Speaks, VI
(Winter 1959-60), p. 81.

THE ROLE OF THE LAY TEACHER

From the moment that the solemn command fell from the lips of Christ, "Go forth and teach all nations," the Catholic laity have shared the responsibility to follow out this command. Throughout the ages, lay men and women have worked together with religious in the field of Catholic education.

In recent years, the number of Catholic schools and their enrollments have increased tremendously in the United States. Religious communities have been unable to supply sufficient numbers of religious teachers to meet the demands. Consequently, the Church looks to self-sacrificing lay men and women to complement the personnel needed to staff the ever-increasing number of classrooms.

It is heartening to see so many zealous and competent lay teachers joining ranks with the religious teachers to further the cause of Catholic education. Pope Pius XI praised and encouraged the laity to participate in the Christian education of youth when he wrote, "Indeed it fills Our soul with consolation and gratitude toward the Divine Goodness to see, side by side with religious men and women engaged in teaching, such a large number of excellent lay teachers. . . ." ¹ However, in addition to these words of praise, the same Pontiff enjoined that, "Perfect schools are the result not so much of good methods as of good teachers. . . ." ²

¹Pius XI, The Christian Education of Youth, (Washington, D.C.; National Catholic Welfare Conference, 1936), p. 34.

²Ibid.

Pius XII further described good teachers as:

those with a clear professional Catholic conscience, a soul burning with apostolic zeal, an exact idea of doctrine, which must penetrate all their teaching, and a profound conviction of serving the highest spiritual and cultural interests, and that in a field of special privilege and responsibility. Good teachers, finally are careful to educate rather than merely to instruct; capable, above all of forming and of moulding souls chiefly through contact with their own.³

The more Catholic teachers are imbued with the spirit proposed by the Sovereign Pontiffs, the more successful they will be as teachers in our Catholic schools.

In accepting a position in the Catholic school system, the lay teacher becomes an integral part of the faculty which accords him full professional recognition, but at the same time imposes equal responsibilities. Every teacher in the Catholic school is expected to manifest a professional attitude characterized by respect for the child's personality, and zeal for his best interests. They must manifest a spirit of loyalty and cooperation with the administration, parents, community, and every member of the staff.

Good lay teachers have an invaluable contribution to make to Catholic education. They can be an outstanding example to the pupils of the Christian ideal in lay life. What our Catholic schools need is not just lay teachers, but lay teachers who are imbued with the apostolic spirit. Then the work of lay teaching becomes not a mere cooperation with temporal society, but cooperation with Christ's command to "go forth and teach."

In the words of our late Holy Father, Pope Pius XII, the satisfactory fulfillment of such an important role will require on the part of the teachers:

³Pius XII, "The Secret of Good Schools" (Address of January 14, 1954), The Pope Speaks, I (April 1954), pp. 19-22.

- a) an assiduous dedication to your work, shunning no sacrifice and putting aside personal gain;
- b) exemplary conduct, so that your little ones, who will watch you closely, will learn more from your deeds than from your fine words-- especially from your upright living, your self-abnegation, your patience, and your sincere piety;
- c) a continual contact with the Lord, especially through prayer and frequent reception of the Sacraments, because in such a sublime and delicate work as the primary education of children, the principal part is reserved to the grace which descends from above.⁴

⁴Plus XII, "Watchwords for the Catholic Teacher" (Address of September 5, 1959), The Pope Speaks, IV (Spring 1958), p. 376

PHILOSOPHY OF CATHOLIC EDUCATION

It is essential that all lay teachers, regardless of their training, be familiar with the Catholic philosophy of life, the aims and goals of Catholic education, the agencies which educate, and the curriculum of the school. Each teacher should be familiar with the encyclical of The Christian Education of Youth, and the basis of the curriculum in the Diocese, Guiding Growth in Christian Social Living, so that he may acquire sufficient knowledge to apply and effect the principles detailed for Catholic schools. The lay teacher must be in full accord and agreement with the Catholic way of thinking toward education.

The Church, Catholic educators and parents desire above all else that their children be taught by the well-trained and well-balanced lay teacher who is so deeply imbued with the Catholic philosophy of life that his living and his teaching are reflected in the formation of the individual. The teacher supplies and defines ideals, principles, and understanding by which the child formulates a working concept of life. Every child reflects a little of his teacher and much of his teaching. Isn't it true that every nation and every parent should have a deep concern for the philosophies by which its teachers live? . . . The regulations governing teacher education and certification in our dioceses require a thorough grounding in the Catholic educational philosophy. And these regulations are applied to the lay teacher as well as to the religious. This as it should be.⁵

Every system of education is based on a philosophy of life. The Catholic philosophy of life encompasses the idea of the purposes of life as they flow from our concept of the origin, nature, and destiny of man. Man is a creature

⁵Rev. George A. Harcar, C.S.Sp., "Orienting the Lay Teacher into the Catholic Philosophy of Education and its Objectives," National Catholic Educational Association Bulletin, LII (August 1955), 273.

composed of body and soul and made to the image and likeness of God. Education must therefore strive for the total development of the human being in all his dignity, and enable him to live the fullest life possible in accordance with his nature and thereby attain the destiny for which he was created.

Since for the Catholic there is but one origin of all wisdom, God, there is only one true philosophy. It has a definite idea of man and his place in the universe--an idea derived from reason and confirmed by Divine Revelation. It teaches that man is intelligent and morally free, and that he is, therefore, responsible for his acts.

The Catholic knows that man has been redeemed by Christ; that he has been called to membership in the Church which Christ established; that he is a child of God by grace, and destined for eternal life of soul and body.

In the light of this philosophy, Catholic education has an ultimate aim in which there can be no change. Pius XI has stated this aim simply in the following words:

The proper and immediate end of Christian education is to cooperate with divine grace in forming the true and perfect Christian, that is to form Christ in those regenerated by Baptism.⁶

In other words, the ultimate aim of Catholic education is to so form the individual that he will strive for moral perfection and attain his true destiny eternal life.

Catholic education does not limit its activity to this primary aim only. The true Christian does not renounce the activities of this life; hence, Catholic education must consider the whole aggregate of human life, physical and spiritual, intellectual and moral, domestic and social.

⁶Pius XI, p. 65.

The distinguishing characteristic of the Catholic philosophy of education is a certain hierarchy of values. Supernatural values are of more importance than natural, spiritual values more important than bodily, and eternal more significant than temporal.

From the Catholic viewpoint, the secondary aims of education help to achieve the primary end. Since man is a member of society, he must be fitted to carry out his life's work in conformity to unchanging moral principles. He has a right to the education and training requisite for the successful pursuit of his vocation, and for worthy membership in society. Catholic philosophy recognizes that man must acquire a knowledge of social, political, economic, and material conditions in which he lives. This philosophy insists upon a thorough cultural education which will produce a well-trained man of character, spiritually and socially.

While there can be no change in the ultimate aim of Catholic education, the secondary objectives must be adjusted at the different levels to time, place, necessity, and individual differences. Within the framework of the Catholic philosophy, every type of educational institution may fit from kindergarten to graduate school. Any type of curriculum may be used as long as the first place is assigned to religion. This does not mean merely religious knowledge, but that religion permeates all Catholic education and impregnates all of Catholic life and living.

In summary we may say that the curriculum of the Catholic school should develop a right understanding of the basic relationships of man to God, the

Church, human beings, and the natural environment. Based on the Catholic philosophy of life and education, the goals of Christian education in American democratic society are given as follows:

1. Physical fitness or habits of healthful living based on an understanding of the body and its needs, and right attitudes toward everything that contributes to good health.

2. Economic competency, or understanding of the workings of modern industrial civilization, with all it involves of inter-dependence, adequate to yield an appreciation of the value of work and a zeal for social justice.

3. Social virtue, based on an understanding of American life and the workings of democracy, rendering the individual willing to make those sacrifices of self-interest that are necessary if he is to live with his fellow men in peace and unity.

4. Cultural development, rooted in a familiarity with the beauty the human mind has created and enshrined in its literature, its music, and its art, and flowering in a taste for finer things that will banish the low and lewd, the vulgar, and the decadent.

5. Moral and spiritual perfection in Christ, or saintliness, the crown of all the rest, achieved in and through all the rest, fulfilling the purpose of man's existence because it purifies him and unites him with God.

In the measure that Catholic education reaches these goals, it justifies its existence and enriches our national life. At the same time, it increases the measure of human happiness, for it produces people who have grown up unto the measure of the age and stature of Christ, and who, functioning for Him, "go about doing good."⁷

It is not only important that the lay teacher know these aims and principles himself, but that he understand how to apply them in his teaching. Therefore, this is a necessary qualification for all lay teachers who wish to become co-workers in our Catholic school system.

⁷Smith, Sister M. Joan, O.P., and Sister M. Nona, O.P., Guiding Growth in Christian Social Living (Washington, D.C., 1946), p. 14.

EMPLOYMENT IN THE CATHOLIC SCHOOLS

Application for teaching positions in the Catholic elementary schools of the Galveston-Houston Diocese may be made through the pastor or principal of a school or may be filed with the Diocesan School Office, 1110 McIlhenny Street, Houston 2, Texas. (CA 8-4554) Forms are provided for applicants to submit the written information required.

A. Credentials Required of Applicants

1. Application blank properly completed.
2. Recommendations from three persons.
(Covering both experience and training)
3. Official transcript of all college work.
4. Health certificate from a competent medical doctor.

B. Academic Qualifications Required for Elementary School Teachers

1. Completion of a four-year course in an accredited educational institution of collegiate rank and possession of at least a bachelor's degree.
2. Hold a valid Texas elementary teacher's certificate.
3. Completion of at least 12 semester hours of college credit in elementary education. (Courses required by the State)
4. If any deficiency in the above qualifications exists, agreement on the part of the applicant to continue training to remove the deficiencies.

C. Certification

Requirements for teachers' certificates are governed by the Texas Education Agency. Applicants who have attended Texas colleges should obtain full information regarding arrangements for certification through their own college.

Out-of-state teachers should send a copy of their transcript to the Texas Education Agency, Austin, Texas, and request an evaluation for certification purposes.

D. Substitute Teachers

Lay teachers who wish to do substitute teaching in the Catholic elementary schools should place an application with the Diocesan School Office or the principal of the school in which they wish to substitute. Qualifications for substitute teachers are the same as those for regular teachers.

Arrangements for substitute teachers are made through the principal, and no substitute should be engaged without the principal's knowledge and approval.

E. Professional Characteristics

Of all the factors that contribute to effective instruction, the teacher is recognized as the most important. Success in teaching depends upon the teacher's worthy personal qualities, the ability to get along with people, and in the exercise of correct practices in instruction. The qualities and traits considered essential for success in teaching include:

1. Personal equipment: neatness and attractiveness of appearance, poise, refinement, pleasantness of manner, enthusiasm, fairness and justice, model language with a clear and well-modulated voice.
2. Professional equipment: a sympathetic understanding and interest in every child, knowledge of the total learning situation, and a professional attitude.
3. Cultural background and academic training: knowledge of subject, matter, instructional skill, appreciation of pupil differences, motivation of learning situations, efficient planning, and interest in teaching.
4. Physical equipment: health, energy, and freedom from restricting defects and illnesses.

5. Mental equipment: intelligence, mental alertness, good judgment, and common sense.
6. Emotional stability: self-control, freedom from unreasonable beliefs and prejudices, patience, and a sense of humor.
7. Social adjustment: ability to get along and work with others, knowledge of social conventions, courtesy, punctuality, loyalty and good moral conduct.

F. Selection of Teachers

Teachers are selected for teaching positions in the diocesan school system on the basis of information obtained by application, personal interview, references, and records. The following criteria are especially considered for selection:

Religion

Character

Health (Physical and emotional)

Requirements for position available

General education

Experience record

Competence

Recommendations

CONTRACTUAL AGREEMENTS

The employment and remuneration of lay teachers are based on a contractual arrangement. Such contractual arrangements are made in writing and are signed by the pastor and/or the principal of the school and the teacher involved. Provisions concerning remuneration, duration of employment, termination of the contract, and benefits are included in the contractual arrangement.

After a lay teacher has been contracted to teach for the incoming school year, he may not transfer to another school without the permission of the person by whom he was employed.

If for any reason the lay teacher resigns his position, or the employer dismisses him, thereby terminating the conditions of the contract, remuneration will be paid for the services rendered according to the agreements in the contract. No claims may be made on the employer for remuneration for services not rendered by the teacher.

The usual form of contract is as follows:

THE STATE OF TEXAS |
 | KNOW ALL MEN BY THESE PRESENTS, THAT:
COUNTY OF HARRIS |

WHEREAS, the undersigned parties desire to enter into the following agreement establishing the Teacher-Employer relationship and which assumes their willingness to accept the responsibilities demanded by the teaching profession it is necessary to recognize the professional character of their relative positions, the safeguard of the interests and education of the pupils, their responsibilities to God, their community, their country, to each other, to the pupils and to the parents of the pupils.

NOW, THEREFORE:

This Contract, made the ____ day of _____, 19__ between
_____ pastor, (principal) of _____ Church (School)
(hereafter called the First Party) in the Galveston-Houston Diocese and
_____ (Teacher), residing at _____,
(hereafter called the Second Party).

First Party hereby employes Second Party as a member of the Faculty of _____ School for the school year beginning _____, 19____, and ending _____, 19____, at a salary of \$_____ annually to be paid in nine (9) equal monthly installments of \$_____ on the last school day of the month, September through May. Deductions will be made from each installment to pay for Social Security, Withholding Tax, and insurance coverage. (Where such coverage exists).

Second Party will be allowed five (5) days sick leave annually for personal illness without reduction in salary. Sick leave may be cumulative up to a total of thirty (30) days provided said days are accumulated in the same school.

Second Party agrees to pay the salary of the substitute teacher for all other absences from duty.

Second Party obliges himself (herself) to be subject to the pastor and/or the authorized principal, to perform the duties assigned by the principal, and to uphold the administrators of the school in all school regulations.

Second Party agrees to perform his (her) duties to the best of his (her) ability and to exemplify Christian principles and ideals in his (her) teaching and in the performance of all his (her) duties.

The rules and regulations of the school and the regulations and practices outlined in the Handbook of School Policies for Catholic schools in the Galveston-Houston Diocese which is made a part hereof are binding and obligatory so far as they relate to the school and the Second Party.

Second Party promises to refrain from any action which would reflect discredit on the school and the Catholic Church while he (she) is a member of the faculty, and in personal life will be guided by principles of sound, law-abiding, and loyal American citizens.

This Contract may be terminated by mutual agreement of parties to the instrument at any time.

Second Party will be notified and the contract renewed for the following school year thirty (30) days before school closes if the Second Party is to be re-employed for the following year.

If the Second Party does not wish to renew the contract for the following school year, he (she) shall notify the First Party in writing thirty (30) days before the close of the school year.

Second Party may terminate this agreement by giving First Party notice in writing at least thirty (30) days prior to the effective date of termination.

First Party may terminate this agreement at any time for just cause, the determination of which shall be within the sole discretion of the First Party and shall include but is not limited to the following examples, i.e., inability to teach, inability to control and discipline the pupils assigned to his (her) classes, frequent absenteeism, physical condition detrimental to pupils or to the performance of duty, unreasonable tardiness or habitually arriving at the school and departing at times other than those stipulated by the principal, intemperance, serious inability to deal amicably with pupils or parents, conduct not in keeping with the objectives of an American education, negligence in duty, or non-professional attitude. In event of termination of the contract for cause, the period of notice is not required. Remuneration shall be paid

Second Party for his (her) services up to the date of termination. No demand may be made for remuneration after this contract is terminated by either party.

EXECUTED at _____, Texas, on the ____ day of _____, 19 ____.

ATTEST:

PASTOR (First Party)

PRINCIPAL

TEACHER (Second Party)

WELFARE POLICIES**A. Tenure**

The contract signed by the lay teacher gives reasonable assurance that, if possible, employment is guaranteed for the full school year. Every effort will be made to retain lay teachers in their positions as long as their work is performed satisfactorily.

Re-employment. Lay teachers to be re-employed for the year ahead will be notified and contracted prior to the close of the school year.

Lay teachers who do not wish to renew their contracts should notify the pastor and/or the principal in writing at least thirty (30) days prior to the expiration of their contract.

Resignation. Lay teachers who for some urgent reason find it necessary to resign their position must give at least thirty (30) days written notice prior to the effective date of the resignation to the pastor and/or principal of the school.

Dismissal. Lay teachers are expected to be exemplary in their personal lives. Serious failures in this respect or incompetence in performance of duty will be held as sufficient cause for dismissal of a lay teacher. If a teacher's health may reasonably be considered detrimental to the pupils or the performance of his duties, he must be dismissed.

B. Absence

Lay teachers should notify their principal at the earliest possible date when they will be absent from school.

Personal Illness: Lay teachers who are regularly employed (regularly employed shall be interpreted as those contracted to teach for a school year) will be allowed five (5) days sick leave annually without reduction in pay. Sick leave may be accumulated up to a total of thirty (30) days provided said days are accumulated in the same school.

Temporary employees assigned to teach for limited times or special work shall not be eligible for sick leave privileges.

Illness or Death of a Relative. Lay teachers absent for the illness or death of a relative shall be allowed full salary less the cost of a substitute when a substitute is called.

"Relatives" may be defined as husband, wife, child, brother, sister, parents, niece, nephew, aunt, uncle, and grandparents. Relationship refers equally to blood relatives or relatives by marriage.

Jury Service. Since the State of Texas does not require teachers to serve on jury, absence of a teacher to serve on jury is not authorized absence. Teachers notified of jury service should contact the judge from whom the notice came, either by writing or by phone, and obtain an excuse from such service.

Attendance at Meetings. Absence for attendance at meetings and conferences must be arranged with the pastor and/or the principal. Lay teachers should not request such privileges except for educational meetings related to their work.

C. Social Security

Lay teachers employed in the Catholic schools in the Galveston-Houston Diocese are required to enroll for Social Security coverage as a condition of employment.

D. Insurance

Some parishes have group insurance programs available for lay teachers. Full details about such programs may be obtained from the pastor of the parish.

E. Salary

Both the Catholic school administrators and the laity realize that under present conditions, the average parish school cannot pay lay teachers the same salary they could receive in a public school. While higher salaries might well be used, many teachers can afford to work for the salary the Catholic schools can pay. The satisfaction derived from contributing to the cause of Catholic education more than compensates for the difference in salary.

Due to differences in the financial status of the various parishes in the Galveston-Houston Diocese, there is no standard salary scale for lay teachers.

It is recommended that the annual lay teacher's salary be paid in nine (9) monthly installments at the end of each month, September through May.

An increment for a period of nine (9) years is recommended for lay teachers according to their experience, length of service, added qualifications, and superior abilities. This increment should not exceed \$125.00 annually.

The salary of substitute teachers should amount to about one-twentieth of the full-time teacher's monthly salary. This is a phase of the lay apostolate in which teachers are encouraged to contribute service when possible.

PROFESSIONAL DUTIES AND RESPONSIBILITIES

Professional conduct is essential to successful teaching and the good order of the school. It involves consideration and understanding of the problems of those in school, home, and community. Lay teachers are expected at all times to manifest loyalty and cooperation with the pastor, administrators, and members of the staff. Acceptance of a teaching position in the Diocesan School System implies a duty to:

1. Practice justice with the members of the school personnel and those in authority, avoiding all criticism and gossip about superiors, faculty members, and pupils.
2. Adhere to principles of professional ethics keeping problems related to the school and to individual students confidential.
3. Observe conscientiously all regulations and educational policies of the diocese and school.

A. Hours of Duty

The regular school day for elementary schools according to state and diocesan regulations is six hours exclusive of the lunch period. Every teacher should be in his classroom at the time designated by the principal. He should remain in the classroom until all the pupils have gone and the room is in order. Teachers are not allowed to leave the school during the school day without the permission of the principal.

The work of the teacher is not limited to the classroom alone. Extra time must be spent in preparation, planning, evaluating, and recording. Lay teachers are expected to remain after hours whenever school duties require their assistance. They are required to attend faculty and in-service meetings

when they are held, and to share duties such as lunchroom, playground, and library supervision. These duties are considered part of the teaching assignment.

B. Teaching of Religion

Lay teachers who possess the necessary knowledge and training should teach their own religion classes. The pastor and/or the principal will determine whether the lay teacher is qualified to give religious instruction. Lay teachers who have not had courses in religion at the college level are urged to enroll in classes offered at the Catholic colleges, and/or to complete the CCD teacher-training program.

C. Classroom Procedure

Each teacher must assume direct responsibility for the children in his classroom. He is responsible for instruction, classroom management, discipline, good teaching procedures, and maintaining an environment conducive to learning. The following are among the outstanding functions for which each teacher is responsible:

1. Following the Courses of Study and the policies in the Diocesan Handbook.
2. Sharing responsibility for classroom lighting, ventilation, and heating, based on the needs and comforts of the pupils.
3. Preparation of daily lesson plans which should be submitted to the principal weekly for approval.
4. Consistent use of Teacher's Manuals, guides, and instructional materials.
5. Making careful study of the diocesan curriculum and following the daily time schedules.

6. Preparing and submitting promptly all records of student progress, achievement, and attendance according to directions.
7. Appreciating and providing for individual differences in the needs, abilities, and aptitudes of the pupils.
8. Keeping the environment of the classroom neat, comfortable, pleasant, challenging, and conducive to learning.
9. Assisting every child to develop physically, spiritually, intellectually, and socially to the maximum of his ability.
10. Recognizing parents' responsibility and authority and cooperating with them for the best interest of the child.
11. Seeking to make professional growth continuous, maintaining efficiency by study, travel, and reading.
12. Accepting all assignments from the principal and cooperating in the school activities.
13. Sharing responsibility for the care and appearance of the buildings, playgrounds, and surroundings of the school.

LEGAL RESPONSIBILITIES

If through lack of care or lack of prudence harm or injury comes to pupils under their control, teachers may be held legally responsible. Lay teachers in Catholic schools may escape without being sued, or may have protection through insurance; however, they have a moral and professional obligation to act to protect the safety and welfare of children under their charge.

Space does not permit a detailed explanation of the legal responsibilities of teachers here, but consideration of the following points may help teachers to avoid legal trouble:

1. Teachers enjoy no special immunity from suit because they are public employees. They may be held legally responsible--therefore, in most states, be required to pay damages for causing injury--where it can be shown that a pupil was injured because of a teacher's negligent action during class instruction.

2. A teacher conducting classroom activities may become negligent when: (a) he fails to exercise "reasonable care" while supervising an activity; or (b) permits a potentially dangerous classroom activity to take place without foreseeing the danger.

3. Liability may follow either from the nature of a teacher's classroom procedures or from the results of such procedures. This means that a teacher should make proper preparations for an activity fraught with danger and then take all proper precautions, while the class is underway, to prevent pupil injury.⁷

These principles of school law should not cause teachers to become unreasonably strict or authoritarian. Rather, an appreciation of the legal responsibilities in regard to relations with pupils should help the teachers to create an atmosphere conducive to learning without becoming fearful of their approach to pupil control. A more detailed discussion of this topic may be found in an article entitled, "When Are You Responsible for Pupils?" by Reynolds C. Seitz, in the Catholic School Journal for November, 1959.

PROFESSIONAL GROWTH

Preparation for teaching is a process that continues as long as the teacher is active in the profession. Increase in knowledge of subject matter, teaching skill and efficiency, and insight into educational problems contribute to the professional growth of teachers. With conditions changing as they do, only continued study and growth in-service will keep teachers abreast of the times. For this reason, lay teachers are expected to participate in the activities provided to help them grow professionally.

⁷Arthur C. Croft Publications, Teacher's Letter, (January 27, 1961).

A. Continued Study

Professional standing can be improved by continued study. Teachers lacking the State requirements and certification for their positions should continue their education by enrolling for courses offered in the colleges and universities approved for teacher education. Those who possess the necessary academic qualifications can enhance their teaching by advanced study.

B. Teachers' Institutes, Workshops, and Conferences

All teachers employed in the Catholic schools of the Galveston-Houston Diocese are expected to attend the annual Diocesan Teachers' Institute, and the workshops and conferences provided to promote professional growth.

C. Faculty Meetings

According to diocesan regulations, faculty meetings are held once a month. Lay teachers are required to attend these meetings and to participate actively as directed by the principal.

D. Professional Reading

In-service teachers can derive much benefit from professional reading. It is one of the most valuable sources of professional growth. Since time does not permit teachers to read everything that is available, they must select from the best.

The following publications are recommended.

Books such as:

Education at the Crossroads by Maritain

The Catholic Philosophy of Education by Redden and Ryan

Encyclical on the Christian Education of Youth by Pius XI

Educational magazines such as:

Catholic Educational Review

The Catholic Educator

The Catholic School Journal

NEA Journal

The Catholic Mind

N.C.E.A. Bulletin

Elementary English

The Grade Teacher

Arthur C. Croft Publications

Current events and topics in magazines such as:

America

U.S. News and World Report

Commonweal

OTHER SOURCES OF INFORMATION

The pastors are ex officio head of the parish schools, and as such are vitally interested in the teaching staff and their welfare.

The ordinary administration of the schools and the direction of the educational programs are the responsibility of the principals. Their assistance and leadership are a continual source of help and guidance to the teaching personnel.

Diocesan and Community supervisors visit each school periodically to assist in bringing about most effective conditions for learning and compliance with diocesan policies. They give professional help as requested and needed.

Bulletins and directives from the Diocesan School Office are received by each school to keep teachers informed. Special bulletins may be issued by the principals also.

Lay teachers who have the willingness to cooperate and the courage to persevere will find many sources of valuable help in their teaching positions in the Catholic schools. In a recent survey, 97.1 per cent of the lay teachers employed in the Catholic elementary schools of the Galveston-Houston Diocese reported that they felt a spirit of harmony and cooperation existed between religious and lay teachers in their schools. Only four lay teachers indicated that they would transfer to a public school for a salary increase of less than \$500.00 a year. These and similar responses from our Catholic school lay teachers indicate that in spite of low salaries, they are happy in their positions.

May many more dedicated laity follow the call to "instruct others unto justice," that they may enjoy the promised reward to "shine as stars for all eternity."

I N D E X

| | Page |
|--|-------|
| Absence | 14-15 |
| Academic Qualifications | 8 |
| Attendance at Meetings | 15 |
| Certification | 8- 9 |
| Classroom Procedure | 19 |
| Continued Study | 22 |
| Contractual Agreements | 10-13 |
| Credentials Required of Applicants | 8 |
| Dismissal | 14 |
| Employment in Catholic Schools | 8 |
| Faculty Meetings | 22 |
| Hours of Duty | 18 |
| Illness or Death of a Relative | 15 |
| Insurance | 16 |
| Jury Service | 15 |
| Legal Responsibilities | 20 |
| Other Sources of Information | 23-24 |
| Personal Illness | 15 |
| Philosophy of Education | 4- 7 |
| Professional Characteristics | 9 |
| Professional Duties and Responsibilities | 18 |
| Professional Growth | 21 |
| Professional Reading | 22 |
| Re-employment | 14 |
| Resignation | 14 |
| Role of the Lay Teacher | 1- 3 |
| Salary | 16-17 |
| Selection of Teachers | 16 |
| Social Security | 9 |
| Substitute Teachers | 22 |
| Teachers' Institutes, Workshops, and Conferences | 19 |
| Teaching of Religion | 14 |
| Tenure | 10 |
| Welfare Policies | 14 |

APPROVAL SHEET

The dissertation submitted by Sister Mary Teresita Partin, V.I. has been read and approved by five members of the Department of Education.

The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that any necessary changes have been incorporated, and that the dissertation is now given final approval with reference to content, form, and mechanical accuracy.

The dissertation is therefore accepted in partial fulfillment for the requirements for the Degree of Doctor of Education.

5/29/63
Date

Samuel T. Mayo
Signature of Adviser