THE STATUS OF PUPIL PARTICIPATION IN
THE GOVERNMENT OF THE SMALLER
ARIZONA HIGH SCHOOLS

by

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# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. INTRODUCTION</td>
<td>1</td>
</tr>
<tr>
<td>The Problem Of This Study</td>
<td>4</td>
</tr>
<tr>
<td>Pupil Participation In Government Defined</td>
<td>5</td>
</tr>
<tr>
<td>Importance Of Pupil Participation In Government</td>
<td>5</td>
</tr>
<tr>
<td>The Situation At Present</td>
<td>9</td>
</tr>
<tr>
<td>Summary</td>
<td>12</td>
</tr>
<tr>
<td>II. METHODS USED IN OBTAINING DATA</td>
<td>13</td>
</tr>
<tr>
<td>Constructing The Questionnaire</td>
<td>14</td>
</tr>
<tr>
<td>Questionnaire</td>
<td>16</td>
</tr>
<tr>
<td>Interviews</td>
<td>19</td>
</tr>
<tr>
<td>Summary</td>
<td>22</td>
</tr>
<tr>
<td>III. PRESENTATION AND DISCUSSION OF DATA</td>
<td>23</td>
</tr>
<tr>
<td>The Nature Of The Activities In Which Pupils Participate</td>
<td>23</td>
</tr>
<tr>
<td>Authority Delegated To Pupils</td>
<td>25</td>
</tr>
<tr>
<td>Activity Sponsors And TheExtent Of Supervision</td>
<td>31</td>
</tr>
<tr>
<td>Student Government Organizations</td>
<td>36</td>
</tr>
<tr>
<td>Evaluation Of The Program</td>
<td>50</td>
</tr>
<tr>
<td>Pupil Participation In The Schools Interviewed</td>
<td>51</td>
</tr>
<tr>
<td>Summary</td>
<td>68</td>
</tr>
<tr>
<td>IV. CONCLUSIONS AND RECOMMENDATIONS</td>
<td>71</td>
</tr>
<tr>
<td>Conclusions</td>
<td>71</td>
</tr>
<tr>
<td>Recommendations</td>
<td>77</td>
</tr>
<tr>
<td>BIBLIOGRAPHY</td>
<td>96</td>
</tr>
</tbody>
</table>
### TABLES

<table>
<thead>
<tr>
<th>Number</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. ACTIVITIES IN WHICH PUPILS PARTICIPATE</td>
<td>24</td>
</tr>
<tr>
<td>II. PUPIL AUTHORITY IN ACTIVITIES</td>
<td>26</td>
</tr>
<tr>
<td>III. SPONSORS OF PUPIL ACTIVITIES AND EXTENT OF SUPERVISION</td>
<td>32</td>
</tr>
<tr>
<td>IV. STUDENT BODY ASSOCIATION OFFICERS AND METHODS OF ELECTING</td>
<td>39</td>
</tr>
<tr>
<td>V. SIZE OF STUDENT COUNCILS</td>
<td>40</td>
</tr>
<tr>
<td>VI. METHODS OF SELECTING MEMBERS OF STUDENT COUNCILS</td>
<td>41</td>
</tr>
<tr>
<td>VII. STUDENT COUNCIL SPONSORS</td>
<td>44</td>
</tr>
<tr>
<td>VIII. POWERS OF STUDENT COUNCILS</td>
<td>45</td>
</tr>
<tr>
<td>IX. ACTIVITIES CONTROLLED BY STUDENT COUNCIL</td>
<td>46</td>
</tr>
<tr>
<td>X. EVALUATION OF THE PROGRAM BY TEACHERS AND PUPILS</td>
<td>50</td>
</tr>
</tbody>
</table>
CHAPTER I

INTRODUCTION

Pupil participation in the government of the school is a problem of controversial nature that has been confronting school administrators for several years. Many are convinced that it is impractical and idealistic, a waste of time for both pupils and teachers and that the schools which at present claim a successful organization for participation will abandon it as soon as they discover these facts. On the other hand, the greater majority of leading educators agree that it is a worthwhile educational activity in that it provides an excellent opportunity for pupils to practice the qualities of good citizenship. The subject has received a great deal of publicity and many investigations have been made to determine its status in the high schools. The evidence indicates that pupil participation in the government of the larger high schools has been in successful operation for some time. However, the meager information available concerning its status in smaller high schools shows the lack of a plan for participation or the unsuccessful operation and subsequent abandonment of the plan.

Satchell in a study of the extent of pupil participation in school administration found that "the high schools of Pennsylvania have not greatly advanced along democratic
lines of student life in harmony with their supposed advance in other educational activities." According to his study the larger high schools had maintained organized plans for some length of time, while many of the smaller schools had abandoned their organizations. Chief among the reasons attributed by the principals for failure of the plan in their schools were lack of co-operation from teachers, the students were not sufficiently prepared to participate in the government of the school, teachers thought they could go on a vacation as far as discipline and administration were concerned and there was lack of interest on the part of the pupils. Only twenty-eight per cent of the schools which he investigated reported a program of pupil participation in the government of their schools. With similar purpose an investigation of sixty-two representative Iowa high schools was made by Archer. Thirty-five per cent of these schools had some form of organized pupil participation in government. The schools in cities over 20,000 population all reported a working organization, but only about one of every three schools in smaller cities had one. A previous study mentioned by Archer of the 1,008 high schools accredited by the North Central Association showed that 28.3 per cent had some amount of pupil participation in government, but in only

82.4 per cent of the schools was there a formal organization. A few years later Voelker made a similar study of 152 high schools in Middle Western cities of from 2,500 to 1,000,000 population. According to his report eighty-six per cent had some form of pupil participation in government. Rugg found that ninety per cent of 191 schools in forty states were giving their pupils an opportunity to participate in the government of the school. In another nation wide study of schools from 500 to over 6,000 in enrollment, Ringdahl found that 68.7 per cent had a "definite organization existing primarily to share in school administration." The situation in the Northwest was investigated by Russell who found that pupil participation in the government of the school existed in fifty-three per cent of 318 schools ranging in size from seventeen to 2,440 pupils. A very recent investigation, "to discover the nature, the extent of application, and the results of pupil participation in the government of Iowa high schools," was made by Hartshorn. For this study he selected the larger high schools of the state and found that

in forty-seven per cent of the schools replying there existed some plan for pupil participation in government. It is significant to note that the plan is growing in favor in Iowa high schools, Archer in a previous study having reported participation in 35.5 per cent of the schools.

The Problem Of This Study

These studies make it quite clear that the status of pupil participation in the government of the larger high schools has been pretty thoroughly investigated, but it appears that no specific study has been made which shows the existing situation in the small high schools. In other words, present conditions as they are found to exist in the larger schools in various sections of the country are not applicable to Arizona high schools, since of the fifty-eight high schools in the state, there are but four whose average daily attendance exceeds 500 pupils, namely the high schools of Phoenix, Tucson, Bisbee and Mesa. Of these only the first two exceed 1,000 and could rightly be classified as large schools. The remaining 93.1 per cent are distributed as follows. Eight, or 13.8 per cent are medium sized schools with between 250 and 500 pupils in average daily attendance, twenty-one, or 36.8 per cent, have between 100 and 250 and twenty-five, or 43.1 per cent, have an average daily attendance of less than 100 pupils.

A consideration of these facts brings out the purpose of this study, which is to determine the present status of pupil participation in the government of the high schools of Arizona whose average daily attendance does not exceed 500 pupils and to recommend a program for the improvement of the existing situation. In order to obtain a knowledge of present conditions it is necessary to find the nature of the activities in which pupils participate, just how much authority has been delegated to the pupils in the co-operative control of these activities, to what extent and by whom pupil activities are supervised, how pupils are organized to co-operate in the control of activities and also to obtain an evaluation of the results of the program from teachers and from pupils.

Pupil Participation In Government Defined

The phrase "pupil participation in government" is a more exact expression of co-operative control in government than "student self-government" or other similar phrases, because actual pupil self-government does not exist. Pupil participation in government denotes governmental activities in which pupils are engaged under the supervision of the principal or other faculty members.

Importance Of Pupil Participation In Government

The importance of pupil participation in government is not that it furnishes administrators an easy means of getting
things done, but it

"offers the school its best opportunities to help pupils to do certain desirable things that they are going to do anyway, viz. take their places as members of social units and exercise each according to his ability those qualities of leadership, initiative, co-operation and intelligent obedience, all fundamental in society." 9

A review of the literature related to this phase of the study offers conclusive evidence of the importance attributed to pupil participation in government.

Dustin received opinions from fifty-seven schools which enabled him to conclude that in those schools which have practiced pupil participation for several years, there was an improvement in moral conditions, better co-operation with the home, the development of a higher degree of loyalty among the pupils, increased respect for teachers, a larger number of pupils participating in community affairs, a better understanding of the principles of government and attainment of higher qualifications for leadership.

Almost fifty per cent of the principals replying to the questionnaire submitted by Voelker felt that their programs were accomplishing what they expected them to accomplish.


The study indicates that the principals thought that pupil participation tends to stimulate and develop a sense of responsibility, develop character, improve scholarship, create a better morale, build up a spirit of co-operation between pupils and teachers and produce better citizenship in a democracy.

In analyzing fifty articles dealing with this topic, Rugg found that the chief claims made by the writers were that pupil participation in government tends:

1. "To train for worthy citizenship through the development of co-operation, self control, self reliance, initiative and responsibility.

2. To establish better understanding, better spirit, and co-operation between students and faculty.

3. To develop interest in school work, school spirit and school pride.

4. To develop intelligent leadership.

5. To provide for pupil expression." 12

The following two studies illustrate the value of pupil participation in training for citizenship. Young discovered that the junior high schools of Michigan were making a "sincere attempt to provide training for citizenship" by means of pupil participation in the government of the school. Objective measures were used by Mayberry in reaching the conclusion that "participation does aid in the formation of such habits of citizenship as are measured by the Upton-

12. Rugg, Earle, op. cit., p. 129
14

Chassell Citizenship Scales." Hartshorn summarizes the data he received from faculty members relative to improvements in pupils due to participation in high school government as follows: Improvement in cooperation, initiative, citizenship standards and scholarship.

The foregoing studies indicate the importance of pupil participation in the government of the high school. Administrators and faculty members feel that the pupils are being better prepared for life in a democracy because of their participation, and in their opinion, the participation program trains for good citizenship, develops cooperation between teachers and pupils, provides for pupil expression and develops in pupils self control, self reliance, initiative, responsibility, interest in school work, school spirit, school pride and intelligent leadership.

However, all administrators are not favorably committed to the idea. The following are some of the unfavorable comments from high school principals which were received by Satchell:

"I do not care for it. After all, it is the principal who must decide all such matters. The only thing that is required is complete justice."

"Did have student council several years ago; it was not satisfactory. We dropped it." 16

Most of the comments received by Ringdahl indicated the widespread favor of the plan with administrators, but many expressed opposition to it because it had no legal authority in discipline cases, the student body voted against it, there was no real need for such an organization, and it took more time of faculty and pupils than it was worth.

In all probability those not favoring such an organization are not conversant with present educational philosophy. They feel that the pupils have only time enough to adequately prepare their assignments without adding other activities. They fail to realize that life under a benevolent despot is not suitable training for life under a government such as ours. Many are unfamiliar with the plan or unwilling to try it because of the extra amount of work it necessitates.

The Situation At Present

At the present time pupil participation in government is generally recognized as desirable and our problem is now one of organizing and directing it in such a way as to realize to a greater extent its educational values. The more

recent studies have brought out the growth in favor of pupil participation and its present trends. Dustin investigated the desirable forms of organization for successful participation, the manner in which pupil organizations function and the essentials of a successful scheme. Questionnaires outlining the plan in detail were mailed to the principals of eighty-seven high schools known to have some form of pupil organization for co-operative control. Responses from fifty-seven schools showed that seventy-nine per cent of the principals regarded it as impossible for every school to carry out a successful plan of participation; seventy-two per cent had modified their original form; three-fourths of these had granted additional power to the pupils; sixty per cent favored the granting of still greater power. From this he concluded that there was a growing tendency to increase the governmental powers granted to pupils. His study also indicates that successful plans for pupil participation in school government require co-operation of faculty and pupils, definite educational philosophy as to the purpose and possibilities of such participation and provide an opportunity for all pupils to participate in the government of the school.

Four of the 152 high schools studied by Voelker allowed the pupils to have a share in the control of every depart-

ment of school life, curricular as well as extra-curricular.

Ringdahl reports an investigation in which he found that a majority of the schools do not give the student council any disciplinary power. He states that the granting of disciplinary power and its unwise use by pupil organizations "is the rock on which student government has often been wrecked." A study by Hartshorn also indicates the growing sentiment against giving pupil organizations any power over discipline.

The most common method of pupil participation in government of the high schools of the Northwest as reported by Russell was through a student council with various committees under its direction. His findings indicate that these committees usually had charge of extra-curricular activities with athletic and social committees the most common. He also found that the council had more control over athletics and extra-curricular finance than over provision for assemblies and that school discipline was largely under the control of the faculty. Most schools reported that no change in their program was planned, but those intending to change were increasing the amount of responsibility given to the pupils. He concludes "that the council,

through the various committees, does not have control over extra-curricular activities to a desirable extent."

**Summary**

Recent investigations show the existing condition of pupil participation in the government of the larger high schools, but have neglected to indicate its status in smaller schools. The subject has been the object of much controversy. Many believe it is a waste of time, but the majority of leading educators agree that it is a worthwhile activity in the school and have stressed its educational value and more and more schools are providing an opportunity for all pupils to participate in the government of the school. The studies point out that the most common form of organization for pupil participation in government is the student council. They also show that there is a tendency to increase the amount of the responsibility given to pupils. However, there is a growing sentiment against giving the student council any disciplinary power.

The present problem is concerned with the situation in the smaller Arizona high schools.
CHAPTER II

METHODS USED IN OBTAINING DATA

In the statement of our problem on page five, we limited this study of pupil participation in the government of the high schools of Arizona to schools whose average daily attendance does not exceed 500 pupils. This limitation permits the inclusion in the study of fifty-four of the fifty-eight high schools of the state. In obtaining the necessary information relative to the solution of our problem there were two possible procedures open to the investigator, namely through personal interviews or by means of a questionnaire. Of the two techniques the interview is perhaps the more desirable, but it was not practical in the present study, except in some eight instances, because it would have involved too large an expenditure of both time and money due to the relatively great distance between schools. However, many important studies in which the questionnaire method was used, have made valuable contributions in the field of education. The questionnaire has been established as a valid instrument in educational investigation where it affords the only practical means of securing the information desired.

"If the investigator is convinced that the information he wants will shed light on a worthwhile question, that his questionnaire
is well sponsored, that he has a sufficient mastery of the subject to prepare an intelligent questionnaire, that he has carefully delimited the scope of his investigation and therefore knows just what he wants, that he can get the desired data only through a questionnaire, that he is in a position to handle the replies with reasonable promptness, and to render respondents a proper return for the time which they will donate, then only is there justification for actually drafting the blanks."

Nevertheless, knowing the antipathy of principals for questionnaires, it was with a certain amount of trepidation that the writer concluded to use this method for collecting the essential data from the remaining schools.

**Constructing The Questionnaire**

It was assumed that a lengthy questionnaire would generally reach the waste basket as its ultimate destination and that principals and teachers had neither time nor inclination to puzzle out long complex questions. Therefore it was decided to write a personal letter to the principal or a teacher in all of the schools except those from which the writer expected to obtain information by interviews. It was planned that the letter should contain a description of the problem and a statement of each of the subordinate problems. The recipients were to be asked to describe the existing program in the schools in which they were employed, by discussing in detail each of the subordinate problems.

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The letter was also to tell by whom the study was sponsored and to assure the respondents that they would be sent a summary of the findings. After its composition the letter was submitted to Dr. O. K. Garretson, under whose supervision the study was being made. A conference with him showed the undesirability of using this letter in obtaining data because the information received would be of such a variable nature and many important points might not be mentioned or discussed. Then too the percentage of response would undoubtedly have been low on account of the time that would have been required to write such a detailed reply. Dr. Garretson suggested using a short check list instead, which could be answered almost as rapidly as it could be read. Consequently a check list was constructed; a copy of it is shown on the following page.

An examination of the check list will disclose that it is divided into three major divisions as follows:

1. Activities: Authority and Supervision.
2. Student Government Organization.
3. Evaluation of Program.

Activities: Authority and Supervision. It will be noted that in this section were grouped the items necessary for obtaining the information relative to the activities in which pupils have been delegated authority. These items were inquiries concerning the amount of authority that has been delegated to the pupils, by whom the activities are sponsored, and the extent of the supervision. The activities
PLEASE PLACE CHECK MARKS OPPOSITE THOSE ITEMS DESCRIPTIVE OF THE CONDITIONS IN YOUR SCHOOL (ALL INFORMATION WILL BE TREATED CONFIDENTIALLY)

I. Activities: Authority and Supervision

<table>
<thead>
<tr>
<th>Activities in which pupils have delegated authority</th>
<th>Authority</th>
<th>Sponsor</th>
<th>Extent of Supervision</th>
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<tbody>
<tr>
<td></td>
<td>Actual</td>
<td>Nominal</td>
<td>Teacher</td>
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<td></td>
<td>Principal</td>
<td>Advisory</td>
<td>Dictatorial</td>
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<td>Assemblies</td>
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<td>Clubs</td>
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<tr>
<td>H.S. Newspaper</td>
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<td>L.S. Magazine</td>
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<tr>
<td>Pupil's Handbook</td>
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<tr>
<td>Annual</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commencement</td>
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<td></td>
<td></td>
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<tr>
<td>Extra-curricular finance</td>
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<td>Social Affairs</td>
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<td></td>
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<tr>
<td>Plays</td>
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<td></td>
</tr>
<tr>
<td>Athletics</td>
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<tr>
<td>List any others</td>
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</tbody>
</table>

II. Student Government Set-up.

A. Student Body Association

Officers elected by: Student Council

- President
- Vice-president
- Secretary
- Treasurer

B. Student Council

1. Total number of members with 1 2 3 4 (check which) members elected by each home room 19th grade 10th grade 11th grade 12th grade; or by school at large (put number); or by any other method Explain

2. Sponsor Principal

- Appointed by principal
- Elected by council

3. The student body president also chairman of the student council

4. Other student body association officers members of student council

5. Powers of council:
   - a. Meets to confer with the principal
   - b. Cannot legislate until the principal has approved
   - c. Legislates on almost every phase of pupil welfare, subject to principal's veto
   - d. Has final power in any field of activity

- e. Activities checked under I are under control of student council

III. Evaluation of Program

A. Trains for good citizenship
B. Develops co-operation between teachers and pupils
C. Provides for pupil expression
D. Develops in pupils self-control self-reliance initiative responsibility interest in school work school spirit school pride intelligent leadership

Select a qualified pupil to check under pupil evaluation. Use other side of this sheet for additional information.

High School

Principal
in which pupils are usually delegated authority were arranged in a vertical column on the left. Conditions descriptive of the amount of authority and the extent of faculty supervision were to be checked in columns following the activity.

The writer inadvertently used the descriptive adjective "dictatorial" on the check list to describe one type of supervision. While dictatorial is defined as given to dictating or absolute, it is also defined as overbearing or imperious. Since it is assumed that the supervision of pupil activities is not overbearing or imperious, but is absolute or of a commanding nature, that type of supervision which was listed as dictatorial will be referred to hereafter as "authoritative supervision."

Student Government Organization. This section was arranged under two sub-headings: Student Body Association and Student Council. After each heading was provided a space for checking whether or not such an organization exists in the school. The part devoted to the student body association was concerned with its officers and the method used in their selection. The officers usually elected were listed on the left and spaces provided opposite each for checking whether they are elected by the student council or by the school at large. Additional space was provided for writing an explanation if some other method is employed. The part devoted to the student council contained inquiries concerning the number of representatives in the organization, how
they are elected, by whom the student council is sponsored and its powers. Queries which could be easily checked made up this section.

Evaluation of Program. In this division were listed the outcomes usually claimed for pupil participation in the government of the school. These were selected by an analysis of many articles on this topic, some of which have been discussed in the introductory chapter of this study. Provision was made for a teacher and also for one pupil to indicate which of the stated objectives they felt were being realized in their school.

The completed check list was then submitted to several teachers in different schools for their comments concerning its clarity and the ease with which it could be checked. Since no revision was suggested, the check list was mimeographed and enclosed with a self-addressed stamped envelope in a personal letter addressed to a teacher or the principal in forty-five Arizona high schools. The letters were sent to personal acquaintances as far as possible, but when the writer was unacquainted with anyone in a school the letter was sent to the principal. The letter previously described was found suitable to send after eliminating the request to describe the existing program by discussing in detail each of the subordinate problems. After an interval of three weeks follow-up letters containing another copy of the check list were sent to all schools that had not replied.
Interviews

That more detailed information might be had, interviews were arranged with a teacher or principal in eight of the fifty-four high schools considered in this study. The schools from which information was to be obtained by this method were selected because of relative proximity or because of inter-scholastic contests scheduled between them and Wickenburg High School, in which the writer is employed. The check list was used as a guide in conducting interviews with representatives of these schools.

The principal or teacher interviewed was first informed of the purpose of the investigation; then he was questioned about the activities in which the pupils of the school had been delegated authority, how much authority had been granted to the pupils, who sponsors the activities and the extent of faculty supervision. He was also asked to describe the student government organization in the school. During the discussion the writer checked the appropriate responses on the questionnaire and at the conclusion of the interview asked the individual interviewed to examine the questionnaire to see if, in his estimation, the indicated responses adequately described the conditions in his school. He was then requested to check the objectives which it seemed to him had been attained by the program and was also asked to select a qualified pupil in the school to check the outcomes that he thought were being realized. In order to secure an opinion
uninfluenced by that of the teacher or principal, the pupil was given a new blank upon which to indicate his evaluation of the objectives. The writer realizes that this evaluation by teachers and pupils is subjective since it asks for and is based upon personal opinion. For this reason a comparison of the two evaluations will be made in a succeeding chapter that a more valid measure for the outcomes of the program may be secured.

The first individual to be interviewed in person was Loren Curtis, newly elected principal of the Northern Yuma County Union High School at Parker. Mr. Curtis was interviewed in Wickenburg during the first part of December, 1954, following a basketball game between the two schools. From him was obtained the information relative to the amount of pupil participation in the government of the Northern Yuma County Union High School. In the early part of April, 1955, prior to a baseball game at Litchfield Park, Principal L. D. Shumway gave the writer data concerning the present organization in Litchfield Park High School. He was much interested in the study and expressed a desire to co-operate in any way that would assist in the investigation. Fred Miller of Tolleson Union High School was also interviewed on May 3, after a baseball game at Tolleson. The existing situation in Tolleson High School was brought to light during the ensuing discussion.

The writer arranged to be relieved of his teaching
duties and on May 20, 1935, he visited the high schools of Prescott, Jerome, Clarkdale and Camp Verde. The status of pupil participation in each of these schools was discussed at length with representatives of these schools. Two hours were spent with A. W. Hendrix, principal of Prescott High School, during which time the plan followed in this school was outlined and evaluated by him. Evaluation of the program was also secured from two of the pupils in this school; one was the president of the student body association and the other was a member of the student council. The latter pupil had been a council member during each of her four years in school. At Jerome, due to the absence of the principal, the writer was referred to Lewis J. McDonald for detailed information, since this teacher had done special work in working out a program in his social science class relative to the provision for pupil participation in Jerome High School. A rather unique plan is being tried in Jerome and it will be described at length in the following chapter of this study. The writer arrived at Clarkdale after school hours and was unable to confer with the principal, who was engaged in a faculty meeting. However, Miss Vera Bearden, his secretary, consented to see that the questionnaire was filled out and returned. School had closed for the year at Camp Verde, but the principal, Dick Peila, was glad to outline the plan of co-operative control in operation in Camp Verde High School. He also directed the writer to a pupil
from whom an evaluation of the program was secured. At the beginning of the 1935 summer session of the University of Arizona an interview was secured with Garland M. White, Superintendent of Schools at Scottsdale. Mr. White described the plan that was in operation when he took charge of Scottsdale High School, its subsequent failure, the causes of failure and the evolution of the present organization.

Summary

This study includes fifty-four of the fifty-eight high schools in the state. It was not practical to use personal interviews to secure the necessary information from more than eight schools. However, the questionnaire has been established as a valid tool for educational investigation when it affords the only practical means of securing the desired data. The first questionnaire prepared was not satisfactory, but after conference with his adviser, the writer prepared a short check list to send out with personal letters to the high schools of the state. The schools from which information was to be obtained by interviews were selected because of proximity or because of scheduled athletic events between them and the school in which the writer is employed. The check list was used as a guide in conducting interviews with representatives of these schools. The information received from both check lists and interviews was transferred to tables on one large sheet which facilitated the making of separate tables, showing the results of the study.
CHAPTER III

PRESENTATION AND DISCUSSION OF DATA

Information concerning pupil participation in the government of the high school was obtained from forty-six of the fifty-four Arizona high schools included in our study. Since the information relative to pupil participation in the direction of extra-curricular activities was obtained in each instance from individuals in intimate contact with this phase of school life, we are justified in assuming that our data is valid.

The Nature Of The Activities In Which Pupils Participate

The activities in which pupils participate in the high schools of Arizona are shown in Table I. In this table are listed the activities, the number and per cent of the schools reporting pupil participation and the number and per cent of the schools not reporting participation. An examination of the table reveals that from fifty per cent to one hundred per cent of the schools report pupil participation in nine of the twelve activities mentioned. Participation in social affairs, athletics, school plays, assemblies and commencement is reported by more than ninety per cent, while only four and three tenths per cent, or two schools, report any pupil participation in disciplinary control. The high school newspaper, clubs, annuals and extra-curricular
finance are shown to be other important pupil activities.

**TABLE I. ACTIVITIES IN WHICH PUPILS PARTICIPATE**

<table>
<thead>
<tr>
<th>Activities</th>
<th>Schools Reporting Participation</th>
<th>Schools Not Reporting Participation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social affairs</td>
<td>46 : 100</td>
<td>0 : 0</td>
</tr>
<tr>
<td>Athletics</td>
<td>43 : 93.5</td>
<td>3 : 6.5</td>
</tr>
<tr>
<td>Dramatics</td>
<td>43 : 93.5</td>
<td>3 : 6.5</td>
</tr>
<tr>
<td>Assemblies</td>
<td>42 : 91.3</td>
<td>4 : 8.7</td>
</tr>
<tr>
<td>Commencement</td>
<td>42 : 91.3</td>
<td>4 : 8.7</td>
</tr>
<tr>
<td>Newspaper</td>
<td>38 : 82.6</td>
<td>8 : 17.4</td>
</tr>
<tr>
<td>Clubs</td>
<td>37 : 80.4</td>
<td>9 : 19.6</td>
</tr>
<tr>
<td>Annual</td>
<td>34 : 74</td>
<td>12 : 26</td>
</tr>
<tr>
<td>Extra-curricular finance</td>
<td>34 : 74</td>
<td>12 : 26</td>
</tr>
<tr>
<td>Handbook</td>
<td>6 : 15</td>
<td>40 : 87</td>
</tr>
<tr>
<td>Discipline</td>
<td>2 : 4.3</td>
<td>44 : 35.7</td>
</tr>
<tr>
<td>Miscellaneous activities</td>
<td>2 : 4.3</td>
<td>44 : 35.7</td>
</tr>
</tbody>
</table>

The nature of the activities in which the pupils participate indicates the degree of importance in which the extra-curricular program is regarded by Arizona high schools. The rarity of occurrence of pupil co-operation in disciplinary control seems to imply either a lack of interest in this phase of the program on the part of pupils or a reluctance on the part of administrators to place such responsibility in the hands of pupils. The handbook also occupies an insignificant place in the high schools, but there are a number of schools in which mimeographed material is used instead. The information contained in this material is usually similar in nature to that found in a handbook.
Authority Delegated To Pupils

The amount of authority that has been delegated pupils in the activities in which they participate may be seen in Table II. The extent of authority delegated is shown under three headings: Schools reporting actual authority, schools reporting nominal authority and schools not reporting any pupil authority in the control of the various activities. Only those schools checking the activity as one in which pupils participate are considered. Thus the table should be read as follows: Of the forty-six schools reporting participation in social affairs, twenty-three, or fifty per cent, of them delegate actual authority in the control of the activity to the pupils; twenty-two, or 47.8 per cent, grant nominal authority and two, or four and three tenths per cent, indicated that no authority was delegated. Farther down the list of activities, participation in disciplinary control is found in only two schools and in both of them the pupils have but nominal authority in this activity.

In some instances when the per cent under actual and nominal authority is combined with the per cent of the schools that did not indicate the delegation of any authority to the pupils, the total exceeds one hundred per cent. This is due to the fact that some schools reported that pupils had been delegated both actual and nominal authority in certain activities. Probably the pupils have actual authority in the control of certain phases of the activity.
<table>
<thead>
<tr>
<th>Activities</th>
<th>Number</th>
<th>Actual Authority</th>
<th>Nominal Authority</th>
<th>No Authority Indicated</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social affairs</td>
<td>46</td>
<td>23</td>
<td>50</td>
<td>22</td>
</tr>
<tr>
<td>Athletics</td>
<td>43</td>
<td>4</td>
<td>9.3</td>
<td>26</td>
</tr>
<tr>
<td>Dramatics</td>
<td>43</td>
<td>15</td>
<td>34.9</td>
<td>20</td>
</tr>
<tr>
<td>Assemblies</td>
<td>42</td>
<td>16</td>
<td>38.1</td>
<td>24</td>
</tr>
<tr>
<td>Commencement</td>
<td>42</td>
<td>4</td>
<td>9.5</td>
<td>29</td>
</tr>
<tr>
<td>Newspaper</td>
<td>38</td>
<td>17</td>
<td>44.7</td>
<td>19</td>
</tr>
<tr>
<td>Clubs</td>
<td>37</td>
<td>20</td>
<td>54</td>
<td>17</td>
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<td>Annual</td>
<td>34</td>
<td>14</td>
<td>41.2</td>
<td>18</td>
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<tr>
<td>Extra-curricular finance</td>
<td>34</td>
<td>4</td>
<td>11.8</td>
<td>24</td>
</tr>
<tr>
<td>Handbook</td>
<td>6</td>
<td>2</td>
<td>33.3</td>
<td>1</td>
</tr>
<tr>
<td>Discipline</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>2</td>
<td>2</td>
<td>100</td>
<td>0</td>
</tr>
</tbody>
</table>
and only nominal authority in other phases. For example, in social affairs twenty-three, or fifty per cent, of the schools replying checked actual authority, twenty-two, or 47.8 per cent, checked nominal authority, while two, or four and three tenths per cent, of the schools failed to indicate any authority.

Most of the schools delegate some authority to the pupils in the activities in which they participate. However, the pupils have little to say concerning athletics, dramatics, commencement or extra-curricular finance. This is also shown in Table II where it may be seen that no authority in athletics was indicated by 30.2 per cent of the schools and only nominal authority was reported by 60.5 per cent. In dramatics pupils have only nominal authority in 46.5 per cent of the schools and no authority in 23.3 per cent. Provision for commencement is low in pupil control in ninety per cent of the schools, and in eighty-eight per cent of the schools extra-curricular finance is practically out of pupil control.

Undoubtedly the pupils' control of athletics is limited to intra-mural activities because of the present manner in which inter-scholastic athletics are conducted in the state. However, faculty control in this activity may operate for the most part to hold within reasonable limits the emphasis on this phase of school life. It must be admitted, however, that too much emphasis has been placed on winning and not
enough on the development of pupils, especially boys, who are in need of physical training and instruction. Athletics should be strictly for the interests of the pupils and if we expect to realize this objective, the pupils should have a voice in schedule making. We have no reason to believe that pupils, under adequate guidance, will go to greater extremes than do some of our athleticism minded principals and coaches.

The amount of authority in the pupil control of dramatics is very similar to the amount of pupil control in athletics. This is undoubtedly due to the practice of charging admission to both athletic contests and dramatic productions. Probably the teacher in charge is more able to choose a good play and to cast the parts than pupils would be, but again if the plays and other forms of dramatics are to contribute more to the education of the pupils than they do at present, the pupils should have a greater opportunity to co-operate in their control.

It would seem that commencement programs are largely the whim of principals with little regard to the educational opportunities of this activity. When authority has been delegated to the pupils it is only nominal in a great majority of the schools. The situation in extra-curricular finance is somewhat similar and we find little or no pupil training.

in the responsibility of handling money. Denying the pupils of this opportunity would appear to be unfortunate; it implies a greater honesty of teachers, which is open to question; and it has been found unwise for teachers to handle the extra-curricular money.

A more desirable amount of authority has been delegated to the pupils in such activities as social affairs, assemblies, the high school newspaper, clubs and the annual.

Summary Of Pupil Authority. The high schools of Arizona allow pupil participation in many desirable activities, but they have delegated very little authority to the pupils in the co-operative control of these activities. Pupils have been delegated more authority in the control of social affairs, the high school newspaper, clubs, the annual and assemblies than over athletics, extra-curricular finance, commencement or plays. The practice of delegating authority to the pupils to co-operate in the control of discipline is found in such a small per cent of the schools as to be practically non-existent. This is probably desirable at least in small schools, because it has been found that pupil officers dislike to report the offenses of fellow pupils and often fail to do so. In other instances, pupil cooperation in the control of discipline has precipitated unpleasant situations in the community that might have been avoided if the disciplinary cases had been entirely under the control of the faculty.
The high schools of Arizona realize the value of the extra-curricular program, but seem to be reluctant to allow the pupils to have actual authority in the co-operative control of these activities. This attitude is not conducive to a better training for life in a democracy. The idea back of the participation program is to give the pupils an opportunity to become more self-directive in an intelligent way. As long as we think that the activities have educational possibilities, the pupils should be delegated sufficient authority to actually control the activities under the wise guidance of the faculty. Such activities that do not fall into this category should not be allowed to consume the time and energy of the pupils or of the teachers and in so far as possible they should be eliminated.

"Wise leaders, teachers or pupils,...see that such organizations are based on instinctive tendencies of gregariousness, of love of approval, of rivalry, of mastery, of altruistic effort, and so afford an opportunity for activities that may be fundamentally educative." 24

These findings are in accord with those of Archer, who found that the Iowa schools were not delegating much authority to the pupils and he concluded that the schools were not organized on a democratic basis. With reference to disciplinary control, Ringdahl later received information from

some 179 of the larger high schools of the United States. His data points to the conclusion that a majority of the schools were not giving pupil organizations any disciplinary power. Russell and Hartshorn also made similar observations concerning the attitude of administrators toward the granting of authority to pupils in the control of discipline.

**Activity Sponsors and the Extent of Supervision**

In the last section we surveyed the nature of the activities in which pupils have been delegated authority and the amount of authority granted. We now turn to a discussion of the activity sponsors and the extent to which extra-curricular activities are supervised by the faculty.

An examination of Table III reveals the activities in which pupils participate, the number of schools in which the activity exists, by whom it is sponsored and the extent of supervision. In examining the table the reader should refer in each case to the number of schools for an interpretation of the per cent columns. For instance, forty-six schools have pupil participation in social affairs, which are sponsored in forty-two, or 91.3 per cent, of the schools by teachers and in sixteen, or 34.8 per cent, of the schools by the principal; in thirty-four schools, or

<table>
<thead>
<tr>
<th>Activities</th>
<th>Sponsor Number</th>
<th>% of Teacher</th>
<th>% of Principal</th>
<th>% of Unchecked</th>
<th>Degree of Supervision</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social affairs</td>
<td>46</td>
<td>42%</td>
<td>16%</td>
<td>54.8%</td>
<td>Authoritative</td>
</tr>
<tr>
<td>Athletics</td>
<td>43</td>
<td>37%</td>
<td>14%</td>
<td>32.6%</td>
<td>Advisory</td>
</tr>
<tr>
<td>Dramatics</td>
<td>43</td>
<td>40%</td>
<td>3%</td>
<td>7%</td>
<td>Unchecked</td>
</tr>
<tr>
<td>Assemblies</td>
<td>42</td>
<td>26%</td>
<td>22%</td>
<td>52.8%</td>
<td>No</td>
</tr>
<tr>
<td>Commencement</td>
<td>42</td>
<td>7%</td>
<td>40%</td>
<td>56%</td>
<td>No</td>
</tr>
<tr>
<td>Newspaper</td>
<td>38</td>
<td>34%</td>
<td>2%</td>
<td>53%</td>
<td>No</td>
</tr>
<tr>
<td>Clubs</td>
<td>37</td>
<td>35%</td>
<td>94.5%</td>
<td>2%</td>
<td>No</td>
</tr>
<tr>
<td>Annual</td>
<td>34</td>
<td>34%</td>
<td>100%</td>
<td>1%</td>
<td>No</td>
</tr>
<tr>
<td>E.C. finance</td>
<td>34</td>
<td>11%</td>
<td>32.3%</td>
<td>70.6%</td>
<td>No</td>
</tr>
<tr>
<td>Handbook</td>
<td>6</td>
<td>2%</td>
<td>33.3%</td>
<td>4%</td>
<td>No</td>
</tr>
<tr>
<td>Discipline</td>
<td>2</td>
<td>0%</td>
<td>0%</td>
<td>2.100%</td>
<td>No</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>2</td>
<td>2.100%</td>
<td>0%</td>
<td>0%</td>
<td>No</td>
</tr>
</tbody>
</table>
in 73.9 per cent, supervision is of an advisory nature, in nine, or 19.6 per cent, the supervision is authoritative while five, or 10.9 per cent, of the schools failed to check this item. Another illustration may be used to show why the total per cent of schools providing sponsors for definite activities may exceed one hundred per cent. Thirty-four schools provide for an annual which is sponsored in all of the schools by a teacher; in an additional seven schools, or in 30.6 per cent, the annual is also sponsored by the principal. Thus it is evident that one activity may be sponsored both by a teacher and by the principal. Both advisory and authoritative supervision were also indicated in many instances. Using the annual again as an illustration, it is found that in 76.4 per cent of the schools supervision is advisory; in 30.6 per cent it is authoritative and in eight and eight tenths per cent it was not checked. This implies that in some schools certain phases of the activity are supervised in an advisory manner while other phases of the same activity are under authoritative supervision.

The information thus tabulated in Table III indicates that all activities in which pupils participate are sponsored. In the majority of instances a teacher is the sponsor of the pupils in social affairs, athletics, plays, assemblies, the high school newspaper, the annual and clubs. In several instances both the high school principal and a teacher are sponsors of these activities. However, in most
of the schools the principal alone is the sponsor of the activities which have traditionally been considered as part of his administrative duties, viz., commencement, extra-curricular finance, the handbook and discipline. Therefore the evidence implies that the high school principals are keeping in close touch with most of the extra-curricular activities in the school.

A further examination of Table III reveals that the supervision of the sponsors is generally of an advisory nature, but over athletics, commencement, extra-curricular finance and the handbook the supervision is authoritative in fifty per cent or more of the schools. The supervision of school plays is also authoritative in about forty per cent of the schools. A few schools failed to check any extent of supervision, probably because of an unfortunate choice of the descriptive adjective "dictatorial" which was used on the check list, or because the activity was actually not conducted in any organized manner and was controlled by the faculty. One check list was returned with the word "dictatorial" crossed out and the words, "final authority" substituted; the following comment was also written in, "Final authority is vested in faculty although the sponsor is not dictatorial." Another made the reservation, "Dictatorial when necessary, seldom necessary." However, the writer has assumed that in all supervision of pupil activities, whether advisory or authoritative, the final author-
ity is always vested in the faculty and the administrative head of the school.

Summary of Supervision. Pupil activities are sponsored in most instances by a teacher, who generally supervises the activity in an advisory rather than in an authoritative capacity, the principal reserving final authority and general oversight. The activities in which the pupils have been delegated little or no authority are generally supervised in an authoritative manner. The principal is usually the sponsor of commencement and extra-curricular finance while teachers sponsor athletics and school plays in most instances. The supervision over athletics is especially authoritative in character. The evidence thus far seems to indicate that there is a desirable amount of supervision over the majority of pupil activities, but that faculty domination is common over such activities as athletics, commencement, extra-curricular finance and, in a lesser degree, plays. These findings would seem to imply that the high schools of Arizona have not yet advanced sufficiently along democratic lines of pupil co-operative control in keeping with the present trends of educational philosophy. Such supervision tends to decrease the educational possibilities of the activities. "It is the sponsor's business to arrange the situation so that there is a favorable
opportunity for pupils to plan and act intelligently." Probably the reason for faculty domination is the tendency on the part of teachers to do most of the planning and worrying for fear the activity will not make a good showing.

However, conditions elsewhere have been somewhat similar as is illustrated by the report of an investigation in Pennsylvania high schools made by Satchell in 1922. About the same time Archer found a similar situation in Iowa schools. In 1930 Russell reported that the pupils in a majority of the schools in the Northwest had control over athletics and extra-curricular finance. It is interesting to note that Russell found less direction of assemblies than was true of either finance or athletics. Our study, on the other hand, shows that the pupils in Arizona high schools have been delegated more authority and are supervised less strictly in assemblies than in athletics or extra-curricular finance.

**Student Government Organizations**

When authority has been delegated to the pupils, it is logical to assume that the pupils have some form of governmental organization through which they may participate in the control of the activities. The most common form of

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pupil government organization reported by the high schools of Arizona is the organized student body association, which may be compared to the town meeting form of local government. It is found to exist in thirty-four, or seventy-four per cent, of the schools. In such an organization, all of the pupils in the school have a direct voice in the proceedings of the association. An organization of this type is usually such an unwieldy affair that a representative type of organization, the student council, has been formed in many schools.

Student councils, which are organizations of pupil representatives, are reported by twenty-four, or 52.2 per cent, of the schools. That some schools in which student councils are found still cling to their organized student body associations is shown by the fact that eighteen of the schools that have formed a student council also reported a student body association. Eighty-seven per cent of the forty-six schools have some form of governmental organization which consists of or represents all of the pupils. Three schools in which neither of the above forms exists, mentioned some other medium for pupil co-operation in control; in one by home rooms, in another through committees and in the third by the pep club. In another instance the student council was so inactive that some of the objectives of a participation program are being realized by means of a social science class. Only one school has abandoned its pupil government
organization.

Student Body Association. A large majority of the schools with an organized student body association elect a president, vice-president, secretary and treasurer, but a few schools indicated that the editor of the high school paper, the cheer leader, athletic manager, social manager, music manager and sergeant at arms are also considered as student body officers. Table IV shows the officers elected in different schools, the number of schools electing each officer and also the different methods by which these officers are elected. In general the officers are elected by the school at large from the junior and senior classes; in a very small per cent of the schools a few of the officers are elected by the student council, serving not only as student body association officers but also as student council officers. In one school the treasurer is appointed by the principal and in another the secretary-treasurer of the senior class is the ex-officio secretary-treasurer of the student body association. The practice most generally followed in selecting the student body association officers allows all of the pupils of the school to participate; therefore in this phase of pupil participation in the government of the school the pupils are getting actual practice in one of the important duties of citizenship.

The Student Council. The total number of members in the student councils of the different schools varies from
<table>
<thead>
<tr>
<th>Officers</th>
<th>Number</th>
<th>Percent</th>
<th>Number</th>
<th>Percent</th>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>President</td>
<td>34</td>
<td>34</td>
<td>100</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Vice-president</td>
<td>32</td>
<td>31</td>
<td>97</td>
<td>1</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>Secretary</td>
<td>31</td>
<td>29</td>
<td>93.5</td>
<td>2</td>
<td>6.5</td>
<td>0</td>
</tr>
<tr>
<td>Treasurer</td>
<td>26</td>
<td>24</td>
<td>92.3</td>
<td>1</td>
<td>3.85</td>
<td>1</td>
</tr>
<tr>
<td>Secretary-treasurer</td>
<td>3</td>
<td>2</td>
<td>67</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Editor school paper</td>
<td>2</td>
<td>2</td>
<td>100</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Cheer leader</td>
<td>3</td>
<td>3</td>
<td>100</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Athletic manager</td>
<td>3</td>
<td>2</td>
<td>67</td>
<td>1</td>
<td>33</td>
<td>0</td>
</tr>
<tr>
<td>Social manager</td>
<td>2</td>
<td>1</td>
<td>50</td>
<td>1</td>
<td>50</td>
<td>0</td>
</tr>
<tr>
<td>Music manager</td>
<td>1</td>
<td>1</td>
<td>100</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Sergeant at arms</td>
<td>1</td>
<td>1</td>
<td>100</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
six to twenty-four members, councils having twelve members being the most numerous. The number of members in the different student councils, the number of schools in which a council of a certain size exists and the per cent of frequency a certain sized council is found in the twenty-four schools reporting a student council is shown in Table V.

An examination of the table reveals the wide variance in the number of members in the different student councils. Half of the schools have from nine to twelve members in their student councils, five schools have councils of less than nine members and in one school the membership varies according to the number of recognized organizations in the school, but at no time is the membership below six pupils.

TABLE V. SIZE OF STUDENT COUNCILS

<table>
<thead>
<tr>
<th>No. of Members</th>
<th>No. of Schools</th>
<th>Percent of Frequency in 24 Schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>6</td>
<td>1</td>
<td>4.2</td>
</tr>
<tr>
<td>7</td>
<td>2</td>
<td>8.3</td>
</tr>
<tr>
<td>8</td>
<td>2</td>
<td>8.3</td>
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<tr>
<td>9</td>
<td>3</td>
<td>12.5</td>
</tr>
<tr>
<td>10</td>
<td>2</td>
<td>8.3</td>
</tr>
<tr>
<td>11</td>
<td>2</td>
<td>8.3</td>
</tr>
<tr>
<td>12</td>
<td>5</td>
<td>20.8</td>
</tr>
<tr>
<td>13</td>
<td>1</td>
<td>4.2</td>
</tr>
<tr>
<td>14</td>
<td>1</td>
<td>4.2</td>
</tr>
<tr>
<td>16</td>
<td>1</td>
<td>4.2</td>
</tr>
<tr>
<td>20</td>
<td>2</td>
<td>8.3</td>
</tr>
<tr>
<td>24</td>
<td>1</td>
<td>4.2</td>
</tr>
<tr>
<td>Varies</td>
<td>1</td>
<td>4.2</td>
</tr>
</tbody>
</table>
by each home room and the size of the council is determined by the number of home rooms in the school. When the council consists of delegates from classes it is found that each class is generally represented by two or three members. The common practice is to have the class officers as ex-officio members of the council. Only one school reported a council consisting of delegates, all of whom are elected from the school at large. The eight members of this student council are also the student body association officers and might be compared to the executive board of a large organization.

Two schools indicated councils composed of home room delegates and student body association officers who are elected from the school at large. The typical student council in the high schools of Arizona consists of representatives from the classes and from the school at large. This form of council is found in ten of the twenty-four schools and the delegates are usually the class presidents and the officers of the student body association. Three schools have councils consisting of one delegate elected from each class and one from each recognized pupil organization in addition to the student body association officers elected at large. One school reported a student council of twenty members which had originally been formed by a petition to the principal. In this school the former pupil government had proved to be unsatisfactory and had been eliminated.
A petition for the formation of a student council was presented to the principal and from the names attached the principal selected twenty pupils to form the new student council. Pupils wishing to become members of the student council must petition for membership and when a vacancy occurs it is filled by selecting one of the petitioners, subject to the approval of the sponsor. This type of council is unique, but probably due to the large foreign element in the high school it is deemed more satisfactory than a council of elected delegates. In almost every instance the president of the student council is elected from the school at large. In those schools with both a student body association and a student council the president of the student body association is ex-officio chairman of the student council.

Sponsors Of Student Councils. It may be seen in Table VII that in a large majority of the twenty-four schools in which a student council has been organized, the sponsor of the organization is the principal or a teacher appointed by the principal. In only two schools does the council elect its own sponsor and in one school the student body selects the student council sponsor.

The practice of having the principal or a teacher appointed by the principal as sponsor of the student council is a recommended procedure. Fretwell in his Extra-Curricular Activities In Secondary Schools sets up as one of the
"seven sign-posts" to be observed in the extra-curricular
program, "The principal is responsible." Without surren­
dering any of his responsibility, the principal may delegate
authority to teachers and pupils as individuals or in orga­
nizations.

**TABLE VII. STUDENT COUNCIL SPONSORS**

<table>
<thead>
<tr>
<th>Sponsor</th>
<th>Frequency in 24 Schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>Principal</td>
<td>13</td>
</tr>
<tr>
<td>Teacher appointed by principal</td>
<td>7</td>
</tr>
<tr>
<td>Principal and teacher appointed by principal</td>
<td>1</td>
</tr>
<tr>
<td>Principal and teacher elected by council</td>
<td>1</td>
</tr>
<tr>
<td>Teacher elected by council</td>
<td>1</td>
</tr>
<tr>
<td>Teacher elected by student body</td>
<td>1</td>
</tr>
</tbody>
</table>

**Powers Of The Student Council.** There is no way of
grouping the student councils of Arizona high schools accord­
ing to the powers they exercise without the resulting class­
ification being exceedingly complex. The reason is that the
powers of any one council may comprise almost any combina­
tion of the powers listed on the questionnaire. It must
be kept in mind then that the number of councils having any
one specific power does not limit those councils to that
power alone. Table VIII shows the powers of the student
councils and the frequency that any one power is found in

[32. Fretwell, Elbert K., op. cit., p. 16.]
the twenty-four high school student councils.

**TABLE VIII. POWERS OF STUDENT COUNCILS**

<table>
<thead>
<tr>
<th>Powers</th>
<th>Frequency in 24 Schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Meets to confer with principal.</td>
<td>19</td>
</tr>
<tr>
<td>2. Cannot legislate until principal has approved.</td>
<td>13</td>
</tr>
<tr>
<td>3. Legislates on almost every phase of pupil welfare subject to principal's veto.</td>
<td>18</td>
</tr>
<tr>
<td>4. Has final power in any field of activity.</td>
<td>6</td>
</tr>
<tr>
<td>5. Extra-curricular activities are under the control of student council.</td>
<td>15</td>
</tr>
</tbody>
</table>

Thus we see that in nineteen of the twenty-four schools the council meets to confer with the principal. It is perfectly possible for the council to confer with the principal and also have some of the other powers indicated. However, it does not seem reasonable to suppose that a council that cannot legislate until the principal has approved can also legislate on almost any phase of pupil welfare, subject to the principal's veto. Yet that is exactly what was indicated in several cases. This is shown in Table VIII where it is noted that thirteen student councils cannot legislate until the principal has approved the consideration of the business, and eighteen legislate on almost every phase of pupil welfare, subject to the principal's veto. It is possible and even desirable to delegate final power in certain activities and to place most of the extra-
curricular activities under the control of the council.
The majority of the twenty-four schools indicated that the
council has a definite program of work as is shown by the
fact that in fifteen schools the councils have charge of
many of the extra-curricular activities in the school.

The activities in which final power is given to the
student council and the number of schools in which the coun­
cils have this power are shown in Table IX. Only six

<table>
<thead>
<tr>
<th>Activities</th>
<th>Final Authority</th>
<th>Controlled by</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assemblies</td>
<td>2</td>
<td>14</td>
</tr>
<tr>
<td>Social affairs</td>
<td>1</td>
<td>14</td>
</tr>
<tr>
<td>Clubs</td>
<td>1</td>
<td>12</td>
</tr>
<tr>
<td>Newspaper</td>
<td>1</td>
<td>12</td>
</tr>
<tr>
<td>Intra-mural athletics</td>
<td>0</td>
<td>10</td>
</tr>
<tr>
<td>Annual</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>Extra-curricular finance</td>
<td>0</td>
<td>8</td>
</tr>
<tr>
<td>Commencement</td>
<td>0</td>
<td>6</td>
</tr>
<tr>
<td>Dramatics</td>
<td>0</td>
<td>6</td>
</tr>
<tr>
<td>Handbook</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Awarding activity points</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Student relations</td>
<td>1</td>
<td>1</td>
</tr>
</tbody>
</table>

schools indicated final power for the council in any field
of activity, but this is reasonable when we consider that
after all the program is one of participation under super­
vision. However, there are activities which perhaps right­
ly belong under the final authority of the student council,
subject at all times to the principal's veto. The activities in which the councils have been delegated power to participate in the control of the extra-curricular activities and the frequency that these activities are controlled by the councils is also indicated in Table IX. An examination of the table will disclose the fact that there are more schools in which the student council participates in the control of assemblies, social affairs, clubs, pupil publications and intra-mural athletics than there are schools that allow the council to co-operate in the control of extra-curricular finance, plays and commencement. No school indicated any pupil control in athletics other than in intra-mural programs.

A comparison of the activities shown to be under partial control of the student council with the amount of pupil authority in the activities in which the pupils participate (Table II) indicates that the activities in which pupils have been delegated the greater amount of authority are generally under the control of the student council. The activities which fall into this group are social affairs, clubs, student publications and assemblies. This comparison also reveals that such activities as extra-curricular finance, plays, commencement and athletics in which pupils have not been delegated much authority are under the control of the councils in only a few schools.

Summary Of Pupil Government Organizations. The most
common form of pupil government organization is the organized student body association, but 52.2 per cent of the forty-six schools have made provision for a representative type of pupil organization, the student council. Delegates to the student councils are usually elected from classes and from the school at large, thus forming a council representing both the classes and the entire student body. Councils consist of from six to twenty-four members with more than half of the councils having from nine to twelve members. A council exceeding twelve members is perhaps not desirable in small schools. In keeping with recommended practice either the principal or a teacher appointed by the principal is the sponsor of the council. In general the student councils in the high schools of Arizona meet to confer with the principal, have control of many of the extracurricular activities, and may legislate on almost every phase of pupil welfare either by obtaining consent of the principal or subject to his veto after action has been taken. When it is necessary to have the principal's approval before any measure is considered by the council it indicates over caution on the part of the principal and tends to defeat the whole purpose of the student council. Much more skill and guidance is involved to make the situation such that pupils will try to do the thing best for themselves and the whole school and not merely be a means for spreading propaganda outlined or suggested by the principal.
The councils have more control over social affairs, assemblies, clubs and pupil publications than over athletics, extra-curricular finance or commencement. Many schools in which a student government organization exists did not indicate any definite power or purpose of the organization beyond that of meeting to confer with the principal. It would seem that the pupils have been delegated a desirable amount of authority in many activities. However, the evidence also indicates that co-operative control of the activities in Arizona high schools is not vested in any one pupil organization such as the student council, but that authority in the control of the activities has been delegated to various groups within the schools. That this is the general status of pupil control of the various activities seems to be verified when the activities in which pupils have been delegated authority in all schools investigated are compared with the activities under the control of the student council in the schools with such an organization. The results show that the percentage of Arizona schools with pupil organizations for the participation in the government of the school exceeds the percentage of Pennsylvania and Iowa schools as reported by Satchell, Archer and Hartshorn and they are in close agreement with the results obtained by Russell in his study of the schools of
Evaluation Of The Program

It may be seen in Table X that both teachers and pupils place emphasis on the citizenship value of pupil participation in the government of the school. Over ninety per cent of the teachers and pupils that evaluated the program are agreed that worthy citizenship is promoted by means of this program. However, more than fifty per cent of the teachers

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**TABLE X. EVALUATION OF THE PROGRAM BY TEACHERS AND PUPILS**

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Frequency Checked By: 36 Teachers</th>
<th>Frequency Checked By: 36 Pupils</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trains for good citizenship</td>
<td>35: 97.2%</td>
<td>24: 92.3%</td>
</tr>
<tr>
<td>Develops co-operation between teachers and pupils</td>
<td>31: 86%</td>
<td>24: 83.3%</td>
</tr>
<tr>
<td>Provides for pupil expression</td>
<td>32: 85.9%</td>
<td>23: 88.5%</td>
</tr>
<tr>
<td>Develops in pupils</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. initiative</td>
<td>31: 86%</td>
<td>23: 88.5%</td>
</tr>
<tr>
<td>2. responsibility</td>
<td>21: 86%</td>
<td>21: 86.3%</td>
</tr>
<tr>
<td>3. intelligent leadership</td>
<td>23: 77.8%</td>
<td>22: 84.6%</td>
</tr>
<tr>
<td>4. self-reliance</td>
<td>20: 83.3%</td>
<td>20: 76.9%</td>
</tr>
<tr>
<td>5. school spirit</td>
<td>27: 75%</td>
<td>22: 84.6%</td>
</tr>
<tr>
<td>6. self-control</td>
<td>27: 75%</td>
<td>19: 75%</td>
</tr>
<tr>
<td>7. school pride</td>
<td>23: 61.1%</td>
<td>19: 73%</td>
</tr>
<tr>
<td>8. interest in school work</td>
<td>19: 52.8%</td>
<td>20: 76.9%</td>
</tr>
</tbody>
</table>

---

and over seventy per cent of the pupils were of the opinion that the other objectives are being realized through pupil co-operative control in the school. The objectives are arranged according to a rank which was determined by combining the evaluation of the teachers with that of the pupils and giving the highest rank to the objective which had been selected by the greatest number. In a very few instances the opinions of the pupils are at variance with the opinions of the teachers, but in those cases the difference is not significant enough to change greatly the final ranking of the objectives.

The five highest ranking objectives are in all probability the only ones that are definitely being realized in Arizona high schools through pupil participation in the government of the school. The objectives of greatest significance in the participation program as indicated by these data are:

1. Trains for good citizenship.
2. Develops co-operation between pupils and teachers.
3. Provides for pupil expression.
4. Develops initiative in the pupils.
5. Develops responsibility in the pupils.

Pupil Participation In The Schools Interviewed

The information thus far presented and discussed was obtained from thirty-seven schools by a questionnaire, by
personal interviews with representatives of eight schools and by observation of conditions by the writer in the school in which he is employed. In order that more detailed information concerning the participation program may be had, the existing conditions revealed by interviews and observation will be discussed.

In the Northern Yuma County Union High School at Parker, the activities in which the pupils participate are confined to the high school newspaper, annual, social affairs, plays, commencement, extra-curricular finance and athletics. The pupils are not delegated any real authority in the control of these activities which are entirely controlled by teachers and by the principal. The pupils are organized into a student body association with the usual officers, president, vice-president, and secretary-treasurer, elected from the school at large; these officers and the class presidents form a student council. The principal is the sponsor of the council and it is presumably organized to confer with him on matters pertaining to pupil activities and then it legislates on issues approved by the principal. In actuality the student council merely approves the legislation dictated by the principal; it is to all intents and purposes merely a "rubber stamp". The student government organizations are not highly enough regarded by the pupils to cause them to attend the regular meetings of the council even though the meetings are scheduled during school hours. At
present the most active organizations in the school are the class organizations which are sponsored by teachers. The present program is not realizing any of the objectives usually claimed for a participation program, but Mr. Curtis, the newly elected principal, assured the writer that the pupils would have an opportunity to actually co-operate in the control of pupil activities beginning with the school year of 1955-1956.

A much different situation is found in the high school at Litchfield Park in which the pupils have been delegated considerable authority in the control of all pupil activities in the school. The sponsors, both teachers and the principal, supervise the pupils in the control of the activities in an advisory way. The supervision is authoritative when necessary, but it is seldom necessary. The student body association elects a president, vice-president, secretary, treasurer and the editor of "The Desert Howl" from the junior and senior classes. These five officers together with the class presidents form the student council, for which the principal acts as sponsor. The council confers with the principal and has the power to legislate on almost every phase of pupil welfare, subject to the principal's veto. However, it has not yet been necessary for the principal to use his power of absolute veto since unwise legislation has been prevented through timely advice. The council has final power over such student relations as
disciplinary troubles between students and all of the activity program except commencement. It is interesting to note that the student treasurer receives all activity money, accounts for it, makes reports and deposits the money with the principal. The principal banks the money and gives the student treasurer a receipt for all money thus received. The approval of the student council is necessary before any of the activity funds can be dispensed and all drafts must be signed by both the principal and the student body association treasurer. Each year members of the graduating class hold a special assembly for the pupils in the eighth grade and explain the participation program, emphasizing its importance and the honor attached to becoming a student body officer. The faculty and pupils alike hold the program in high esteem and the pupils have been eager to shoulder responsibility and co-operate with the faculty.

In Tolleson Union High School the pupils have been delegated little or no authority in the activities in which they participate. Assemblies, commencement and extra-curricular finance are under the control of the principal with the pupils having nominal authority in assemblies and extra-curricular finance, but no authority in commencement activities. Pupils have been granted nominal authority in clubs, newspaper, social affairs, plays and athletics; in all of these the sponsors are teachers. All activities are supervised in an authoritative manner. With a teacher
supervising, each class has charge of one assembly during the school year, but no provision has been made for other assemblies. The principal may call an assembly at any time for the purpose of making announcements or for the discussion of some problem of group discipline. All financial returns from any activity are handled by the faculty and turned over to the principal; the pupils have been given no responsibility in financial affairs. A student body association, with the officers elected at large, has been formed, but as yet it has no authority and no purpose; there would seem to be no excuse for the existence of such an organization other than the fact that other schools have student body organizations. However, the pupils seem to attach some honor to being elected to office. Mr. Miller expressed the opinion that the participation program as it now exists in Tolleson Union High School is failing to attain any of the objectives usually claimed, but the situation may be improved with a change of administrative policy in the school.

Pupils in the senior high school at Prescott have a student body organization and a student council through which they participate in the government of the school. Home rooms each elect two representatives to the student council; this makes a council of twenty-four members and the sponsor is the principal. The council has nominal authority in the control of assemblies, clubs, newspaper, ann-

ual, commencement, extra-curricular finance and social affairs, but no authority in the control of dramatics. Teachers and principal together supervise most of the pupil activities and with the exception of dramatics and athletics the supervision is advisory. In dramatics and athletics the pupils have no real authority and they have very little authority in extra-curricular finance, since the treasurer of the student body association is a faculty member appointed by the principal. However, the student council has the power to legislate on almost every phase of pupil welfare, subject to the principal's veto. The principal felt that the program was reaching the objectives that are usually claimed for pupil participation in the government of the school. The two pupils who evaluated the program, however, differed materially in their opinions as to the objectives being realized. A girl member of the student council rated the objectives, which in her estimation were being attained in the following order: 1. Develops school spirit, 2. school pride, 3. self-control, 4.5 initiative, 4.5 responsibility, 6. self-reliance, 7. trains for good citizenship. A boy, president of the student body association, rated the objectives as follows: 1. Trains for good citizenship, 2. provides for pupil expression, 3. develops in pupils initiative, 4. intelligent leadership, 5. responsibility, 6. school spirit, 7. develops co-operation between teachers and pupils. By combining the rank given to each objective
by the girl and boy and revising the order of the objec-
tives on this basis, the pupils believe that the participa-
tion program in Prescott High School is realizing the fol-
lowing objectives: Develops school spirit and initiative, 
trains for good citizenship, develops responsibility, pro-
vides for pupil expression, develops school pride, intelli-
gent leadership, self-control, self-reliance and co-opera-
tion between teachers and pupils.

In Jerome High School pupils have been delegated actual 
authority in assemblies and school traditions, nominal au-
thority in putting out the annual and in social affairs, 
but no authority has been delegated to the pupils in extra-
curricular finance, commencement, dramatics or athletics. 
Most of the activities are sponsored by teachers in an ad-
visory way, but the supervision over the activities in 
which the pupils have no authority is authoritative. There 
is no pupil government organization in this school, but it 
is claimed that a social science course is realizing many 
of the aims of a participation program. The course in citi-
zenship as described by the teacher, Lewis J. McDonald, in 
a report to the superintendent of schools, is incorporated 
hercin.

"The course in Citizenship in the Jerome 
High School is not new. Such courses have been 
offered and experimented with for a great number 
of years in the public schools. Many books have 
been written on the subject, and the procedure in 
each is different. The process in Jerome is a
combination of several methods.

The objectives of the course were: (1) to make better citizens; (2) to lay a background for other social science courses; (3) to help the large number of foreign students to express themselves; and (4) to give the students a better understanding of parliamentary law. The course was introduced into the curriculum in fall of 1934 and is still in the experimental stages, but it has already more than fulfilled the objectives. The superintendent of the school considers that it has initiated a better spirit of co-operation in meeting all the objectives of the school and community, and that it has mysteriously induced a better feeling between classes of students and between students and faculty. Hughes' textbook, "Building Citizenship" published by Allyn and Bacon was used, but the project method was employed almost entirely. As William H. Kilpatrick said, "Pupils must learn their citizenship by living their citizenship."

Eighty-three students signed up for the course, and of these, seventy were freshmen. The students were divided into two groups known as the 5th and 4th hour Citizenship classes. The classes immediately organized and elected temporary chairmen who appointed committees to draw up constitutions for the classes. Some of the outstanding features of the constitutions adopted were: There were to be officers known as president, vice-president, secretary, treasurer, and corresponding secretary; the term of office for the above was to be four weeks, and no one could be re-elected to the same office; dues of three cents a month were to be paid by every member.

The most important standing committees were: (1) parliamentary law; (2) bulletin board; (3) budget; (4) work book; (5) program.

The outstanding projects carried out by these classes can be placed under three headings: (1) Safety; (2) Community Pride; (3) Miscellaneous.

SAFETY

This was the major project. One class took up the work of making the hall and school grounds safer for students. The demerit system was installed, and members of the class acted as officers. The success of the system is due to the
co-operation of the students.

The other class took up safety on the way to and from the school. A Highway Patrol system was started with the help of the Arizona Automobile Association, the local police department, and the city manager. The city painted signs and marked safety zones at the crossings. The Safety Patrol was used for the children of the school buildings near the high school as well as for high school students.

Men who are experts in their fields of work came down and talked to the classes on safety. Mr. James Sayre talked on blasting caps and artificial respiration; Mr. Bernard MacDonald on poisons and their antidotes; Mr. Fredell on electricity in the home; Mr. Milton Scott on firearms; and the Boy Scouts gave a first aid demonstration. As a continuation of Mr. Sayre's talk, boys were elected to go to the rest of the schools and show the pupils what blasting caps were and to tell them what they might do.

Each class published mimeographed papers and distributed them to the students of the school. These papers contained nothing but safety news, and they were given appropriate names such as the "Safety Pin."

Extra bulletin boards were put up in the halls, and posters pertaining to the furthering of good citizenship and safety were placed on them.

**COMMUNITY PRIDE**

Almost as important as the Safety project was the one trying to arouse community pride. Very little history of Jerome was known, and since there was no chamber of commerce here, the classes took its place.

Each class made a book containing valuable pictures and information about the town. The students wrote a history of Jerome securing information from old timers, newspapers, and other reliable sources. The workbook committee compiled all these histories. Articles written about the climate, hunting and fishing, schools in the district, etc., were placed in the book. All this was done as part of the class work.

When the books were completed, one was placed in the school library and the other in the public library.

A contest was held to select a slogan for the town of Jerome. The winning slogans were
"One mile high with a 100 mile view" and "The little town with the great big view."

The "J" on the hill on which Jerome is built had been partly washed away. The fifth hour class repaired and painted the letter.

The students of the Citizenship classes bought a large picture of the town of Jerome and presented it to the school.

All of this is proof of the fact that Citizenship has helped the students to take a deeper interest in their community.

MISCELLANEOUS

The Citizenship classes sponsored the first matinee dance that had been given in the school for several years. The dance was such a success that the class gave others during the year.

A tardiness campaign was carried on in the school. Posters and slogans were placed on the bulletin board; the number of tardy students was notably reduced. One of the outstanding features of this tardiness campaign was a slogan contest. The whole high school was allowed to enter the contest to compete for the prizes—one of $4 and the other $2. The winning slogans were: "Promptness tried is trouble free" and "Promptness brings success."

During Education Week, the classes planned an assembly program. The students prepared pamphlets on the value of the school in the community and scattered them throughout the town.

The classes sent money to President Roosevelt's Birthday Fund, and they also framed a picture of our President and presented it to the Superintendent of the schools, Mr. J. O. Mullen.

Besides these outstanding projects, the classes have carried out others, chiefly of interest to themselves.

This course in Citizenship can be made invaluable in a small high school where there is no student body government, a great number of foreign students and no home rooms. Student body government and home rooms are sometimes trying problems where the foreign students outnumber the others."
As previously mentioned, the writer was unable to interview the principal or a teacher in Clarkdale High School. However, the nature of the investigation was explained to Miss Vera Bearden, secretary to the principal, and she saw to it that the check list was filled out and returned to the writer. The information thus received will not be treated separately, for in reality, it was not obtained through an interview.

The pupils in Camp Verde High School participate in the control of pupil activities through a student body association and pupil committees which are responsible to the president of the student body association. The principal is the sponsor of the entire governmental organization. The pupils have been delegated actual authority under a teacher adviser in assemblies and clubs; social affairs and plays are activities in which some actual and nominal authority have both been granted the pupils while only nominal authority was indicated in the newspaper, annual and commencement. The pupils have no authority in extra-curricular finance or athletics. The supervision of the activities is generally by a teacher who advises the pupils in the co-operative control of the activities. Supervision of an authoritative nature is indicated over the annual and in commencement activities with the principal the sponsor for the former and a teacher for the latter. The most important pupil government organization is the improvement
committee, the chairman of which is elected by the student body and is responsible to the student body association president. The chairman of the improvement committee appoints from the student body a room chairman for each of the five rooms in the building and four grounds chairmen. The room chairmen and grounds chairmen each appoint two assistants to aid them in the performance of their duties, which consist of the improvement of the physical surroundings, the maintenance of ethical conduct and supervision over pupil welfare. As the year progresses the chairman of the improvement committee is given added responsibilities. Since the school is small, membership on this committee provides participation for about sixty per cent of the student body. The improvement committee is comparable to a student council, since it confers with the principal and legislates on almost all phases of pupil welfare, subject to veto by the principal. The student body also elects the chairman of a social committee who is empowered to select the other committee members. This committee through its chairman is also responsible to the president of the student body association. The social committee has charge of such activities as community singing, afternoon dances, picnics and plays. It is allowed to plan and hold one major school event a month, the expense of which must not exceed a certain amount and is borne by the school. In the past these major events have consisted of school parties, school
dances and the providing of transportation and tickets for the pupils who wished to attend a basketball game away from home between Camp Verde and a nearby high school. Both the principal and the pupil who evaluated the outcomes of the program felt that the objectives usually claimed were being realized in Camp Verde High School.

In the high school at Scottsdale the present system for pupil participation evolved after the elimination of the preceding organization. The former plan was given a thorough trial over a three year period, but was found unsatisfactory because of a demerit system in disciplinary control that had been set up by the student council. It was found that the teachers were inclined to give too many demerits for offenses of a trivial nature and a decree of the student council automatically caused the suspension of a pupil after the accumulation of a certain number of demerits. One year several pupils were suspended just before the close of the school year because of this ruling and because the principal played fair with the organization against his better judgement. This precipitated such an undesirable situation that the student government organization was re-organized on a fundamentally different basis and all participation in disciplinary control was taken away from the pupils. The present participation program in Scottsdale High School conforms in all significant points with the condition described in the general discussion concerning the status
of the program in the high schools of the state in which both a student body association and a student council exist.

The pupils have been delegated nominal authority to participate in the control of all the activities except assemblies, in which the pupils have actual authority. A teacher is the sponsor of assemblies, clubs, the newspaper, the annual, extra-curricular finance, social affairs, school plays and athletics. The principal is the sponsor of commencement.

Supervision of the activities is advisory in nature with the exception of the supervision of commencement, extra-curricular finance, school plays and athletics; in certain phases of athletics and school plays the supervision is advisory, but in other phases and in commencement and finance the supervision is authoritative. The student council is composed of twelve members, eight of whom are the class presidents and vice-presidents and four are the student body association president, vice-president, secretary and treasurer elected from the school at large. The sponsor of the council is a teacher appointed by the principal. The student council meets to confer with the principal, but cannot legislate until the principal has approved the business under consideration. Assemblies and intra-mural athletics are under partial control of the student council. It was not possible to obtain an evaluation of the program from a pupil in Scottsdale High School, but in the opinion of Mr. White all of the objectives usually claimed are being realized.
In Wickenburg High School there is a great deal of pupil participation in the present informal type of organization; the following outline shows the existing situation.

I. Class organization

A. All classes may organize and elect officers

B. Purpose
   1. Plan social affairs
   2. Have charge of tradition week
   3. Seniors have charge of the school annual

C. Sponsor
   1. Faculty; no definite sponsor for any class

II. Activities

A. Assemblies
   1. Held irregularly
   2. Called by the principal
   3. Pupils have not been delegated any authority
   4. Purpose
      a. To acquaint new pupils with rules
      b. Discuss some disciplinary problem
      c. Present an outside speaker or entertainment
      d. Election of news staff
      e. Presentation of awards

B. Clubs
   1. Girls' glee club
      a. Members have little or no authority
b. Sponsor, teacher, usually authoritative in supervision

2. Lettermen's Club

   a. Members have actual authority
   
   b. Sponsor, the faculty member oldest in point of membership in the club
   
      1) Retains power of veto
   
   c. Makes rules governing the athletic awards

C. Publications

1. The Wrangler News—mimeographed weekly newspaper

   a. Staff has actual authority
   
   b. Sponsor, the commercial teacher who supervises the activity in an advisory capacity

2. The Wrangler—annual

   a. Senior class in charge has actual authority
   
   b. Other classes participate in production
   
   c. Sponsor, the commercial teacher
   
   d. Advisory supervision

D. Athletics

1. Intra-mural sports

   a. Participated in by all physically able pupils
   
   b. Pupil authority is nominal
   
   c. Sponsors the physical education teachers
   
   d. Supervision advisory

2. Inter-scholastic sports
a. Participation limited to better athletes  
b. No pupil authority  
c. Sponsors, principal and athletic coach  
d. Supervision authoritative

E. Dramatics

1. Pupil participation limited to those with the most talent  
2. Pupils have little authority  
3. Sponsor, a teacher  
4. Supervision authoritative

F. Extra-curricular finance

1. Activities are partly financed by school district  
2. Money from student affairs  
   a. Handled by faculty and turned in to principal  
   b. Principal banks all money and prepares an annual financial statement  
3. No pupil participation in control

G. Commencement—traditional type

1. Pupil participation in the co-operative control is nominal  
2. Sponsor, principal  
3. Supervision authoritative

In the present participation program the faculty may supervise any number of different activities in which certain groups of pupils have been delegated authority. Usually the activities are participated in by the whole school
regardless of the group in charge. Actual authority has been delegated to the pupils in the co-operative control of such activities as clubs, student publications and social affairs, while the pupils have very little or no authority in provision for assemblies, plays, inter-scholastic athletics, extra-curricular finance or commencement. The present plan is not giving enough actual practice in some of the phases of citizenship, but on the whole the main objectives of the participation program are being realized to a certain extent.

Summary

Arizona high schools have made provision for pupils to participate in a number of extra-curricular activities. These activities are social affairs, athletics, dramatics, assemblies, commencement, the high school publications, clubs and extra-curricular finance.

A more desirable amount of authority has usually been delegated the pupils in the co-operative control of social affairs, high school publications, clubs and assemblies than in the control of extra-curricular finance, athletics, commencement or dramatics. However, in only a small per cent of the high schools have the pupils been delegated actual authority to participate in the control of extra-curricular activities and in but two of the schools are the pupils allowed any participation in the control of discipline.

Many of the pupil activities are jointly supervised by
the principal and a teacher, but the majority of the activities are supervised by teachers in an advisory capacity. While it is claimed that the supervision is advisory over most of the activities, the mere fact that pupils have not much authority in the control of the activities in which they participate indicates that faculty domination is more common than guidance. Particularly is this true in those activities in which the pupils have little or no authority, such as athletics, school plays, extra-curricular finance and commencement. In these activities the supervision is of an authoritative nature in the majority of instances.

Almost three fourths of the high schools have organized student body associations and more than half of the schools investigated have made provision for a student council, through which the pupils participate in the government of the school. The officers of pupil government organizations are usually selected from the school at large and these officers together with class representatives form the most common type of student council. The principal or a teacher appointed by him is the sponsor of the council in the majority of instances. All schools with a council indicated that the principal retains the power of absolute veto, but this power is seldom if ever exercised, since the approval of the principal is usually necessary before any legislation may be passed by the council. The findings reveal that many of the student government organizations exist without a
definite purpose other than that of meeting to confer with the principal, since the extra-curricular activities of the school were not indicated as being under even partial control of the student council except in fifteen schools. As would logically follow, in those fifteen schools the pupil activities that are under the partial control of a student council are the activities in which the pupils have been delegated the most authority. Since pupils have been granted some authority in the control of most of the extra-curricular activities, the power of control must be vested in various organizations within the school rather than centralized under the control of one organization representing the entire school.

The objectives of greatest significance in the participation program, as indicated by the opinions of teachers and pupils are:

1. Trains for good citizenship.
2. Develops co-operation between pupils and teachers.
3. Provides for pupil expression.
4. Develops initiative in pupils.
5. Develops responsibility in pupils.
CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

The conclusions made as a result of the findings in this study may be considered valid in so far as they are applied to the particular environment in which the investigation was made. They reveal: 1. The nature of the activities in which pupils participate; 2. the amount of authority that has been delegated to the pupils in the co-operative control of the activities; 3. the sponsors of the activities and the extent of their supervision; 4. the nature of pupil governmental organizations; 5. and the objectives, which, in the estimation of teachers and pupils, have been realized by the program. The following conclusions indicate the status of pupil participation in the government of the high schools of Arizona whose average daily attendance does not exceed 500 pupils.

1. High schools in Arizona have provided for pupil participation in a number of extra-curricular activities. This is shown by the fact that an average of 40.1, or 87.2 percent, of the schools provide for pupil participation in social affairs, athletics, school plays, assemblies, commencement, clubs, extra-curricular finance and publishing the high school newspaper and annual.

2. Discipline is largely under the control of the
faculty. There are only two schools that mentioned any pupil participation in the control of discipline.

3. Publishing a pupils' handbook occupies an insignificant place as an activity in the high schools. Only six schools indicated that the pupils participated in this activity; of these only two schools allow the pupils actual authority in publishing the handbook.

4. The high school authorities seem to be reluctant to delegate actual authority to the pupils to participate in the control of the extra-curricular activities. An average of 55.6 per cent of the schools indicated that only nominal authority had been granted the pupils and an average of 10.6 per cent did not indicate the delegation of any authority to the pupils to co-operate in the control of the activities. The pupils are delegated actual authority to participate in the control of only two activities by half or more than half of the schools; fifty per cent of the schools delegate actual authority to the pupils in clubs and fifty-four per cent in social affairs.

5. A more desirable amount of authority has been delegated to the pupils in the control of social affairs, clubs, high school publications, and assemblies than has been delegated to them in the co-operative control of athletics, extra-curricular finance, commencement or school plays. Fifty per cent of the schools have delegated actual authority to the pupils to control social affairs, fifty-four per
cent in clubs, 44.7 per cent in the newspaper, 41.2 per cent in the annual, 38.1 per cent in assemblies, 34.9 per cent in school plays, 11.8 per cent in extra-curricular finance, nine and five tenths in commencement and nine and three tenths in athletics.

6. Teachers are the sponsors of activities in a majority of Arizona high schools, but principals are keeping in close touch with the extra-curricular program. In the nine activities most commonly found in the schools reporting, teachers are sponsors in sixty per cent of the cases, principals are sponsors in 23.7 per cent and teachers and principals are joint sponsors in an average of 14.3 per cent.

7. In most of the schools the principal is the sponsor of the activities which have traditionally been thought of as a part of his administrative duties, viz., commencement in ninety-six per cent of the schools, extra-curricular finance in 70.6 per cent, the handbook in 66.7 per cent and discipline in both schools mentioning pupil participation in control of discipline.

8. The activities in which the pupils have been delegated little or no authority are generally supervised in an authoritative manner. Athletics are under authoritative supervision in 55.6 per cent of the schools, commencement in fifty-five per cent, extra-curricular finance in 58.8 per cent and school plays in 39.6 per cent.

9. The extra-curricular activities are under faculty
domination. While it is claimed that the supervision is advisory in nature over the majority of the activities, the mere fact that the pupils do not have much authority in the activities in which they participate (see number 4 above) indicates faculty domination.

10. Some form of pupil governmental organization exists in almost all of the high schools of Arizona. An organization of this kind is found in eighty-seven per cent of the schools; 34.9 per cent of the schools have a student body association, but no student council; thirteen per cent have a student council, but no student body association; and 39.1 per cent reported both a student body association and a student council.

11. Pupils are getting actual practice in one of the important duties of citizenship in the method most commonly employed in electing student body officers. The four usual officers are elected by the pupils from the school at large in an average of 95.7 per cent of the forty schools with a pupil governmental organization.

12. A student council much in excess of twelve pupils is not common in Arizona schools with an average daily attendance of fewer than 500 pupils. Seventy-five per cent of the twenty-four schools with a student council have twelve or fewer members in the council.

13. The modal student council consists of delegates who represent both the classes and the entire student body.
The membership in the councils of the various schools is made up as follows: 1. In ten schools by delegates from classes and the school at large; 2. In four schools by delegates from home rooms; 3. In three schools by delegates from classes; 4. In three schools by delegates from classes, school at large and organizations; 5. In two schools by delegates from home rooms and the school at large; 6. In one school by delegates from the school at large; 7. In one school by delegates chosen by the council, subject to the approval of the sponsor, from pupils who petition for membership.

14. The sponsor of the student council is the principal or a teacher appointed by the principal in a large majority of the schools. The principal is the sponsor in thirteen of the twenty-four schools having a student council, and a teacher appointed by the principal is the sponsor in seven of the schools.

15. The president of the student body association is elected from the school at large and is ex-officio chairman of the student council in the schools in which both organizations exist.

16. The average student council in Arizona high schools is probably just a "rubber stamp" to approve the suggested rulings of the principal. Seventy-five per cent, or eighteen of the twenty-four councils may legislate on almost every phase of pupil welfare subject to the principal's veto.
However, seven of the eighteen and the remaining six coun-
cils cannot legislate until the principal has approved the
business. Therefore 54.2 per cent, or thirteen, of the
twenty-four student councils cannot legislate until the
approval of the principal concerning the proposed legisla-
tion has first been secured.

17. A comparison of the activities shown to be under
partial control of the student council with the amount of
pupil authority in the activities in which the pupils par-
ticipate, indicates that the council has been delegated
authority in the control of the activities in which the
pupils have been granted the most authority. This compari-
son also reveals that the activities in which the pupils
have not been delegated much authority are under the con-
trol of the student council in only a few instances. (see
number 5)

18. Control of extra-curricular activities is not cen-
tralized under one organization representative of the whole
school. Only 32.6 per cent of the schools have delegated
authority in the control of these activities to the student
council.

19. Pupil participation in the government of the school
is recognized as a valuable instrument for inculcating the
principles of desirable citizenship in the pupils. This
objective is being realized in Arizona high schools in the
opinion of 97.2 per cent of the thirty-six teachers and of
92.3 per cent of the twenty-six pupils who evaluated the outcomes of the program.

20. A participation program does not attain all of the objectives usually claimed, but the evidence seems to indicate that the program in Arizona high schools is developing co-operation between teachers and pupils, is providing for pupil expression and developing initiative and responsibility in pupils as well as training for good citizenship. An average of 88.65 per cent of all the teachers and pupils who evaluated the program felt that pupil participation in the government of the school was realizing these objectives in the schools in which they were located.

Recommendations

The results of our study have indicated that some means for the pupils to participate in the government of the school have been provided in most of the Arizona high schools. It appears, however, that the schools with a student council are not attaining any better results than the schools in which such an organization does not exist. In all probability the council confers with the principal, receives and acts favorably upon his suggestions and these so called rulings of the student council are imposed upon the rest of the school. Such a condition as this has caused the failure of many student government organizations in small schools, probably because a more intimate relationship between the pupils and between the principal and pupils has exposed the
practice of labelling the principal's rulings as acts of the student council. The mere fact that there is a more intimate relationship between the pupils and faculty in a small school should be an asset rather than a handicap in providing for a better pupil governmental organization.

One of the cardinal objectives in education is to see that the pupil has a favorable opportunity to practice the qualities of good citizenship. As Fretwell has said,

"It is the business of the school to organize the whole situation so that there is a favorable opportunity for everyone, teachers as well as pupils, to practice the qualities of the good citizen here and now with results satisfying to the one doing the practicing." 34

Probably the most favorable opportunity to practice the qualities of good citizenship is in the field of extracurricular activities. In order that this and the other objectives claimed may be realized to a greater extent a modification of the participation program is necessary in most of the high schools in Arizona. The following program is submitted as a recommended plan for organizing the participation program so that it will realize more fully its educational possibilities.

I. Basic unit for organized pupil participation

A. Home room

1. Function

34. Fretwell, Elbert K., op. cit., p. 2.
a. Builds home atmosphere; cares for school needs of pupils

b. Develops group responsibility and individual responsibility to the group

c. Basis for the organization of participation program

d. Practice in citizenship—parliamentary procedure

e. Provide opportunities for guidance

f. Participate in administrative routine

2. Organization

a. Twenty to thirty pupils in each

b. Heterogeneous grouping—all classes and both sexes represented in each

1) Pupils remain in same home room the three or four years in senior high

c. Officers

1) President

2) Vice-president

3) Secretary

4) Treasurer

5) Student council representative

3. Home room period

a. Length, 10–15 minutes

b. Time, just prior to first class period

4. Committees

a. Committees as the pupils find need for them

b. No standing committees
II. Pupil governmental organization

A. The student council

1. Objectives
   a. To secure co-operation of pupils for carrying out activities
   b. To train in self direction and self government
   c. To develop leadership and initiative
   d. To participate in the control of the extra-curricular activities of school

2. Constitution
   a. Based on charter from principal
   b. Short and simply worded

3. Membership
   a. One representative from each home room
   b. President, secretary and treasurer elected from the school at large

4. Officers
   a. Elected from the school at large
   b. No class qualifications

5. Sponsor
   a. The principal or a teacher appointed by the principal
   b. To guide and not to dominate
   c. Retains absolute veto to be used only in extreme instances

6. Powers and duties
   a. Definitely outlined in charter
   b. Specific authority to participate in the control of extra-curricular activities
c. No control over disciplinary problems

7. Committees
   a. A faculty sponsor for each committee
   b. Committee chairmen student council members
   c. Types
      1) Social
      2) Athletic
      3) Publications
      4) Assembly
      5) General welfare
      6) Finance
      7) Dramatics
      8) Clubs
   d. Members chosen by committee chairmen from student body
   e. Council acts as a committee of the whole when necessary

Before considering the organization of any system of pupil co-operative control, the principal should gain the co-operation of the teachers and with them work out a general plan upon which to base the entire program. The introduction or reorganization of the participation program should be a gradual process and the administrative machinery should be simple. The pupils must co-operate, for unless the pupils desire to participate in the government of the school, no plan will succeed. In order that the greatest benefit may be derived, the program must provide an
opportunity for all of the pupils to participate.

Perhaps the home room organization is the most important basic unit in the development of a plan for organized pupil participation in the government of the school. The recognized functions of a home room are shown in the outline.

The composition of the home room presents quite a problem. The easiest way out, that of grouping pupils in home rooms according to classes, may not be a desirable practice in small high schools because of the relatively small size of the junior and senior classes. A better plan might be to group the pupils heterogeneously, with all classes and both sexes represented in each home room and each group remain under the same home room teacher for the remaining years in high school. The advantages of this plan will more than outweigh the disadvantages in that the teacher will have but few new pupils to become acquainted with each year, he becomes better acquainted with the individual problems of each pupil, he is more capable to guide them and he will know more about the conditions in the home. The older pupils will be a decided aid in helping new pupils to become adjusted. Segregating the pupils in this manner will also provide a system whereby competent pupil representatives may be selected from each home room. Any separate guidance for girls could be provided by appointing a qualified woman teacher as the girls' adviser and guidance for boys could be provided by appointing a man teacher as boys' counsellor.
These recommendations are in accord with actual home room procedures as reported by Cowing. Good and Crow suggest that it is wise to place the pupils under one home room teacher for the length of time that they are in the school.

Inter-room contests should be inaugurated to arouse the interest of the pupils and gain their co-operation in making the home room organization a success. The initiation of the first contest will pave the way for a formal organization since it will be necessary to appoint temporary chairmen to take charge of the meeting. As a felt need arises on the part of the pupils for a more permanent type of organization, home room officers should be elected and duly installed. It is a better practice to elect only those officers who have definite work provided, but it is possible to provide plenty of work for the four usual officers, president, vice-president, secretary and treasurer. It is desirable to elect the four, rather than to combine the duties of two of the officers into one. It is also suggested that the tenure be for one semester; this makes it possible to increase the actual amount of participation in the home rooms. One student council representative should be elected at the close of each school year to hold

office during the following year. Such a practice is desirable since the student council membership is thus provided when school reopens in the fall.

The home room period should be ten or fifteen minutes in length, just prior to the first class period. It is not proposed to set up a definite home room program with a day set aside for the observance of one thing and another day or week set aside for the observance of something else. A home room period of the length mentioned should be just long enough for necessary administrative routine, report of the student council representative and such matters as a little personal guidance, parliamentary practice, the introduction of intra-mural contests and the like—short enough to be interesting and not quite long enough to ever complete all business. This will tend to keep the interest of both pupils and teachers aroused and the home room program will not become monotonous and stereotyped.

No committees should be appointed as standing home room committees. It is a better practice to appoint the committees as the need manifests itself.

The pupil governmental organization should be a representative type of organization which may be called a student council; however, the name is unimportant. The objectives of such an organization should be kept in mind by the principal or superintendent and the charter granted by him should be of such nature that these objectives may be fully attained.
The constitution should be based on the charter granted by the principal to the student council. It should be short and simply worded. Too many constitutions have been elaborate rather than simple copies of our own Federal Constitution with so many rights, powers and duties incorporated as to make them a jumble of complicated phrases.

One representative to the student council should be elected by each home room and the president, secretary and treasurer elected from the school at large should complete the pupil membership. If organizations are to be represented, they should be allowed only the privilege of debate on issues directly affecting their respective organizations, and they should not be allowed to vote on any measure. This is to lessen the chance for double representation of certain groups within the school. It should be noted that the majority of student council members will represent small groups and are thus held directly responsible for their actions. This will tend to defeat that type of legislation which is to insure merely the adoption of some pet idea of the principal. Therefore it is recommended that each home room representative be required to report back to his cohorts in order that he may become cognizant of their opinion before any definite action is taken by the council.

If a pupil governmental organization has not been in existence in the school, it is desirable for the home room representatives to elect the officers from the school at
large the first year. The advantage of this is that these representatives could be informed about the nature of the work to be done better than the student body as a whole and they could be guided into choosing more competent officers. If the choice of officers is left to the student body the first year, popularity rather than fitness for office would probably influence their vote. After the first year the pupils will be better informed concerning pupil participation in the government of the school and with a home room period spent discussing the qualifications necessary for the officers of the student council, they should elect the officers from the school at large. McKown, in his book, *Extra-Curricular Activities* also stresses the fact that popularity rather than fitness for office has often proved the deciding factor. The practice of electing the officers from the school at large after a discussion of the desirable qualifications they should have is also recommended by Garretson.

The sponsor of the student council should be the principal or a teacher whom the principal appoints because of absolute confidence in the ability of this teacher. The principal is responsible for the organization, administration and the supervision of the whole school. However, in keeping with his position a good executive is one who knows

38. Garretson, O. K., *Class In Extra-Curricular Activities*, University Of Arizona, Summer 1934.
how and is willing to delegate authority to others, teachers and pupils as well.

The council should definitely have the management and the control of the regular extra-curricular activities. Let each member as far as possible be the chairman of a committee in charge of a certain activity under the guidance of a faculty sponsor. This will give all of the pupils an opportunity to participate, through their representatives, in the management of the extra-curricular activities of the school. Control of disciplinary problems should be left under the authority of the faculty and authority to participate in the formulation of the administrative policies of the school, such as the length of periods, the length of the school day, holidays, et cetera, should not be delegated to the pupils. The value of this type of organization in any high school is the training the pupils receive for life in a democracy. Deep-rooted habits established in school will be carried to some extent into later life. This principle is also in agreement with that stated by William James and reported by Irons in which he says that such training will establish controlled good temper toward rival political parties and create an attitude of "fierce and merciless resentment toward every man or group of men that breaks the public peace."

The standing committees which are indicated as necessary from a survey of the activities in which pupils participate are social, athletic, assembly, commencement, publications, finance and general welfare. However, in schools in which the student council membership would be smaller than the number of committees, it might be expedient to combine such activities as dramatics, assemblies and commencement under the direction of one committee. While the situation appears to be favorable in respect to the administration of some of the activities, there are so few schools with the activities centralized under the control of the student council that recommendations concerning the administration of each of the activities will be made.

The committee in charge of social affairs should have charge of the school calendar and make a definite schedule for all school events including school parties, dances, entertainments, et cetera. This committee should also have the school clubs under its direction, recommend the acceptance or rejection of applications to form new clubs before the application is voted on by the council.

Assemblies and dramatic productions such as school plays should be under the direction of the assembly committee; the chairman should be a member of the student council and the sponsor should be the teacher with the most talent for putting on a good program. The pupil members should also have a good sense of showmanship and should be care-
fully chosen by the chairman with the guidance of the sponsor. The student body should be informed about the type of assembly programs expected and desired. Information to the home rooms and clubs must be especially detailed and clear so that an auspicious beginning may be had. Regular assembly programs should be given twice a month. The main purpose of the assembly should be worthwhile—entertainment and recreation. However, they should have educational values, add to the social life of the school, create good atmosphere for training in conduct as an audience and make possible the spread of desirable publicity and propaganda. Scolding is out of place in the assembly period and ordinary announcements should be sent to the home rooms. They should be presided over by the president of the student body and most of the programs should be given by the pupils. These recommendations are also in harmony with those of Roberts and Draper and McKown. Fretwell has also indicated that the assembly should be "bright, earnest and joyous", a place in which to celebrate individual and group achievements.

The chairman of the athletic committee should be in charge of equipment, providing transportation to games.

intra-mural schedules and a host of other duties similar in nature to those usually performed by an athletic manager. He should have the power to appoint deputies or committee members when necessary to aid him in the performance of his duties. The sponsor of this committee should be the coach who should guide rather than dominate. In order that the pupils may have a greater interest in sports, the athletic committee through the chairman, sponsor and principal should recommend to the council the number of inter-scholastic games to be played and with whom the games are to be scheduled.

The administration of athletics in this manner is also regarded as desirable by Miller, who delegated similar authority to pupils in the control of athletics. The results were very satisfactory.

The publications committee should be in charge of the high school newspaper and the annual. The editor of the newspaper should be the chairman of the committee and he should be allowed to choose his own assistants. He need not be a member of the student council, but should be appointed by the council because of definite qualifications. The newspaper should be given special attention because of its importance in spreading desirable propaganda and molding pupil opinions; it is a valuable organ for

42. Miller, Van, "Student Government That Governs." Educational Administration And Supervision 17:677-82.
bringing attention to desirable activities and school affairs; the newspaper stimulates student expression; it will do a great deal toward promoting good sportsmanship and good feeling between schools. "The newspaper can be used to establish unfavorable attitudes toward what is vulgar and to build up a sound appreciation of what is worthwhile."  

The editorial staff of the annual might be considered a sub-committee and should be appointed by the student council. The staff should be appointed from the student body, not limiting the choices to seniors, but basing them upon the qualifications necessary to efficiently perform the duties assigned them. There should be a definite qualification of two years or more experience on the school paper for the editor-in-chief and his most important assistants. The work of producing the annual should not be confined to one class or department in the school. It fills a felt need on the part of the students and has a great sentimental appeal. When the work is extended to the whole group there is much greater enthusiasm for its success and it becomes a school annual in place of a senior memory book. 

The recommendations concerning the methods of selecting the editorial staffs of the newspaper and annual, by appointment, are found to agree with those of Terry. Fretwell

43. Terry, Paul W., *Supervising Extra-Curricular Activities*, p. 191.
44. Ibid., p. 139.
also recommends a similar procedure in selecting an annual staff.

The welfare committee should be in charge of the improvement of the physical surroundings both within the buildings and on the grounds. As such, it would recommend to the council the appointment of all hall and library monitors, be in charge of parents' nights, traffic, ushers, et cetera. The importance of the work of this committee is very obvious and great care should be used in the selection of its personnel.

The student council treasurer should be the chairman of the finance committee. In order to have a sound financial plan, each organization should be required to make out a budget for the year and submit it to the finance committee of the student council for approval. The finance committee should prepare a budget for the entire extra-curricular program and submit it to the student council, which may approve or reject but not change the budget. Upon approval the general budget should be returned to the finance committee. This committee then should go over the organizations' budgets and credit each organization with a certain percentage of the funds available. Such a committee is necessary when all extra-curricular activity money is placed in a common fund and used for the good of all activities irrespective

45. Fretwell, Elbert K., Extra-Curricular Activities In Secondary Schools, p. 357.
of sources.

To make financing easier a student activity fee is justifiable. The plan for adopting such a fee should be presented to the student council and if acted upon favorably it should be referred to the student body for adoption. Preliminary to this there should be a publicity campaign carried on through the student newspaper and assembly programs. If adopted, the one fee would not only make financing easier, but would eliminate subscriptions and ticket selling campaigns, give the pupils an opportunity to attend all events at a low cost and provide for better pupil attendance and better school morale. The activity ticket would allow a pupil to attend all school functions, social, athletic, et cetera, without additional charge and give him a subscription to the school newspaper. The organization treasurers should keep books and accounts, receive receipts when money is turned in, and in all ways perform the duties of an active treasurer, except that the sponsor's signature would be necessary on all requisitions. The student council treasurer should bank all funds, putting them in a special account. All checks must be drawn by the student treasurer and countersigned by the principal. The requisition from the organization would show which account is to be charged. There should be a business meeting of the financial committee once a month for the treasurer's report which must check with the balance in the bank.
The desirability of a common fund from which all activities may be supported is also recommended by McKown. Pupil activity fees have long been regarded as justifiable and May recommends one fee for all pupil activities. The plan of making the student council treasurer actually a very important office holder with a great deal of responsibility in handling the activity finances is also sponsored by Brown.

Commencement in the hands of a committee should be planned in September and the succeeding months used in preparation for celebrating this distinctive occasion. It should grow out of the life of the school and be a beautiful inspiring event with educative value for those participating, for the school and for the community. The traditional type of commencement could be maintained with a few modifications. The valedictory and salutatory should be eliminated since good school marks do not necessarily correlate with public speaking. Instead of an outside speaker the pupils should make a series of talks in developing some single theme. While the program should be turned over to the pupils, the principal should present the local school board

47. May, Eric Oscar, "One Fee For All Pupil Activities." School Review 37:304-06.
members and aid in presenting the diplomas.

In conclusion it may be said that the majority of the high schools in Arizona, with but little revision of their present programs for pupil participation in the government of the school, may create a more favorable opportunity for the pupils to practice the recognized virtues of good citizenship. Deep-rooted habits established in school will be carried to some extent into adult life, and the worthy ideals and practices formed during the adolescent period will become an integral part of the individual. Thus the schools would be more nearly in harmony with modern educational philosophy and would be training the pupils for more intelligent living in a democracy.
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