TEACHER TURNOVER TRENDS IN ARIZONA HIGH SCHOOLS OF AN ENROLLMENT OF TWO HUNDRED OR LESS STUDENTS

by

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Approved:  

Date

Director of Thesis
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The author is further beholden to Dr. O. K. Garretson, of the University of Arizona, for his qualified criticism and friendly encouragement in the preparation of this manuscript. Acknowledgment is also due Mr. Franklin J. Benedict, Superintendent of Benson Public Schools, whose indorsement of this study and loan of materials were of considerable assistance.
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I. RATE OF MEAN ANNUAL TURNOVER OF THIRTY HIGH SCHOOLS WITH ACCOMPANYING DISTRICT POPULATION AND CHIEF MEANS OF SUPPORT—1937-1938 to 1946-1947

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CHAPTER I

INTRODUCTION

".... education profit and loss is not yet measurable in dollars and cents."¹

In twentieth century big business and industry, we constantly hear of such factors as man hours and production and the numerous ways in which they are interrelated with the success of the concern. The success of industry is measured in its profit and loss inventories and is a direct result of the optimum use of man hours in production. Whenever there is a fluctuation in man hours in production, it will be reflected in profit and loss, and, you may be sure, immediate and positive action will be taken when the fluctuation is to the detriment of the industry.

It is not a too far-fetched analogy, I believe, to compare the process of education with that of industry. Each is trying to put a product on the market; each is efficiency conscious; each is striving for peak production in terms of man hours, and each desires the utmost success of its product. These characteristics are sufficient for the analogy. The processes and operation of each are of necessity as different as night and day. The task of the

former is to make certain desirable changes in human beings; the purpose of the latter is to process inanimate raw materials into useful articles of commerce through the efficient utilization of human and mechanical forces.

The yardstick for measuring success is usable by both, but methods of applying this measure are vastly different. At the end of a fiscal year, an industry can see its profit and loss at a glance; its finished products have either already paid off or have failed. In education, such results are not so readily discernible. It may take a decade or a generation to evaluate the results of definite techniques in terms of profit and loss.

Industry does not have to wait for the annual profit and loss statement before it recognizes failings and unsatisfactory situations. They turn up in the process of its functioning and are given prompt attention so that they do not disturb the tenor of the industry's operation.

The Problem

As it is in industry, so it is in education. Evils and unsatisfactory conditions are sometimes apparent long before an evaluation of finished products is made. One of the predominant evils that affects the desirable product of the education process is the high degree of teacher turnover with all its attendant ramifications and implications. Educators have been acutely conscious of this for many years.
The public has also sensed the existence of the problem and through its representatives, the boards of education, has attempted to minimize the evil by salary schedules and, in some states, tenure legislation.

Education's production, however, is still inferior to what it could be because positive action has not been taken to remedy this undesirable situation. In industrial parlance, man hours are being lost and production is not commensurate with "capital input."

The lost man-hours in the educational process consist of misdirected effort, lack of follow up, and lack of sequence of instruction caused by excessive turnover. They also constitute the no little amount of time spent by administrators in the handling and processing of these turnovers, the endless routine of applications, references, acceptances, and refusals that now more than ever before take up valuable supervisory time. "Capital input" represents the high degree of specialized training and certification required of employees, and the wealth of administrative and supervisory experience that goes into operating a "factory" of education, and, finally, the amount of taxpayers' money, be it large or small.

By minimizing teacher turnover, "input" and the resultant production "output" would be brought into better equilibrium than now exists. The problem is not new, nor is its recognition recent. Due to an apathetic work force
and a dilatory and skeptical public, however, positive action in correcting an unsatisfactory situation has been lacking. Due to the same reasons, perhaps, adequate research and analysis of turnover trends is sparse and of a general rather than specific nature. So before constructive action can be taken, the principal causes of turnover must be definitely established so that adequate corrective measures may be taken.

Purpose of This Study

In an effort to establish definite and specific reasons why teachers leave a system, especially the smaller ones, this project has been undertaken. The limitations of the study are fully realized, but it is felt that the results of this sampling and cross section will be indicative of what might be found by a much wider sampling. The study will endeavor to show the amount of turnover and the frequency of the most common causes of turnover in the smaller high schools of Arizona. This will be as complete and comprehensive as possible. Logical inferences will then be drawn from the findings with reference to source of income, location, salary, type of community and other influencing factors.

The reader's attention is invited to the fact that this study covers a ten year period which increases its value as an accurate reflector of present trends. The author has
found no other similar studies that have as long a period on which to base their conclusions. It is further worthy of note that many of the related studies consulted made mention of the paucity of this type of study.

Definition of Terms

"Turnover" has been defined in a variety of ways depending on the thesis that a particular writer accepts. As used in this study, the term refers to the number of different teachers who have been employed in a system as compared with the total number of teachers who have been employed in that system over a period of time. This is computed from year to year by noting the number of teachers employed in a given district who were not on the staff of that school the previous year. Cognizance is here taken of the fact that some turnover is highly desirable in keeping with the normal functions of society.

"Percentage of turnover" refers to the quotient obtained from the division of the number of different teachers in a system over a ten year period by the total number of teachers who have taught in that system during the same ten year period. This is expressed as a per cent and reduced to mean annual turnover.

"Stability factor" is a term used to indicate the ability of a system to "hold" its teachers. From the findings of this study it will be noted that there will be no very high ratings using even a five year period. A ten year
period could not be used as the number of teachers who remained in a system for ten years is so very low. The five year period was chosen since many systems did have a representative number of teachers remaining five or more years, at least a sufficient number to permit their being ranked.

In interpreting this "stability factor" the number 1,000 is used as an entirely stable system with no turnover whatsoever. 1,000 was selected because it gives a wide enough range on which to place each school and because it reduces duplications to a minimum. These factors are all so low that a smaller scale would not give as clear and precise a picture of the rankings. The factor is obtained by dividing the number representing the teachers who remained in a system five years or more, by the number representing the total of teachers who taught in that system during the entire ten year period—1937-1938 to 1946-1947. These factors may be of some interest to teachers seeking employment in these districts.

Related Studies

Elsbree: The most enlightening and scholarly study that was consulted on this subject was by Willard S. Elsbree. His study was made of New York State city and village systems, and the chief reasons given for teachers leaving their positions were (1) obtaining a better position, (2) marriage,

He found that the mean annual turnover for the year 1925-1926 was 10.99 per cent. This is considerably lower than what was found in this study. His study, however, embraces 15,841 cases whereas this study contains only 242.9 as an average annual number of cases.

This study went further than just the causes and rates of turnover. It analyzed the implications of these conditions. The author went into the desirable and avoidable aspects of turnover and his study showed that 51 per cent of the entire turnover was avoidable. Had this been prevented, as it logically could have been, the rate would have been reduced to 5 or 6 per cent. The supposition is that it can be reduced by various methods, a chief one being the establishing of a social welfare program embracing teachers specifically among communities where turnover rates are high.

This study presents no evidence to show that state tenure legislation tends to reduce turnover.

Clark: In a study of West Virginia conditions, Clark found that in the year 1923-1929 only 50 per cent of all teachers at a given time remain in the teaching profession for five years or more.3 This is of interest in relation to this study because the findings here are also based on a five year stability. He attributes the following reasons

for the high degree of transiency: (1) many teachers do not begin teaching with the idea of making it a life work. "... many young men and women have used the teaching profession as a stepping stone to other professions and other kinds of work," (2) salary increases are not commensurate with the increase in experience as compared to other professions, (3) there is a high turnover of women who get married and leave the professions.

Bogar: Bogar found that during the period 1936-1937, 29.8 per cent of the teachers employed in Nebraska were not on the staffs of their respective schools the following year. In schools employing ten teachers or less, the rate of turnover was approximately 40 per cent. This is of significance in relation to this present study. His study further evidenced that in a typical high school system two new teachers will be on the staff each year. In summarizing his findings on the causes of turnover, he lists: transfer to teaching position in another system, 39.8 per cent; dismissal or allied cause, 23.1 per cent; marriage, 17.9 per cent; transfer to another occupation, 8.5 per cent.

Nebraska has a continuing contract law, but at the time of this study it did not have. The author states, however, "the direct effect...of the new continuing contract law..."

for teachers on turnover would not be important. . ."6

Bechdolt: In a more recent study than the others cited, Bechdolt found that during the year 1943-1944 by actual survey teachers left their positions for the following reasons: (1) for accepting a position in another system, (2) for reasons cited as other, (3) for marriage, (4) for retirement, (5) for entering the armed forces.7

Boyd: A study of more direct relationship to the present one is that of George T. Boyd. His thesis covers the same area as this study, in part, but is for the period 1937-1940. A careful study was made of his work in an effort to find similarities or variations from the period he covered until the present.

Boyd's study emphasized the "amount of turnover" in various categories rather than the "causes of turnover." For this reason, the causes that he cites are derived from other studies. The causes then are substantially the same as those found herein. His primary listings are accepting a better position, marriage, and dismissal.8

This study covered a three year period and the chief

conclusions were that turnover varied inversely with the size of the school and that there was no radical difference between the schools of Arizona and other states.

White: In a study of turnover rates and causes in Iowa for the period 1922-1924, White⁹ found the highest rate of turnover, 50.7 per cent, was in schools representing population areas of 200 to 500. A low percentage of turnover, 3.3 per cent, was found for population of 2,000 to 3,000.

White further lists his findings for the causes of turnover as: (1) failure to make good, (2) quitting the profession, (3) quitting for further training, and (4) quitting for better position.

Scope and Limitation

This study embraces all of the accredited¹⁰ high schools of Arizona with an enrollment of 200 students or less. It is recognized that turnover is higher in the smaller systems.¹¹ Personnel considered, and therefore the definition of "teacher," are all certificated employees of the institutions concerned.

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10. Accredited means a high school whose graduates may enter colleges and universities without an examination. In the broadest usage, it refers to any high school approved by a state university, a state board of education, or some voluntary group.
Some distortions of data will exist due to the recent World War II, but as it is desired to survey the situation as it now exists, the distortion will be considered with the other reasons and should not materially detract from the value of the study.

Method and Procedure

Data were collected from Teacher Directories, published by the State Department of Public Instruction, biennial reports to the governor, and extensive use of the questionnaire and some use of the interview methods of accumulating facts.

This information was tabulated to show:

1. Percentage of total turnover in all of the schools studied.

2. Percentage of mean annual turnover of the individual schools.

3. The causes of turnover.

4. The stability factor of the combined staffs and of the individual schools.

5. Significance and implications of the results of this study.

The data resulted in a map of schools, showing certain correlations, and planning annual visits to the different schools from the superintendent when there are increased rates of turnover.

To a greater or lesser extent, the same results have

uncovered at least in California, in Montana, and in other states.
CHAPTER II

EXTENT OF TURNOVER

Turnover within his staff is an ever present problem of the superintendent and, depending on the degree, may take up a normal amount of time in securing replacements, or it may constitute a major administrative problem. It may be easily seen that the operation of processing applications, holding interviews, bargaining with teacher agencies and placement bureaus, and evaluating individuals can multiply itself into an inordinately large work load when turnover is high. If it is continually so, it would follow that some other worthy activity will suffer due to the amount of time that must be devoted to the replacement of personnel. This condition would constitute an unsatisfactory situation.

Further there is the constant readjustment between new teachers and pupils as well as the adjustments that must take place within the faculty and staff. More administrative time is taken up in revamping schedules, arranging teaching combinations, and planning myriad other changes that confront the superintendent when there are excessively high rates of turnover.

To a greater or lesser degree, these conditions are unnecessary or, at least, avoidable. Corrective measures may be taken to lower these rates and in some cases do away
with them entirely for brief periods. To accomplish this an accurate analysis of the causes of turnover must be made. Before going into the causes, however, it would be well to view the status of turnover as a whole as it exists within the area of this study.

**Gross Turnover**

Of the 2,429 cases considered in this study, 987 made at least one change during the ten year period 1937-1938 to 1946-1947. Stated another way, of the 2,429 cases considered, the individual was not on the staff of his respective school in the year following the one under consideration in 987 instances. This may be reduced into terms of annual turnover and stated thus: of 2,429 teachers employed per year, on the average, 98.7 made a change. This would constitute a mean annual turnover of 40.05 per cent.

Table I shows this mean annual turnover for all the high schools concerned ranking from lowest turnover to highest. St. Johns High School reflects the lowest rate of turnover with 24.65 per cent. Gilbert High School shows the highest with 58.41 per cent. The cases in between present few clues or patterns on which to base any definite conclusions.

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1. In the tabulation of data, each time a teacher was met, he was considered a new case. It is obvious that in some instances one teacher may account for several cases by making more than one change during the period considered.
TABLE I
RATE OF MEAN ANNUAL TURNOVER OF THIRTY HIGH SCHOOLS
WITH ACCOMPANYING DISTRICT POPULATION AND CHIEF
MEANS OF SUPPORT—1937-1938 TO 1936-1937

<table>
<thead>
<tr>
<th>School and District</th>
<th>Total Teachers</th>
<th>Total Different Teachers</th>
<th>Mean Annual Turnover</th>
<th>Population*</th>
<th>Income Source*</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. St. Johns</td>
<td>73</td>
<td>18</td>
<td>24.65</td>
<td>1700</td>
<td>Farming Livestock</td>
</tr>
<tr>
<td>2. Williams</td>
<td>102</td>
<td>26</td>
<td>25.48</td>
<td>3000</td>
<td>Tourists Railroad</td>
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<tr>
<td>3. Jerome</td>
<td>165</td>
<td>46</td>
<td>27.87</td>
<td>1500</td>
<td>Mining</td>
</tr>
<tr>
<td>4. Patagonia</td>
<td>39</td>
<td>12</td>
<td>30.76</td>
<td>600</td>
<td>Cattle Mining</td>
</tr>
<tr>
<td>5. Tombstone</td>
<td>77</td>
<td>24</td>
<td>31.16</td>
<td>1200</td>
<td>Resort</td>
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<tr>
<td>6. Hayden</td>
<td>75</td>
<td>24</td>
<td>32.00</td>
<td>3500</td>
<td>Mining</td>
</tr>
<tr>
<td>7. Clarkdale</td>
<td>137</td>
<td>45</td>
<td>32.84</td>
<td>2200</td>
<td>Mining</td>
</tr>
<tr>
<td>8. Ray</td>
<td>60</td>
<td>20</td>
<td>33.33</td>
<td>3000</td>
<td>Mining</td>
</tr>
<tr>
<td>9. Duncan</td>
<td>84</td>
<td>29</td>
<td>34.52</td>
<td>1150</td>
<td>Agriculture Mining</td>
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<tr>
<td>10. Marana</td>
<td>57</td>
<td>20</td>
<td>35.08</td>
<td>400</td>
<td>Cotton</td>
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<tr>
<td>11. Peoria</td>
<td>122</td>
<td>45</td>
<td>36.88</td>
<td>600</td>
<td>Cotton Farming</td>
</tr>
<tr>
<td>12. Wickenburg</td>
<td>67</td>
<td>26</td>
<td>38.80</td>
<td>2000</td>
<td>Mining Tourists</td>
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<td>13. Litchfield</td>
<td>105</td>
<td>41</td>
<td>39.04</td>
<td>2500</td>
<td>Farming</td>
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<tr>
<td>14. Fredonia</td>
<td>53</td>
<td>21</td>
<td>39.43</td>
<td>400</td>
<td>Farming Cattle</td>
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<tr>
<td>15. Bowie</td>
<td>40</td>
<td>16</td>
<td>40.00</td>
<td>750</td>
<td>Cattle Railroad</td>
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### TABLE I CONTINUED

#### RATE OF MEAN ANNUAL TURNOVER OF THIRTY HIGH SCHOOLS WITH ACCOMPANYING DISTRICT POPULATION AND CHIEF MEANS OF SUPPORT—1937-1938 to 1946-1947

<table>
<thead>
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<th>Total Different Teachers</th>
<th>Mean Annual Turnover</th>
<th>Population</th>
<th>Income Source</th>
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<tr>
<td>16. St. David</td>
<td>61</td>
<td>25</td>
<td>40.00</td>
<td>750</td>
<td>Farming</td>
</tr>
<tr>
<td>17. Round Valley</td>
<td>61</td>
<td>26</td>
<td>42.62</td>
<td>1000</td>
<td>Lumbering</td>
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<td>18. Pima</td>
<td>114</td>
<td>50</td>
<td>43.85</td>
<td>1000</td>
<td>Farming</td>
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<tr>
<td>19. Clifton</td>
<td>102</td>
<td>26</td>
<td>43.87</td>
<td>4000</td>
<td>Mining</td>
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<tr>
<td>20. Gila Bend</td>
<td>51</td>
<td>23</td>
<td>45.00</td>
<td>500</td>
<td>Railroad</td>
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<tr>
<td>21. Scottsdale</td>
<td>100</td>
<td>47</td>
<td>47.00</td>
<td>3500</td>
<td>Farming</td>
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<td>22. Superior</td>
<td>91</td>
<td>43</td>
<td>47.25</td>
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<td>23. Ashford</td>
<td>38</td>
<td>18</td>
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<td>1000</td>
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<td>24. Pearce</td>
<td>33</td>
<td>16</td>
<td>48.48</td>
<td>600</td>
<td>Farming</td>
</tr>
<tr>
<td>25. Seligman</td>
<td>50</td>
<td>25</td>
<td>50.00</td>
<td>750</td>
<td>Livestock</td>
</tr>
<tr>
<td>26. Camp Verde</td>
<td>32</td>
<td>16</td>
<td>50.00</td>
<td>----</td>
<td>----</td>
</tr>
<tr>
<td>27. Benson</td>
<td>77</td>
<td>39</td>
<td>50.64</td>
<td>1200</td>
<td>Railroad</td>
</tr>
<tr>
<td>28. Willcox</td>
<td>91</td>
<td>47</td>
<td>51.64</td>
<td>1250</td>
<td>Cattle</td>
</tr>
<tr>
<td>29. North Yuma</td>
<td>52</td>
<td>27</td>
<td>51.92</td>
<td>1200</td>
<td>Power Dam</td>
</tr>
<tr>
<td>30. McNary</td>
<td>51</td>
<td>28</td>
<td>54.90</td>
<td>4500</td>
<td>Lumber</td>
</tr>
<tr>
<td>31. Ft. Thomas</td>
<td>72</td>
<td>42</td>
<td>58.31</td>
<td>300</td>
<td>Farming</td>
</tr>
<tr>
<td>32. Gilbert</td>
<td>101</td>
<td>59</td>
<td>58.41</td>
<td>1200</td>
<td>Farming</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2429</strong></td>
<td><strong>987</strong></td>
<td><strong>40.05</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* Information furnished by Tucson Chamber of Commerce and Valley National Bank.
Elsbree found in his study of 15,841 cases in cities and villages of New York State that the mean annual turnover for the year 1925-1926 was 10.99 per cent, the median case for cities being 11.03 per cent and for the villages 16.9 per cent. Here again turnover is higher for smaller communities. The same fact holds true for this study that does for Elsbree's, namely, that there is a wide variation of turnover rates signifying that the problem of turnover is more acute in some communities than in others.

Elsbree further finds that the percentage of turnover for communities with a population of less than 5,000 is 17.40 per cent. Of several population categories used by Elsbree this is the most directly comparable with the population grouping used in this study.

Of added interest in direct comparison are the results of White's study in Iowa. He found the following rates of turnover during period 1922-1924:

**TABLE II**

<table>
<thead>
<tr>
<th>Community Population</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Below 200</td>
<td>.490</td>
</tr>
<tr>
<td>200-500</td>
<td>.507</td>
</tr>
<tr>
<td>500-1000</td>
<td>.482</td>
</tr>
<tr>
<td>1000-2000</td>
<td>.443</td>
</tr>
<tr>
<td>2000-3000</td>
<td>.343</td>
</tr>
<tr>
<td>3000-5000</td>
<td>.355</td>
</tr>
</tbody>
</table>

Of the other related studies with the greatest of interest are:

The average rate of all given is 43.6 per cent which is almost exactly the same as the rate found in this study, there being a difference of some 3 per cent. Both Arizona and Iowa, in the areas studied, show a decidedly higher rate than New York. Even the lowest rate given here, 24.65 per cent, is considerably above the mean rate of New York.

For Nebraska (1936-1937), Bogar\(^4\) found that the rate of turnover for senior high school teachers was 43.4 per cent, also slightly higher than the rate reflected in this study for small high schools. For Nebraska schools of six to ten teachers, he found the rate of turnover to be 38.4 per cent, slightly less than this study's rate of 40.05 per cent.

In line with Boyd's conclusion it is found that there is no radical difference in rates of turnover between Arizona and some other states. This does not mean to say it is not high, however; viz. New York State with a comparable turnover of 17.40 per cent for small communities.

Whatever the comparison with other sections may be, the fact that much of the turnover is avoidable, as will be shown later, is sufficient to suggest that the rate is high for the small high schools of Arizona.

Certainly the figure 58.41 per cent may be considered high and is indicative of an unsatisfactory situation. In none of the other related studies was an extreme case as

high as this found. One may imagine what an administrative task is created each year by a condition that requires replacements for more than half of the staff.

Analysis of Data

The specific factors that logically present themselves in determining the "why" of turnover will be treated in a later chapter. Behind them, however, lie a few potentials from which they may emanate. These factors are, among others, size of the district, wealth or source of income of the district, and size of the school. The last possibility is to a degree held constant among the included schools since the study is limited to schools of an enrollment of 200 students or less. Within this category, however, there is a wide range. Ashfork High School in one year (1944-1945) had an enrollment of 19\textsuperscript{5} and several of the schools have gone over 200 at one time or another during the ten year period. As 200 is a small enrollment and the schools considered are small high schools, a scrutiny of their rates of turnover gives no substantial conclusion because of the diversity and range of rates for the one (small) category other than the fact already mentioned, that turnover is a greater problem in some communities than in others.

\textsuperscript{5} Eighteenth Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona. Publication of State Department of Public Instruction, p. 50.
Concerning the influence of wealth or source of income on turnover, it might be said that mining districts show a slightly less degree of turnover than other districts. This assertion is based on the data in Table I which show that mining is the principal or sustaining income factor in five of the eight districts representing the upper 25 per cent of the districts ranked, and that it is not present in the eight districts representing the lower 25 per cent ranking.

A negative conclusion is noted for the population factor. For example, Gilbert, with a given population of 1,200, has a turnover rate of 58.41 per cent. St. Johns, with a comparable population of 1,700, has a turnover of 24.65 per cent. Obviously, turnover does not derive from population within the limitations of this study.

Validity

The data on income and population were obtained from the Tucson Chamber of Commerce which compiled them from its latest information and from financial statements of the Valley National Bank. These sources may be considered creditable.

Concerning the validity of the relation between a town's population and the enrollment in its high school, it is necessary to bring out the fact that many high schools are union high schools. This is the practice of several small communities grouping together to support only one high school. It is obvious, therefore, that the population given for each
town in Table I is not in all cases accurately indicative of the whole population from which the high school of that town derives its enrollment. This will not materially distort the findings of this study, however, since the size of the school may in a general way indicate the size of its supporting district, and the study is limited to schools of 200 or less enrollment anyway.

In his survey of high schools of Arizona, Boyd found that in the three year period (1937-1940) the mean annual turnover for high school of six to ten teachers was 32.51 per cent. Compare this with a mean annual turnover of 40.05 per cent for this ten year period. It would seem that turnover is increasing some, and if this trend be a true one, then an unsatisfactory situation is being aggravated, and this fact should give anyone interested in the cause of education good reason for concern.

Summary

1. In the small high school category, Arizona schools show a wide range of rates of turnover going from a low mean annual rate of 24.65 per cent to a high of 58.41 per cent.

2. Some communities have greater cause for concern over turnover than others.

3. There is nothing to indicate that population influences the rate of turnover within the bounds of this study.

4. Mining sustains in whole or in part five of the eight districts in the upper 25 percentile ranking in Table I; it sustains none of the eight in the lower 25 per cent.

5. Crediting Boyd’s study, the mean annual turnover for the ten year period, 1937-1938 to 1946-1947 is greater than the mean annual turnover during period 1937-1940.
CHAPTER III

CAUSES OF TEACHER TURNOVER

No hidden and unexposed information is brought to light by determining causes of turnover in a study such as this. These causes are too well known already. However, the proportion and relationship of one to the other differ in many localities, and it is from this relationship that pertinent recommendations for improving and correcting unsatisfactory situations (avoidable turnover) may be made.

In this study of thirty-two high schools, only one failed to reply to the questionnaire sent out, and one other reply was not usable. It may be reasoned, then, that since this is quite a comprehensive coverage, the results should be substantially accurate and indicative of situations existing.

Table III shows the causes of teacher turnover as listed for thirty high schools with the percentage of total turnover that each reflects. As is listed below the table, the reason "other" includes all expected and therefore unavoidable factors such as death, retirement, closing down of communities or curtailing activities on which a community depends.

It is interesting to note here that in several of the
other studies cited herein; namely, Elsbree, White, Bogar, and Andersen, it was found that dismissal ranked third in reasons for teachers leaving a system. It was found in this study that incompetency, the major factor of dismissal, ranks fifth. It is noticed, too, that the only positive relationship between it and the second ranking cause is "desired change in locality." Factors that go to make up "other" as listed in Table III are directly related throughout the remainder of reasons given, and would therefore not be strictly considered as positive causes per se.

Of the 987 cases considered in the total turnover that this study covers, only 721 are usable in determining causes. This is due to the fact that Scottsdale did not reply to the questionnaire which accounts for 47 cases; Ashfork, representing 18 cases, returned a questionnaire with unusable information; "unknown" was listed for 17 cases; cases that had no entry marked at all amounted to 24; the total number of teachers remaining in their respective systems at the close of the ten year period was 160. The sum of these is 266 which accounts for the difference between 721 and 987. Table IV shows this breakdown.

This is still a good and fair sampling and should give valid indications of existing situations.

Referring once more to the findings in Table III, it

1. Elsbree, White, Bogar. op. cit.
TABLE III

CAUSES PRODUCING TURNOVER IN THIRTY HIGH SCHOOLS BETWEEN 1937-1938 and 1946-1947

<table>
<thead>
<tr>
<th>Reason for Leaving</th>
<th>Number Leaving</th>
<th>Per cent Leaving</th>
<th>Rank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advancement in teaching</td>
<td>160</td>
<td>22.191</td>
<td>1</td>
</tr>
<tr>
<td>Marriage</td>
<td>110</td>
<td>15.256</td>
<td>2</td>
</tr>
<tr>
<td>Desired change locality</td>
<td>105</td>
<td>14.563</td>
<td>3</td>
</tr>
<tr>
<td>Other*</td>
<td>59</td>
<td>8.192</td>
<td>4</td>
</tr>
<tr>
<td>Advancement in other fields</td>
<td>54</td>
<td>7.489</td>
<td>5</td>
</tr>
<tr>
<td>Incompetency</td>
<td>51</td>
<td>7.073</td>
<td>6</td>
</tr>
<tr>
<td>Left Profession</td>
<td>47</td>
<td>6.546</td>
<td>7</td>
</tr>
<tr>
<td>Military service</td>
<td>37</td>
<td>5.131</td>
<td>8</td>
</tr>
<tr>
<td>Dissatisfaction with community</td>
<td>26</td>
<td>3.603</td>
<td>9</td>
</tr>
<tr>
<td>Salary too low for living</td>
<td>22</td>
<td>3.051</td>
<td>10</td>
</tr>
<tr>
<td>Unprofessional conduct</td>
<td>15</td>
<td>2.080</td>
<td>11</td>
</tr>
<tr>
<td>Emotional factor</td>
<td>13</td>
<td>1.803</td>
<td>12</td>
</tr>
<tr>
<td>Health factor</td>
<td>12</td>
<td>1.661</td>
<td>13</td>
</tr>
<tr>
<td>Dissatisfaction with staff</td>
<td>10</td>
<td>1.386</td>
<td>14</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>721</strong></td>
<td><strong>100.025</strong></td>
<td></td>
</tr>
</tbody>
</table>

* Includes: death, retirement, community depression, and other factors to be expected and therefore unavoidable, and whose exact rank is not considered necessary for this study.

will be noted with a minimum of analysis that considerable overlapping among the different causes exists. However, as in the case of the two "advancement" causes, it was considered
useful and of some interest to divide this into "advancement within the profession" and "advancement in other fields."
The two may easily be added and the total be considered as one "advancement" if desired. By the same token, "left profession" may be added to "advancement in other fields" for a true and complete number and percentage of those that left the profession.

The reasons for teachers leaving that are used in this study are substantially the same as those used in the related studies consulted, especially in those with high frequencies. Elsbree\(^2\) uses the term "miscellaneous" to cover a variety of reasons in his listings in much the same manner as "other" is used in this study. However, he makes positive reasons of "retired," "maternity," and "death."

"To enter military service" is not mentioned in most of the previous studies of turnover, but due to the late war situation, this was an important cause of turnover during the ten year period studied. In many cases, the individual leaving for this reason may have returned before the termination of the ten year period covered by this study. This circumstance is recognized and discounted if the individual returned to the same system that he was in previously. The reasons shown for "military" in Table III represent individuals who did not return at all or at least not to the system in which they were formerly employed.

\(^{2}\) Elsbree, Williard S. *op. cit.*
Table V represents a breakdown of reasons for turnover by the individual high school, and may be used with reference to Table I in showing what the specific causes for the turnover were where there was a low or high percentage of turnover.

TABLE IV
CASES NOT USABLE IN TABLE III

<table>
<thead>
<tr>
<th>Source</th>
<th>Number</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scottsdale</td>
<td>47</td>
<td></td>
</tr>
<tr>
<td>Ashfork</td>
<td>18</td>
<td></td>
</tr>
<tr>
<td>Total of Unknown Causes</td>
<td>17</td>
<td></td>
</tr>
<tr>
<td>Total Unanswered</td>
<td>24</td>
<td></td>
</tr>
<tr>
<td>Teachers Remaining at End of Period</td>
<td>160</td>
<td></td>
</tr>
<tr>
<td>Total unusable cases</td>
<td></td>
<td>266</td>
</tr>
<tr>
<td>Total usable cases</td>
<td></td>
<td>721</td>
</tr>
<tr>
<td>Total cases</td>
<td></td>
<td>987</td>
</tr>
</tbody>
</table>

Desirable and Unavoidable Turnover

Since the term avoidable has been used, the term unavoidable logically presents itself for the negative side of the question. It does not in every instance, however, express precisely what is desired. The term "desirable" is often more explanatory for certain cases. It is realized that death would not be best expressed as a "desirable" cause of turnover, but marriage, incompetency and others would be classed as "desirable" turnover. Of the reasons listed in Table III, the following are considered as desirable and unavoidable where the normal function of a school in society is concerned:
1. Marriage

Marriage has long been recognized as the normal and beneficial function of society. Using the teaching profession as a substitute for the call of marriage is not desirable or ethical, many will argue. Others affirm that this is no impediment to the efficiency and ability of an individual, but that it does create a higher rate of turnover.

2. Other (see note for Table III)

Under "other" are included death, retirement, community depression and curtailment of local industry. These are unavoidable and need no further comment. They account for a negligible percentage of the total turnover.

3. Military

Military reasons, dissatisfaction with community or staff, emotion and health factors is also unavoidable and no immediate and sure corrective measures are at hand to the administrator for them.

4. Dissatisfaction with community

5. Unprofessional conduct

6. Emotional factor

7. Health factor

It would be well to consider each of these reasons and the logic behind selecting them as desirable and/or unavoidable.

That marriage is desirable is an accepted premise for the normal and beneficial function of society. Using the teaching profession for a stand-in for the interim that an individual awaits the call of marriage is not desirable nor ethical, many will argue. Others affirm that this is no impediment to the efficiency and ability of an individual, but that it does create a higher rate of turnover.

Under "other" are included death, retirement, community depression and curtailment of local industry. These are unavoidable and need no further comment. They account for a negligible percentage of the total turnover. Turnover for military reasons, dissatisfaction with community or staff, emotion and health factors is also unavoidable and no immediate and sure corrective measures are at hand to the administrator for them.
The remaining causes, incompetency and unprofessional conduct, cover a variety of causes for leaving a system; and since it is assumed that they all lead to dismissal, it would be worthwhile to consider some aspects of teacher dismissal.

**Dismissal**

Though dismissal does not rank as the highest cause for teachers leaving their positions, it still ranks high enough to merit some discussion.

Newton Edwards,³ in his book dealing with the relations between the courts and public schools, has an interesting chapter devoted to dismissal wherein he gives a very comprehensive report on many opinions and judgments rendered by the courts of the land. In many instances there is a consistent agreement in judgments in dismissal cases, and in others there is variance with different verdicts being given for apparently similar cases from one district to another.

The following are some of the pertinent ideas brought forth. It is well for teachers to remember that whenever the statutes cover causes for dismissal, those statutes are automatically implied in contracts made where that statutory authority exists, no matter whether causes, bylaws, or riders are expressly stated in the contract or not.

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Contracts are simply forms for convenience and not always binding in the detail of their literal expression. This works both ways, for the teacher and for the employing agency at times. Some courts have held that specific by-laws and regulations written into contracts have no legal binding value. Others have held that the employing agency from its ability to hire at will may fire at will. The "at will," however, is almost universally limited to just cause as far as the courts are concerned and the merits of the case have been analyzed.

The "just causes" that courts usually uphold for dismissal are incompetency, neglect of duty, immorality, reasonable abolition of a position, and lack of funds. Controversial points that will always stand trial are reassignment of duties not contracted for, political activity, marriage, and maternity.

In connection with this, Holger W. Anderson, in a study of causes of teacher dismissal that covered the whole nation from the year 1825 to 1939, found that the most frequent causes for dismissal that the courts upheld were incompetency, reassignment, insubordination, marriage and maternity, neglect of duty, abolition of position, immorality, lack of funds, and reduced quota. These are

### TABLE V

**CAUSES OF TEACHER TURNOVER BY INDIVIDUAL**

**HIGH SCHOOLS—1936-37 to 1946-47**

<table>
<thead>
<tr>
<th>District</th>
<th>Advancement in Teaching</th>
<th>Advancement in Other Fields</th>
<th>Incompetency</th>
<th>Desired Change in Salary</th>
<th>Social Life</th>
<th>Dissatisfaction of Community</th>
<th>Dissatisfaction of Staff</th>
<th>Health Factor</th>
<th>Salary Too Low</th>
<th>Unprofessional Conduct</th>
<th>Left Profession for Marriage</th>
<th>Other</th>
<th>Number of Teachers Remaining in State</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bowie</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>160</td>
</tr>
<tr>
<td>Pearce</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>160</td>
</tr>
<tr>
<td>Benson</td>
<td>2</td>
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<td>1</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>160</td>
</tr>
<tr>
<td>St. David</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>160</td>
</tr>
<tr>
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<td>2</td>
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<td>1</td>
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</tr>
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<td>0</td>
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<td>2</td>
<td>1</td>
<td>1</td>
<td>160</td>
</tr>
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<td>0</td>
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<td>2</td>
<td>1</td>
<td>1</td>
<td>160</td>
</tr>
<tr>
<td>St. Johns</td>
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<td>2</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>160</td>
</tr>
<tr>
<td>Round Valley</td>
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<td>0</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>160</td>
</tr>
<tr>
<td>McNary</td>
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<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
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<td>2</td>
<td>1</td>
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</tr>
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<td>Williams</td>
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<td>1</td>
<td>2</td>
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</tr>
<tr>
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<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
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<td>1</td>
<td>160</td>
</tr>
<tr>
<td>Pima</td>
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<td>1</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>160</td>
</tr>
<tr>
<td>Ft. Thomas</td>
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<td>2</td>
<td>2</td>
<td>1</td>
<td>1</td>
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<td>1</td>
<td>0</td>
<td>1</td>
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<td>1</td>
<td>160</td>
</tr>
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<td>0</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>160</td>
</tr>
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<td>Clifton</td>
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<td>2</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>1</td>
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<td>2</td>
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<td>1</td>
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<td>2</td>
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<td>1</td>
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<td>2</td>
<td>2</td>
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<td>1</td>
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<td>1</td>
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<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>Seligman</td>
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<td>2</td>
<td>2</td>
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<td>1</td>
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<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>160</td>
</tr>
</tbody>
</table>

**Totals** 160 31 105 26 10 12 13 22 15 47 110 37 17 59 160 24
given in the order of the number upheld. The causes abolition of position, lack of funds, and reduced quota were prevalent where tenure laws are in effect.

An interesting recommendation of this study was to remove the power of accuser, judge, and jury from the school boards.

Avoidable Turnover

Table VI shows the rank and percentage of avoidable turnover of the individual high schools. Causes considered as avoidable are advancement in teaching, desired change in locality, advancement in other fields, and salary too low for living. It may be wondered what the reasoning behind selecting these as avoidable is. It is felt that it is the responsibility of every school district to make the school teacher's lot as pleasant and attractive as possible. It should be considered as an obligation which carries through its benefits to the children that are taught, and is thereby justifiable. It is further felt that the causes mentioned above could be corrected to a very great degree by the cooperation of the superintendents, school boards, and communities at large. It would be the duty of the superintendent to make actual teaching conditions, especially work loads, equitable and as appropriate as possible to the individual teacher. As conditions exist now, we find teachers in the small school category teaching a variety
TABLE VI

RATE OF AVOIDABLE TURNOVER AS COMPARED WITH RATE OF TOTAL TURNOVER—1937-1938 TO 1946-1947

<table>
<thead>
<tr>
<th>High School</th>
<th>Total Cases Leaving</th>
<th>Avoidable Cases</th>
<th>Per Cent Avoidable Turnover</th>
<th>Per Cent Total Turnover</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Ft. Thomas</td>
<td>42</td>
<td>34</td>
<td>80.95</td>
<td>58.31</td>
</tr>
<tr>
<td>2. Round Valley</td>
<td>26</td>
<td>16</td>
<td>61.53</td>
<td>42.62</td>
</tr>
<tr>
<td>3. Patagonia</td>
<td>12</td>
<td>7</td>
<td>58.33</td>
<td>30.76</td>
</tr>
<tr>
<td>4. Peoria</td>
<td>45</td>
<td>25</td>
<td>55.55</td>
<td>36.88</td>
</tr>
<tr>
<td>5. Fredonia</td>
<td>21</td>
<td>11</td>
<td>52.38</td>
<td>39.43</td>
</tr>
<tr>
<td>6. St. David</td>
<td>25</td>
<td>13</td>
<td>52.00</td>
<td>40.00</td>
</tr>
<tr>
<td>7. Pima</td>
<td>50</td>
<td>25</td>
<td>50.00</td>
<td>43.85</td>
</tr>
<tr>
<td>8. Marana</td>
<td>20</td>
<td>10</td>
<td>50.00</td>
<td>35.08</td>
</tr>
<tr>
<td>9. Willcox</td>
<td>47</td>
<td>23</td>
<td>48.93</td>
<td>51.04</td>
</tr>
<tr>
<td>10. Wickenburg</td>
<td>26</td>
<td>12</td>
<td>46.15</td>
<td>38.80</td>
</tr>
<tr>
<td>11. St. Johns</td>
<td>18</td>
<td>8</td>
<td>44.44</td>
<td>24.65</td>
</tr>
<tr>
<td>12. Gilbert</td>
<td>59</td>
<td>26</td>
<td>44.06</td>
<td>58.41</td>
</tr>
<tr>
<td>13. Bowie</td>
<td>16</td>
<td>7</td>
<td>43.75</td>
<td>40.00</td>
</tr>
<tr>
<td>14. Camp Verde</td>
<td>16</td>
<td>7</td>
<td>43.75</td>
<td>50.00</td>
</tr>
<tr>
<td>15. Benson</td>
<td>39</td>
<td>16</td>
<td>41.02</td>
<td>50.84</td>
</tr>
<tr>
<td>16. Clifton</td>
<td>43</td>
<td>17</td>
<td>39.53</td>
<td>43.87</td>
</tr>
<tr>
<td>17. Tombstone</td>
<td>24</td>
<td>9</td>
<td>37.50</td>
<td>31.16</td>
</tr>
<tr>
<td>18. Superior</td>
<td>43</td>
<td>16</td>
<td>37.20</td>
<td>47.25</td>
</tr>
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<td>19. North Yuma</td>
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<td>10</td>
<td>37.03</td>
<td>51.92</td>
</tr>
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<td>20. Seligman</td>
<td>25</td>
<td>9</td>
<td>36.00</td>
<td>50.00</td>
</tr>
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<td>21. Clarkdale</td>
<td>45</td>
<td>16</td>
<td>35.55</td>
<td>32.84</td>
</tr>
<tr>
<td>22. Litchfield</td>
<td>41</td>
<td>14</td>
<td>34.14</td>
<td>39.04</td>
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<tr>
<td>23. Jerome</td>
<td>46</td>
<td>15</td>
<td>32.60</td>
<td>27.87</td>
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<tr>
<td>24. Duncan</td>
<td>29</td>
<td>9</td>
<td>31.03</td>
<td>34.52</td>
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<tr>
<td>25. Williams</td>
<td>26</td>
<td>8</td>
<td>30.76</td>
<td>25.48</td>
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<tr>
<td>26. Ray</td>
<td>20</td>
<td>6</td>
<td>30.00</td>
<td>33.33</td>
</tr>
<tr>
<td>27. Hayden</td>
<td>24</td>
<td>7</td>
<td>29.16</td>
<td>32.00</td>
</tr>
<tr>
<td>28. Pearce</td>
<td>16</td>
<td>3</td>
<td>18.75</td>
<td>48.48</td>
</tr>
<tr>
<td>29. Gila Bend</td>
<td>23</td>
<td>4</td>
<td>17.39</td>
<td>45.00</td>
</tr>
<tr>
<td>30. McNary</td>
<td>28</td>
<td>4</td>
<td>14.28</td>
<td>54.90</td>
</tr>
<tr>
<td>31. Scottsdale*</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>32. Ashfork**</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>922</td>
<td>387</td>
<td><strong>41.97</strong></td>
<td></td>
</tr>
</tbody>
</table>

* No returns submitted.
** Returns not usable.
of subjects, oftentimes not one of them being in their major fields. We find them obliged to perform janitorial tasks and bus driving chores and to take active lead, with no other recompense than is included in their teaching salaries, in all manner of community affairs. It would seem sometimes that the actual teaching duties are incidental to the many other diverse activities that go on in the small high school.

It would be the school board's duty to affix salaries commensurate with other professions, the best current practices, and present day economic trends. A girl is not attracted to teaching when she can earn twice the offered salary as a waitress, hostess, or stenographer and at the same time be free to live a normal life in the community without constant criticism of her social activities. In the smaller districts, school boards should provide for adequate living quarters for teachers and do away with added worries of evictions and harassments by landlords.

It would be the duty of the community at large to accept teachers on a "social" par with members of the other professions, and to accord them the consideration and courtesy due such positions. This last factor is very important toward making a teaching position attractive. Too often does the thought of teacher welfare begin and end within the school.

If these reforms were pursued by districts with the assiduity that many less worthy ones are furthered, this avoidable turnover rate, as derived from the reasons already
mentioned, would be greatly decreased and held to a reasonable minimum.

It is realized that the reasons listed as avoidable can and do exist even in the most desirable situations but to a negligible degree. It is for this reason that turnover is less in the large systems, since positive efforts are made to improve the teacher's lot in all spheres of activity.

The percentage of turnover reflected in this study may certainly be considered high, though in this respect it does not differ greatly from other similar sections of the country, and therefore is indicative of the existence of unsatisfactory situations as far as optimum professional standards are concerned.

Evaluation

Trying to align causes of turnover into strictly separate categories would be impossible. There is too much of an overlapping of reasons and one case may often have more than one reason for leaving. For instance, an individual might leave the profession because the salary is too low or because of poor health. Here more than one reason, both strong and good reasons, is usable. Anticipating this circumstance of several possible reasons per case, it was requested of those filling out the questionnaire that only the strongest and most outstanding reason for leaving be checked, and thus the results were tabulated.
The reliability of these data is therefore dependent on the sources of information and the degree of accuracy contained therein. The sources of information were the superintendents, principals, their aides, and available records. Depending on their ability to furnish accurate information, the results of this study are put forth, and should display sufficient reliability to ascertain the trends and existing conditions in general concerning turnover and its causes within the defined area.

Summary

1. In agreement with other studies, it is found that the ranking causes of turnover are advancement and marriage.

2. Incompetency ranks slightly lower here than in other studies consulted.

3. Desirable and unavoidable turnover present a normal condition.

4. Avoidable turnover amounted to 41.97 per cent of the total amount.

5. Dismissal, as part of unavoidable turnover, presents a variable factor, in that the term "for just cause" is not construed in the same way by all authorities and courts.

6. There is a great deal of overlapping of reasons causing turnover.

7. The reliability of data on which the results are based is dependent on the accuracy of information submitted by superintendents and principals.
CHAPTER IV

EXISTING STABILITY OF TEACHERS IN SMALL HIGH SCHOOLS OF ARIZONA WITH A DISCUSSION ON WHY TEACHERS REMAIN IN A SYSTEM

Stability in Small Arizona High Schools

In an effort to give a clear picture of the positive side of the turnover situation, i.e., the teachers that stay in their positions over a period of time, it was thought desirable to ascertain how long teachers actually do stay in one position.

Arbitrary periods of time may be selected on which to base a stability factor. In this instance, the period studied is ten years. It was found, however, that so few teachers remained in their positions for ten years (only two percent of the total number of teachers considered) that computing the stability factor on that basis would be of little value, since so many of the schools would yield a score of zero that ranking would be almost meaningless. Five years seems to be a period better suited to a clear portrayal of comparative stability and it is at the same time long enough to minimize chance variations. The figures given in Table VII are for teachers who have remained five years or longer in the same system during the period 1937-1938 to 1946-1947.
### TABLE VII

**STABILITY RANKINGS OF SMALL ARIZONA HIGH SCHOOLS**

**BASED ON A TEACHER’S RETENTION OF A POSITION FOR FIVE YEARS OR MORE DURING PERIOD 1937-1938 AND 1946-1947**

<table>
<thead>
<tr>
<th>Rank</th>
<th>School</th>
<th>Total Teachers during 10 yrs.</th>
<th>Total Teachers Remaining 5 yrs. or more</th>
<th>Stability Factor</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>St. Johns</td>
<td>73</td>
<td>7</td>
<td>95</td>
</tr>
<tr>
<td>2</td>
<td>Williams</td>
<td>102</td>
<td>9</td>
<td>88</td>
</tr>
<tr>
<td>3</td>
<td>Ray</td>
<td>60</td>
<td>5</td>
<td>83</td>
</tr>
<tr>
<td>4</td>
<td>St. David</td>
<td>61</td>
<td>5</td>
<td>81</td>
</tr>
<tr>
<td>5</td>
<td>Jerome</td>
<td>165</td>
<td>13</td>
<td>78</td>
</tr>
<tr>
<td>6</td>
<td>Peoria</td>
<td>122</td>
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<td>73</td>
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<td>7</td>
<td>Clarkdale</td>
<td>137</td>
<td>10</td>
<td>72</td>
</tr>
<tr>
<td>8</td>
<td>Marana</td>
<td>57</td>
<td>4</td>
<td>70</td>
</tr>
<tr>
<td>9</td>
<td>Hayden</td>
<td>75</td>
<td>5</td>
<td>66</td>
</tr>
<tr>
<td>10</td>
<td>Tombstone</td>
<td>77</td>
<td>3</td>
<td>64</td>
</tr>
<tr>
<td>11</td>
<td>Seligman</td>
<td>50</td>
<td>3</td>
<td>60</td>
</tr>
<tr>
<td>12</td>
<td>North Yuma</td>
<td>52</td>
<td>3</td>
<td>57</td>
</tr>
<tr>
<td>13</td>
<td>Fredonia</td>
<td>53</td>
<td>3</td>
<td>56</td>
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<td>Patagonia</td>
<td>39</td>
<td>2</td>
<td>51</td>
</tr>
<tr>
<td>15</td>
<td>Clifton</td>
<td>98</td>
<td>5</td>
<td>49</td>
</tr>
<tr>
<td>16</td>
<td>Round Valley</td>
<td>61</td>
<td>3</td>
<td>47</td>
</tr>
<tr>
<td>17</td>
<td>Ft. Thomas</td>
<td>72</td>
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<td>47</td>
</tr>
<tr>
<td>18</td>
<td>Duncan</td>
<td>84</td>
<td>4</td>
<td>47</td>
</tr>
<tr>
<td>19</td>
<td>Wickenburg</td>
<td>67</td>
<td>3</td>
<td>44</td>
</tr>
<tr>
<td>20</td>
<td>Gila Bend</td>
<td>51</td>
<td>2</td>
<td>39</td>
</tr>
<tr>
<td>21</td>
<td>Litchfield</td>
<td>105</td>
<td>4</td>
<td>38</td>
</tr>
<tr>
<td>22</td>
<td>Pima</td>
<td>114</td>
<td>4</td>
<td>34</td>
</tr>
<tr>
<td>23</td>
<td>Superior</td>
<td>91</td>
<td>3</td>
<td>32</td>
</tr>
<tr>
<td>24</td>
<td>Willcox</td>
<td>91</td>
<td>3</td>
<td>32</td>
</tr>
<tr>
<td>25</td>
<td>Camp Verde</td>
<td>32</td>
<td>1</td>
<td>31</td>
</tr>
<tr>
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<td>Pearce</td>
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<td>Ashfork</td>
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<td>26</td>
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<tr>
<td>30</td>
<td>Bowie</td>
<td>40</td>
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<td>25</td>
</tr>
<tr>
<td>31</td>
<td>McNary</td>
<td>51</td>
<td>1</td>
<td>19</td>
</tr>
<tr>
<td>32</td>
<td>Benson</td>
<td>77</td>
<td>1</td>
<td>12</td>
</tr>
</tbody>
</table>
In order to rank the high schools concerned, a numerical factor was derived for each one. This was accomplished by dividing the number of teachers remaining five years or longer in a given system by the total number of teachers who taught in that system during the ten years. The result is actually a percentage blown up to be placed on a 1,000 point scale. This larger scale was used because stability is so low, it would not show up in as well defined a manner and in as exact a ranking on smaller scales. Duplications are also kept at a minimum although some do exist. In interpreting Table VII, consider 1,000 points as perfect stability. This means that a system has retained all of its teachers with no change for a minimum of five years. Any intermediate place on the scale will be in relation to 1,000.

As is apparent from Table VII, there is no school with which this study is concerned that produces even a fair stability record. St. Johns, which has the highest rating, ranks ninety five on the scale. Benson, with the lowest rating, is a close-to-bottom twelve.

Comparing Table VII with Table I, which gives the percentage of turnover for these schools, it is found that St. Johns has the lowest percentage of turnover and, as one might expect, the highest stability rating. Gilbert High School, however, has the highest percentage of turnover, but ranks fifth from the lowest on the stability rating scale.
This would seem to indicate that although few teachers remain long in Gilbert, those few who do tend to remain for relatively long periods. By considering each high school individually, there is a variation in some instances between its rate of turnover and its ranking on the stability scale.

What Makes a Teaching Position Attractive?

The answer to the above question may be found by studying the system, administration, community, and individual teacher where high rates of stability exist. Much has been done over the years to bring stability rates up by engendering in communities a desire to further teacher-welfare. There are many elements that are essential in maintaining this welfare, and only the more important ones will be discussed.

Health

Teaching positions are as desirable as the individual and combined efforts of the administrator, school board, and community make them. Of prime importance in furthering teacher welfare is the element of health, and it is the duty of the three agencies mentioned above to provide whatever each is able toward the preservation of the mental and physical health of the teacher, and this in its broadest implications.

A position that demands one hundred per cent attendance with deductions for absence due to illness, presents
little enticement to a prospective teacher. Or a system where leaves of absence are frowned upon, lessens its attraction to teachers seeking long term employment. Frequent and capricious health examinations at the expense of the teacher, lack of insurance and compensation regulations, impersonal attitudes toward personal problems are all bad practices which would diminish the likelihood of teachers wanting to stay in a situation where they are present.

Rogers, in a survey on welfare practices employed in various cities throughout the country, found that the following ones were the most often used: adequate sick leaves, free examination and health service, sabbatical leave, insurance, and leave for reasons other than personal illness. In this same work, the author discusses at length medical examinations of teachers and the misuse of this necessary requirement.

No rational person would deny that physical examinations should be required of a teacher who is to have a group of children turned over to his care. On the other hand, teachers should not be plagued with frequent, strict, and unnecessarily rigid inspections, often of an undignified type, that require them to undergo checks more applicable to their qualifying as Air Force pilots rather than as

applicants for a routine teaching position.

"The school laws requiring the medical examination of teachers arose from the desire to protect pupils from communicable disease and especially tuberculosis. The legislators neither had the welfare of the teacher in mind nor her general fitness for professional service."  

Too often has this point of teacher welfare been relegated to the bottom of the priority list, if it be there at all. Teacher and pupil welfare should logically go together.

A desirable method of taking care of medical examinations would be to provide them at the school's expense, and they should be made by a thoroughly competent and experienced physician, able both in his profession and professional relations.

Though the teaching profession would not be considered a dangerous profession or calling, and the chances for bodily injury are few, still "... teachers, as a class, are especially subject to nervous wear and tear from causes of mental origin, and every effort should be maintained to reduce this condition to a minimu."  

In some of the larger school systems of the country, psychiatrists are retained as consultants for pupil and teacher welfare, and undoubtedly do much good to those responsive to that type of treatment.

2. Rogers, James Frederick. op. cit., p. 54.
3. Ibid., p. l.
Work Load

Related to the element of health, but of sufficient importance to be considered separately, is the work load assigned to the teacher. A sane and equitable distribution of a work load is one of the most important and vital obligations of the administrator toward his faculty. Systems that are keenly conscious of this condition and strive to maintain it to an advantageous degree, both for the teacher and the school, go far in creating desirable positions; and it will follow that their stability rates will be high, other factors being equal. In this study, "work load" was not used as a specific cause for teachers leaving a system, since it is usually an influencing factor rather than a determining factor.

Gunderson lists the following methods of equalizing and distributing a teacher's load in order to secure efficient and desirable results for teachers, pupils, and the administration: (1) raise the children's entrance age to six years, (2) limit the enrollment to no more than twenty five pupils per teacher, (3) add special teachers for special remedial work, thereby leaving a normal class free to progress in a normal manner, (4) provide an ungraded room for the mentally retarded, (5) require no noon duty or

comparable extra duty for teachers with a full day's academic load.

Equitable work loads and desirable working conditions are often more of an influencing factor in retaining teachers within a system than the salary. It is encouraging to realize that much is being done in this field of adjusting work loads. Improvements noted are departmentalization, special rooms, special teachers, elimination of formal study halls in favor of longer class periods with supervised study, assigning teachers to classes in their major fields of study, equal distribution of extra-curricular activities, and allowing the teacher to choose for himself his outside-of-school enterprises within ethical limits.

Salary

Now, more than ever, the remuneration that is offered a teacher is of major importance. A teacher should have just as much right to weigh the salary considerations of different positions just as any other professional person has. He must be guided by certain ethics, however, and not overstep their prescribed bounds. Salary is of prime importance now because, if a teacher wants to remain in the teaching profession, his compensation must be sufficient to defray the ordinary expenses of life, otherwise he is forced to turn to more lucrative fields of endeavor, or, at least, to the better paid teaching positions.
Systems that adhere to pre-war salary scales and schedules do not offer even a sustaining "wage", and are therefore least attractive to the prospective teacher. This type of position is then accepted by married women with time on their hands, unrecommended teachers, unqualified teachers, and oftentimes uncertificated teachers whose desire to be employed is usually motivated by anything but professional zeal. The resulting products of the "industry" of education are bound to be inferior where these situations exist.

In a comparable post-war era, lacking the present degree of inflation, however, Hines stated, "many teachers make the serious error of judging a position entirely by its monetary rewards." The statement holds true today as well, though it must be remembered that many accept higher salaried positions out of necessity rather than on the basis of desirable features. This is, of course, poor judgment by professional standards, but in the light of today's economy, higher salaries are the attraction out of necessity.

An existing situation with teacher shortage and unstablized salary levels is that prospective teachers, even newly graduated ones, are in a position to shop at leisure for the better paid positions. Those systems that cannot or will not keep pace with higher salary standards find themselves confronted with the situation already described,

i.e., employment of the less desirable individuals. The standard of educational products drops and, if considered as a business concern, an unsatisfactory condition exists and must be remedied.

If teaching positions are to be made attractive from a salary standpoint, then it behooves the school administrators to recommend, and the school boards to execute, adjustments to meet the current economic fluctuations, to maintain salary standards comparable to other professions, and to exert their zealous practice of economy in other spheres of school management to the end that there will be no inferiority in the product that education turns out.

The Teacher in the Community

Considering the attractiveness of a teaching position from the point of view of teacher-community relations, many small factors present themselves. What privileges does the community grant and what curbs on conduct does it impose? In what stratum of society will the teacher be placed? The answers to these questions always indicate to a lesser or greater degree the attractiveness of a position. Since whatever a teacher does in a community is oftentimes more conspicuous than what other townspeople do, his actions, no matter how insignificant, will be identified with teachers in general, so he should strive to be as exemplary as possible without becoming prudish, affected, and sanctimonious.
Some communities demand that a teacher be a contributing citizen while others will not assert their influence one way or another. But notwithstanding the attitude of a community on the status of a teacher, he should proffer himself or his abilities for the good of the community in some measure at least.

"A teacher who has experiences which reveal the fact that constructive effort may demand greater activity in organized clubs and groups of the community and increased interest and activity in political affairs should not only be free but obligated to enter as far as possible into a constructive life as a citizen."

This assertion would seem to limit teacher participation to those who are already used to it or have had experience in it. It could go further and demand that all teachers participate or attempt to participate to a substantial degree so that the contribution of teachers, as a class, will be recognized.

Flury lists two ways in which a teacher makes his influence felt in a community. The first is by making better citizens of the pupils; and the second, by being a better citizen himself. Some of the ways he suggests that a teacher may do the latter are becoming a registered voter, serving on juries, registration and election boards, and on home and school committees. Ethics will further dictate the

scope of activities a teacher may enter.

A community's consciousness of the social sphere that a teacher enjoys determines another appealing characteristic of a teaching position. The teacher's aesthetic appreciations are usually on the same level as those of the other professions, so he should unquestionably enjoy social intercourse with these representative groups, and should be included in the community activities in which these groups participate. There should be no separate moral codes or mode of conduct for teachers that is not just as binding for the doctor or the lawyer. The teacher should be made to feel free to enter all pertinent civil activities and functions to the same extent and in the same capacity as any other professional person.

The best mode of life for a teacher in a community is not to have his teaching the only contribution that he makes. Activities on his level may not be open to him and often he will not be immediately welcomed to participate. The remaining fields of diversion are perhaps beneath his dignity or too far beyond his means. He should make an effort to be a useful and contributing citizen even to the extent of volunteering his services to the community so that they will be appreciated and welcomed. Continued rebuffs by a community of a teacher's potentialities and capabilities diplomatically proffered, would be indicative of a certain backwardness, and would justify a teacher's seeking employment elsewhere.
The opposite condition exists also, especially in smaller communities. It seems that it is implied in some contracts that a teacher attend the local church, direct the local choir, supervise all children's activities, and be as useful as his profession makes him in local clubs and circles, and so conduct himself at all times as to be above reproach of even the most zealous, self-appointed guardians of the community's morals.

"In medio stat virtus" and it is up to the individual teacher to adapt and establish himself somewhere midway of these extremities.

Something of a more tangible nature that a community might provide for the welfare of the teacher is adequate and comfortable living quarters. This is especially applicable to smaller communities such as those concerned herein. So often a new teacher has to proceed to his place of employment weeks in advance of the start of school so that he may search and bargain for a dwelling, and then fix it up to be worthy of human occupancy. In some districts teacherages are provided. Teacherages are a type of primitive abode where a heterogeneous group of personalities endeavor to live together. Any administrator that is in charge of these establishments can testify that it is no little problem to keep the peace between teachers forced into such close contact. This is the least that should be done in the way of providing abodes for teachers. Other
practical and better methods of coping with this problem are listing townspeople who are desirable citizens and wish to have teachers stay with them, and keep this listing current; if the teacherage plan is used, try to accommodate them by a unit plan, single dwellings for married teachers, and single living units for single teachers. Looking after the teacher's welfare in this manner will do much toward increasing the stability of a system.

Certain communities are composed of homogenous groups according to nationality, religion, industry, and society; this condition also presents a desirable aspect to teachers who fit in a category. This would account for a relatively low-ranking reason of why teachers remain in a system, however.

Tenure

Tenure will be dealt with a little more at length later, but it should be mentioned when discussing elements that go to make a teaching position attractive. Tenure, in the sense used here, does not refer to the statutory creation but to local, district provisions that give some measure of guarantee to a teacher that, if his work is satisfactory, he may expect to continue his contract for longer periods of time than a year without obligatory applications and renewals. This may be done by continuing contracts or by long term contracts. Districts that have initiated such a
policy of their own volition are to be highly commended and certainly may expect to have a good stability record.

Summary

1. Though the stability factor of small Arizona high schools is not high, related studies would lead one to believe that it is no lower than many similar areas in other states.

2. Schools with low turnover rates do not necessarily show equally high stability factors.

3. In general, teachers remain in systems where thoughtful consideration is given to these elements: health, workload, salary, teacher-community relations, adequate living facilities, and some type of tenure.
It is well understood that keeping turnover to a minimum is not the prime objective of teacher selection nor is it the main purpose in analyzing qualities related to success and failure. A worthier objective of these processes is the greater educational benefit and development of the child. It is reasonable to conceive, however, that better stability and a lower turnover will be logical outgrowths of proficiency standards well established and closely adhered to, and worthwhile incentives created for teachers to meet and maintain these standards.

The basic problems are all intertwined, and when a remedy is found for one, there will be a consequent carry over of aid into other spheres of the educational process.

Success and Failure in Teaching

To reiterate statements in the introduction, one may recall that in the process of industry there are always means for positive measurement of success or failure in the demand for its products, but such means do not exist for the "industry" of education. Nor, despite much dissertation and disquisition to the contrary, is the function of teaching
comparable in all respects to the other profession for this same reason. The tenure, i.e., success, of a doctor, lawyer, or banker is not dependent on the whim or caprice of disinterested individuals. Positively stated, a teacher's tenure is dependent on circumstances over which he has no control and which frequently bear no relationship to his efficiency. In other professions, tenure is closely associated with, if not wholly dependent upon, the relative efficiency of the individual.

A doctor relieves pain, cures maladies, performs successful operations or he does not. If he does, he is successful; if he does not, his practice becomes precarious.

A lawyer either wins his cases or loses them; if he does not receive a substantial percentage of judgments in his favor, he may just as well take down his shingle.

Bankers and business men show a substantial profit in their transactions or they move out. In these and other professions there is always a relatively simple and readily apparent means of measuring success.

When is a teacher successful? Is it when the children like him? Is it when the parents like him? Is it when he passes all of his students? Is it when he is submissive to the administration? Or are there in existence some positive, professional standards on which to judge his work? When one attempts to resolve this problem of measuring the success and failure of teachers, he encounters innumerable
variables issuing from the sources, pupils, teachers, community, and administrators. Like navigation, teaching is not an "exact science." For this reason there exists in the teaching profession a certain amount of incompetence, to a small or large degree, and desultory attitudes and methods. These go unpenalized for who is to judge, and how?

Fortunately, there are some standards on which to judge, but it takes courage and conviction to apply them and take action where unsatisfactory conditions exist.

It is believed that it would be pertinent to this study to review some of the work that has been done in the field of teacher evaluation.

Many researchers have attacked the problem from the predictive side. They have endeavored to ascertain who are going to make successful teachers, and having identified them, there is no further problem. Knight did some exacting research along this line. He found a positive correlation between success in teaching and intellectual ability, skill in discipline, and ability to pass a professional test. The correlation was not strong enough to be of great value, however. He further found that correlations between general teaching ability and (1) age, (2) amount of experience, (3) quality of handwriting, (4) intelligence,

1. Knight, Frederic Butterfield. Qualities Related to Success in Teaching, Teachers College, Contributions to Education, No. 120, Chap. III
(5) major academic interests, (6) normal school scholarship, and (7) amount of professional study during service were too low to establish any definite relationship. He cites from Meriam's study that of the college preparation courses, Practice Teaching had the highest correlation with teaching ability.

In a well-thumbed article on failure in teaching, Morrison gives more concrete and usable information on the negative side. He ranks poor discipline as the chief cause of failure with inability to cooperate a close second. Immorality and lack of teaching skill also ranked high.

Littler lists his causes of failure from poor discipline through weak personality, lack of skill, lack of interest, and on to poor health.

Buellesfield studied the dismissal rather than the failure aspect and found that teachers were dismissed for weakness in discipline, lack of judgment, deficient scholarship, poor methods, insufficient daily preparation, and on to poor health.

The causes listed here are by no means all of the causes

2. Knight, Frederic Butterfield. op. cit., Chap. VIII.
3. Ibid., p. 3.
cited by these authors. They are the most important, however. It will be noted from them that they are all factors largely controllable by the individual teacher if he wishes to take the pains to do so, therefore in most cases he is not a failure or cause for dismissal by nature. By applying corrective measures in their own cases and avoiding situations which would reflect discredit upon them and upon the profession, teachers could themselves cut down rates of failure and dismissal.

Of more recent interest in the problem of teacher rating are the proposals of Gov. Dewey's committee on the educational program of the State of New York, promotional, i.e., salary, increments are based on:

"exceptional service to the pupils and community; participation in non-school activities; substantial increase in the value of service to the pupils through study beyond the level of the master's degree or by continued approved study by those who do not hold a college degree."

Kandell's commentary on this is to the effect that putting the basis for professional increments on such a scale as given is going to be extremely difficult. Who is qualified to say whether or not another individual is deserving of a salary increase on this basis? Under exceptional service would come reduction of delinquency and provision of opportunities for recreation. How might a teacher accomplish such

grandiose projects and still perform his regular duties? Who is to determine the amount and extent of extra-school activities when the holding of dual positions is prohibited? Setting up standards for promotion and "promotional increments" is laudable and shows progress, but the measuring process will need more investigation than has yet been done to be entirely accurate and just.  

Efforts to develop rating scales are not new but, so far, have met with little success. The most comprehensive and embracing study consulted on techniques for the measurement of teaching efficiency was that of Tiegs.  

He compares and analyzes all of the studies worthy of note, at this time, Boyce, Connor, Crabbs, Brueckner, Knight, Meriam, et al., and comes to the conclusion that much has yet to be solved and investigated, and that correlations derived are not high enough between any one factor and teaching ability to prove anything. He agrees substantially with Knight when he says that "...on the whole, interest in one's work is the dominant factor of success."  

Since "wherever mediocrity is entrenched, great courage (and investigation) is required if new levels of achievement

8. Kandel, L. L. op. cit., p. 188.  
9. Tiegs, Ernest Walter. An Evaluation of Some Techniques of Teacher Selection,  
10. Knight, Frederic Butterfield. op. cit.,  
11. Ibid., p. 30.
are to be obtained,"\(^{12}\) it will be necessary to develop entirely valid and reliable measures of teaching success and ability before very much can be done to improve existing conditions.

**Selection of Teachers**

Since administrators attempt to base their selection of teachers on elements that make up success or failure in teachers, the dividing line between factors considered in the selection of teachers and the factors that occasion success and failure is a thin one. It might be well to preface this section with some statements by experienced educators in this field.

Coffman states in regard to teacher selection, "if we knew how to pick or choose teachers it is conceivable that we should not need to spend so much on the supervision of teachers after they have been employed."\(^{13}\) Ryans tells us that

"the selection of teachers...presents a formidable and sometimes perplexing problem for employing superintendents for selection officers, who must be familiar with the different approaches to the study of teacher qualifications and who must recognize the significance of each in contributing to successful selection."\(^{14}\)

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What recourse does the superintendent then have to build up his teacher stability if he conscientiously applies as many of the elements mentioned in Chapter IV as he is able? The answer seems to lie in the careful selection of his teachers. He should judiciously screen prospective teachers and strive to select those who will be amenable to the obligations incurred, and will have more than just a transitory interest in his system. By this screening he may in some measure decrease his rate of turnover and increase the stability factor of his system. Again it is mentioned that this is not to be an end in itself, i.e., striving for a low turnover rate, as there are other equally important objectives in the educational process; but by being acutely conscious of this factor when selecting teachers, the benefits derived from required qualifications cannot help but carry over into other desired objectives.

The present situation of a shortage of qualified teachers is again brought to our attention. The administrator today is not always in a position to "select." He takes whoever can meet minimum qualifications and is happy to employ them. Due to this same situation, incompetency in the classroom must sometimes be ignored "pro tempore" as there are no replacements.

Recent salary adjustments have done much to curb this unsatisfactory situation. Competent ex-teachers are being attracted back to the profession and promising college
graduates are answering the urgent call for more teachers. This is a gratifying response, but brings relief only to those systems that can afford this "attraction." Poorer communities must still struggle along with inefficient instruction and inadequate facilities in this land of "equal" opportunity.

Assuming that this situation will one day be improved and the administrator will be able to exercise again his prerogative of selecting teachers, in the strict sense of selection, what qualities should he consciously and conscientiously seek?

Ryans lists the following traits as most commonly used for teacher selection: (1) personal and social characteristics, (2) intellectual abilities and accomplishments, (3) instructional efficiency, (4) experience, (5) training, (6) potentialities for professional growth, and (7) physical fitness. On the negative side it is noted that the lack of these traits in some degree will be the essential cause of teacher failure.

In using these traits as criteria, the superintendent bases his selection through the use of records, tests, observation, and interviews. Of the foregoing items, observation, records, and interview are routine and commonly

16. Ibid., p. 335.
used, but testing or examining an applicant is not generally practised though it is recognized by many educators as reliable. If used, however, it must be used wisely as it is a well-known fact that a vast amount of knowledge is no indication of the ability of an individual to present or teach this material. Therefore, not one but a combination of many methods of selection must be used in the proper choice of teachers.

Ferguson lists the following general traits that superintendents look for, therefore notice the lack of, when they are selecting teachers: (1) personal qualities favorable for success in teaching, (2) attitudes that identify the teacher as a member of a great profession, (3) breadth of general education, and (4) wideness of a functional type of preparation for his work as a teacher. These are essentially contained in those of Ryan's, perhaps less clearly stated. Ferguson continues in the same vein that those who are being sought are

"new teachers who have had rich educative experiences beyond the academic shades. Travel, summer employment in other fields, community work, church work, . . . these contribute so vitally to the general education of the teacher." 19

He is looking for a teacher that demonstrates considerable "know how" in his calling.

Emotional Stability

The generalization is often made concerning teachers, especially elderly women teachers, that they tend to be emotionally unstable, and that this condition will have an adverse effect upon the children committed to their supervision.

In a study of emotional instability of teachers and pupils, Mecham could find no definite proofs to affirm such assertions. His problem was first to determine what teachers and what pupils were emotionally unstable, a highly subjective and inconclusive study in itself, then to observe the degree of adverse or beneficial influence exerted by the teacher. Subjects for this project were selected by special tests. The conclusions of the study were,

"Although a relationship exists between the emotionality of teachers and their pupils, relatively large groups of teachers and children must be studied to find a consistent and reliable relationship."

and further,

"A knowledge of the emotionality of an individual teacher may contribute to an evaluation of her teaching or a prediction of her success if she is a beginning teacher."

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21. Ibid., p. 4.
afflicted with a radical emotional condition, should be dis­
couraged and not recommended for the teaching profession,
preferably before they have embarked on that career. This
should not be an immediate "de facto" exclusion, however;
before they enter the profession some remedial and thera­
peutic aids should be applied to correct the condition. If
the condition develops later when the teacher is well along
in his profession, "it seems that the interests of the pupils
(and teachers) would be served by removing the influences in
the lives of teachers which tend to cause them to be emotionally
unstable." 22

This highly subjective factor should not be the basis
for a refusal to a position or dismissal from one until the
apparent adverse effects outweigh the salutary effects on
the pupils.

Application to This Study

By considering "incompetency," "dissatisfaction with
staff," "dissatisfaction with community," "unprofessional
conduct," and "emotional factor" as causes for failure in
any given system it will be seen that this totals to 15.94
per cent of the turnover in this study and would thereby rank
second among causes.

As has been brought out before, many of the reasons

22. Mecham, George P. op. cit., p. 5.
that cause teacher failure are controllable by the individual. Therefore, the high percentage of "failure" is not a condition for which the system and administration are completely culpable.

This study indicates that causes of turnover contributing to a teacher's failure in a system are of relative major importance and should be given due consideration if any remedial steps are taken.

When the time comes that a teacher, in order to be employed, must have and display the qualifications and attitudes discussed in this chapter, instead of simply presenting a certificate that states, "qualified to teach ____ grades," then a great accomplishment will have been made in making the profession attractive to the most competent and desirable individuals, and turnover rates and stability factors will consequently show an improvement.

Summary

1. A teacher's tenure is dependent on elements beyond his control.

2. There is no definite scale by which teacher success can be measured.

3. There are many contributing factors to teacher success.

4. In general, teachers fail because of poor discipline, lack of skill, lack of interest, and poor personality traits.

5. Teacher failure could be in a large measure controllable.
6. Proper teacher selection demands a well-founded knowledge of qualities related to success and failure of teachers, and of the emotional characteristics of individuals.

7. In this study, all the causes of turnover that contributed to failure amounted to 15.94 per cent; this total would rank second among causes for turnover of teachers.
CHAPTER VI

SUMMARY OF FINDINGS AND RECOMMENDATIONS FOR THE IMPROVEMENT OF RATES OF STABILITY AND TURNOVER

As stated at the outset, the fact that rates of turnover are generally high, prompted the author to see just how high they were in the small high schools of Arizona, where it is generally believed turnover is higher than in larger schools. It was thought to be of further interest to investigate the specific reasons behind the turnover of teachers in these schools. From the data obtained, the following conclusions are drawn and recommendations made.

Amount of Turnover

During the ten year period, 1937-1938 to 1946-1947, 987, of a total of 2,429 cases considered, made at least one change within the small high school category. This represents a mean annual turnover of 40.05 per cent. This amounts to a small increase in mean annual turnover as computed in a similar study for a similar grouping of schools during the period 1937-1940.

In general this rate is no higher than that of several other states that have been studied, but it is higher by far than others. It is believed that no matter how predominant these rates might be in several states, they still are admittedly high, especially in view of the fact that
much of such turnover is avoidable. A comparison made with other states where turnover is relative low will form the basis for some recommendations.

The high schools studied reflect a wide variation of rates of turnover which indicates that some communities have more cause for concern than others over this condition. The extreme case of a mean annual turnover of 58.41 per cent was higher than any other case in a comparable category of all the studies consulted. The lowest case of 29.65 per cent in this study was even higher than the highest rate for a similar area in New York State. It was further found that districts that have mining as a sustaining industry show a lower degree of turnover than those that have other sources of income.

Causes of Turnover

The results of this limited study were not substantially different from findings in related studies. It was found that the cause reflecting the highest percentage was "advancement in teaching." "Marriage" was next, then "desired change in locality," "other," "advancement in other fields," "incompetency," "left the profession," "military service," and a few others.

In several of the related studies consulted, "marriage" ranked slightly higher than it does here. However, by

considering the causes, "incompetency," "dissatisfaction with staff," "dissatisfaction with community," "unprofessional conduct," and "emotional factor" as simply "failure," the total of these percentages would rank "failure" third. The result would then be little different from other comparable groupings.

The accuracy of these rankings and reasons is dependent on the accuracy of information submitted by the superintendents and principals of the schools concerned. An overlapping exists among the various causes, but they all have a logical relationship, and it is believed that the results reflect a relatively accurate picture of existing conditions.

Stability of Teachers

On a scale with 1,000 points denoting perfect stability, the small high schools of Arizona have relative rankings from a high of 95 to a low of 12. This condition logically demands some attention and correction so that teacher stability may be increased. This may be accomplished by:

1. Providing for the mental and physical health welfare of teachers,
2. Adjusted salary scales,
3. Pleasant and cooperative teacher-community relations,
4. Equitable work loads.

2. Cf., Table VI, p. 32.
5. Provisions for adequate living accommodations designed for the individual rather than a group,
6. Provisions for some type of non-statutory tenure where work is found to be satisfactory.

Teacher Failure

The chief causes of teacher failure are poor discipline, inability to cooperate, lack of skill in teaching, weak personality, lack of interest, and other less frequently mentioned reasons.

In contrast with teacher failure, the chief causes of dismissal are incompetency, insubordination, neglect of duty, marriage, immorality, abolition of position and other less frequent ones.

The causes for dismissal are in a large part controllable which is not the case where failure is concerned.

Measuring Success and Selecting Teachers

As yet there has been perfected no definite instrument to measure the degree of teacher success. Where statistical measurements may in some degree be computed there are found correlations between certain qualities related to success and the teacher's ability. The correlations are too low, however, to be conclusive or of much value as a prognostic aid.

In general the causes contributing to teacher failure are: (1) lack of discipline over pupils, (2) weak personality,
(3) lack of skill in teaching, and (4) lack of interest. Therefore, a superintendent will look for such qualities as
good discipline, skill, interest, and pleasing personality
when selecting his teachers.

No definite assertions may be made concerning the
amount of adverse effect an emotionally unstable teacher
has on his pupils, nor does any instrument exist by which
one may accurately determine emotional instability where
such a condition is latent.

Recommendations

1. Tenure Legislation: Do the findings of this study
warrant a positive recommendation for teacher tenure?
Would "indefinite tenure" be a solution to high rates of
turnover and low stability factors? These questions are of
added interest in this state since the Arizona Education
Association is contemplating the initiation of tenure
legislation in the relatively near future.

In resolving these questions, it will be necessary to
review briefly the principles of tenure, their applicability
to this situation, and their implications.

a. Arguments Pro and Contra: Tenure is derived
from civil service principles, but, as Scott tells us,
tenure's objective may not be as worthy as that of civil
service. He says, "Protection is a secondary aim of civil
service and the major aim of indefinite tenure. The implication is that merit governs the principles of civil service more than it does those of tenure.

The following are accepted and basic arguments for tenure:

1. It provides for easy dismissal of incompetent, inefficient, or insubordinate teachers,
2. It protects teachers from political, social, or other unprofessional attacks,
3. It relieves teachers of anxiety over possibility of failure to secure re-election,
4. It decreases turnover and stabilizes the profession,
5. It attracts able and competent people to the profession (by increasing its dignity and safety),
6. It encourages professional growth; increases fidelity, efficiency, and initiative.

Those opposing tenure claim that:

1. It protects and harbors incompetency by making it so difficult to dislodge employees. A better term for it might be "lodgment" rather than tenure,
2. There is no incentive or stimulation for professional growth which results in a static or even deteriorating situation,

4. Ibid., p. 50.
3. From the legislative aspect, there is no provision for control of entrance to the profession.

b. Tenure in Practice: On the college level it is found that tenure has been indorsed and apparently adopted by the American Association of University Professors as is set forth in their statement of principles for 1940: "... after the expiration of a probationary period teachers or investigators should have permanent or continuous tenure." Such a statement does not appear in the statement of principles of 1925. It is further noted that from 1940 to 1946 there has been a slight decrease in the number of cases of dismissal dealt with. This may or may not be due to the prevalent practices of tenure.

In 1934 Scott shows that fourteen states had indefinite teacher tenure laws, adoption dating back as far as 1906.

In a nationwide survey on this subject made by Anderson in 1941 "Twenty-four states reported having some law, whether state-wide or not, providing for employment of teachers or administrators beyond the annual contract."

Frances Jelinek, Chairman of Committee on Tenure for

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6. Ibid., p. 117.
National Educational Association reports in 1944 says,

"one-fourth of the states have state-wide tenure laws covering certain cities or counties; about one-eighth have some form of continuing contract law. This adds up to five-eighths of the states with some provision for security of employment of teachers." 9

It may be observed that teacher tenure legislative practices have increased over the years, but not by leaps and bounds. A further analysis of the problem shows that the type of tenure legislation varies from state to state and even within states. This fact plus the restraint with which the country as a whole is accepting tenure indicates that it has not become an accepted and established policy as yet. One of the chief reasons for this slow acceptance is the fact that the process of tenure entails relatively complex legislative procedures and court hearings rather than simplified school board actions.

It is not the purpose of this discussion to go into court decisions on tenure; suffice it to say, courts will tend to uphold the "spirit of the law" rather than individual merits of the case, oftentimes.

Scott's conclusion is quite appropriate,

"...studies thus far made of the problem have established no scientific bases for either the affirmative or negative claims of tenure; and it is doubtful whether scientific research can ever settle the issue." 10

c. Applications to This Study: From an analysis of the causes of turnover, as well as the amount, that are brought forth in this study, there seems to be no basis on which to claim that tenure would be a great stabilizing factor and corrective measure, since the vast amount of causes of turnover are derived from the individual's volition. This does not mean to presume that tenure would be of no value, or would be detrimental.

2. Other Recommendations: It is felt that equalization of educational opportunities as it concerns both the child and the teacher will be an outstandingly effective measure in correcting unsatisfactory situations uncovered by this study. The following specific points could bring this about:

a. Provide Federal aid for education so that in some measure, at least, rich and poor districts would be done away with and instructional aids, techniques, salaries, and opportunities would be equalized.

b. Continue investigations in the field of measuring teacher success and adopt measures proven valid.

c. Establish definite programs of teacher welfare in communities.

d. Establish free health benefits for teachers within systems.

e. Provide means for elimination of undesirable, prospective teachers before they enter the profession.
f. Establish supervisory practices that contain remedial procedures and programs for teachers.

g. Equalize teacher loads.

h. Provide for adequate and attractive living accommodations.

i. Initiate the practice of long term or indefinite contracts for satisfactory services.
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## Appendix

### Sample Questionnaire

**Reasons for Teachers Leaving System**

*1937-1938 to 1946-1947*

<table>
<thead>
<tr>
<th>Names of Teachers</th>
<th>Advancement in teaching</th>
<th>Advancement in other fields</th>
<th>Incompetency</th>
<th>Dissatisfaction</th>
<th>Locality</th>
<th>Dissatisfaction with community</th>
<th>Health factor</th>
<th>Emotional factor</th>
<th>Low salary for living</th>
<th>Unprofessional conduct</th>
<th>Left profession for marriage</th>
<th>Military Service</th>
<th>Unknown</th>
<th>Other</th>
<th>Remaining in system</th>
<th>No reason filled</th>
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An X is placed in the appropriate column after a teacher's name.