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PORTLAND  
*City Club*  
BULLETIN

Crystal Room » Benson Hotel  
FRIDAY . . . 12:10 P.M.

PORTLAND, OREGON — Vol. 28, No. 5 — JUNE 6, 1947

## The TEACHER SHORTAGE in PORTLAND

A report by the committee authorized by the Board of Governors under the Section on Education and Recreation.

To be presented by JOHN J. COUGHLIN, JAMES T. HAMILTON,  
RANDALL B. KESTER, and HENRY J. DETLOFF, Chairman.

The presentation of this report will be the special order of business at this week's meeting. It is expected that a considerable amount of discussion will follow the committee's account of its research procedure, its findings, and its recommendations. The very nature of the research method followed by the committee made the City Club's concern with the problem of the teacher shortage widely known, and from many states and from Alaska and Hawaii have come requests for copies of the study to be considered today.

No report within the year has aroused so much excitement or stimulated so much speculation. Administrators of school affairs, teachers, parents, and all others interested in basic problems of our educational system will find the report seriously interesting and challenging.

### ELECTED TO MEMBERSHIP

DR. JOHN M. PIERSON, *Physician.*

Proposed by Richard M. Steiner

**NOTICE** • There will be no meeting of the City Club June 13, the date of the Rose Festival Parade. Next meeting, June 20, when the speaker will be M. RAOUL BERTRAND, Consul General of France.

### PROPOSED FOR MEMBERSHIP AND APPROVED BY THE BOARD OF GOVERNORS

If no objections are received by the Executive Secretary prior to June 20, 1947, the following applicant will be elected:

PHILIP A. BRIEGLER

Div. Forest Management Research, U. S. Forest Experiment Station.

Proposed by Thornton T. Munger.

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*"To inform its members and the community in public matters and to arouse in them a realization of the obligations of citizenship."*

## THE TEACHER SHORTAGE IN PORTLAND

TO THE BOARD OF GOVERNORS  
OF THE CITY CLUB OF PORTLAND:

Your committee assigned to study the problem of teacher shortage in the Portland schools has divided its report as follows:

1. *Is there a teacher shortage in Portland?*
2. *Why have teachers left the Portland schools?*
3. *What needs to be done to make teaching in Portland more satisfying?*

### I. IS THERE A TEACHER SHORTAGE IN PORTLAND?

In view of the widespread national attention now being given to the teaching problem the answer to such a question may seem obvious. It was the desire of the committee, however, to determine insofar as possible how the general shortage was affecting the Portland schools. The committee, for example, could find no evidence that classrooms were empty because personnel could not be found to attend them. But what are the effects of the shortage on the quality of personnel and the kind of education available to the children and youth of Portland? Fully aware that such evidence is difficult to reduce to an objective basis, information was sought on the following three aspects of the problem:

*Is the shortage resulting in increased class size?*

*Is there evidence of a decline in the quality of teaching personnel?*

*Is there evidence of an increased rate of staff turnover?*

#### **Class Size**

The committee found no evidence of increasing class size. In fact some improvement has been made in the elementary schools relative to reduction in proportion of large classes during the past two years. The following table shows the number and percent of classes in the elementary schools (data for the high schools was not available) of forty or more pupils and the average class size:

Year	Number of classes	Number of classes of 40 or more	Percent of classes of 40 or more	Average pupils per class
1935-36.....	838	148	17.7	34
1936-37.....	840	107	12.7	33
1937-38.....	868	93	10.7	31
1938-39.....	798	59	7.4	32
1939-40.....	762	58	7.6	31
1940-41.....	746	56	7.5	32
1941-42.....	736	110	14.9	33
1942-43.....	54	164	19.2	35
1943-44.....	907	93	10.3	33
1944-45.....	942	70	7.4	33
1945-46.....	940	33	3.5	32
1946-47.....	948	65	6.9	32

This report will give later consideration to the problem of class load as it is influencing teacher morale, but there is no evidence that present class size is caused by the inability to get teachers. Whether the present tendency to reduce the number of large classes can be continued, however, is doubtful. Portland, in common with school systems in the nation, faces increasing enrollment as the flood tide of war births reaches the schools. This, together with a continued short supply of teachers and restrictions on building construction, will likely reverse the favorable trend of the past two years (see Note 1). This is and may become a serious factor in the holding of teachers.†

(1) In 1950 because of war time increases in births it is estimated that 69,000 more teachers will be needed in the elementary schools of the nation than were employed in 1945. Yet in the past six years, 350,000 qualified teachers have left over and above losses expected from normal causes. The nationwide crisis is heightened and rendered more serious by the declining proportion of college students electing to enter the teaching profession. In 1920, there were 22 percent of all college students enrolled in teachers colleges. In October 1945 only 7 percent of the college population was in teachers' colleges, and many of these were not taking courses in teacher preparation.

### Changes in Staff Quality

Objective evidence on changes in the quality of the teaching staff resulting from the general shortage was difficult to get and what was obtained supplies no clearcut basis for assuming a serious staff deterioration.

The committee sought evidence as to whether or not there was a trend toward an unbalanced proportion of older teachers because of the lack of new recruits into the teaching profession. The age distribution for the current year is more favorably balanced than it was in 1943.

#### Elementary Schools

Age.....	20-25	26-30	31-35	36-40	41-45	46-50	51-55	56-60	61-65
1943 (%).....	.13	.66	2.8	6.8	15.6	22.7	22.8	19.6	8.9
1947 (%).....	3.4	5.6	8.3	13.9	13.6	15.9	16.4	15.5	7.5

#### High School

1943 (%).....	2.4	6.2	12.2	20.6	18.0	21.7	12.4	6.4	
1947 (%).....	3.2	5.6	11.1	10.1	14.5	16.5	15.6	16.8	7.0

Similarly, the proportion of men to women on the teaching staff has not suffered from the teaching shortage. The proportion has been remarkably stable over a period of years.

Year.....	1915	1920	1925	1930	1935	1940	1945	1947
% Men.....	15.5	15.2	13.08	15.59	17.42	19.7	15.36	17.6

Other objective evidence as to trends in the quality of the teaching staff such as changes in preparation measured by college credits or in number with emergency certificates, was not available for comparative periods. There have been some revisions made in entering qualifications but these do not necessarily signify a lower teaching quality. More important to teaching results are less tangible factors which influence the enthusiasm and hopefulness of the teacher.

### Staff Turnover

The main impact of the present teacher shortage on Portland aside from the less tangible factors to be considered later is reflected in the increased staff turnover. Resignations, exclusive of retirement, were ten times greater last year than they were in 1939. The following table shows the number of resignations and their proportion to the entire teaching staff.

#### Resignations Exclusive of Retirement

Year	Number of Resignations	Total Teaching Staff	% Resigned
1938.....	27	1578	1.71
1939.....	16	1574	1.02
1943.....	39	1533	2.54
1944.....	38	1664	2.28
1945.....	74	1699	4.36
1946.....	185	1745	10.6

The chief significance is not the number of resignations but the trend. Portland is common with many school districts is facing an expanding enrollment because of population increase and added war-time births. This means more teachers. The need for more teachers as well as an increased need for replacements makes a heavy recruitment problem in the face of growing competition. Difficulties will increase if abnormal replacements are necessary because of too many resignations caused by unsatisfactory conditions.

To summarize: the effect of the national teacher shortage on the Portland schools so far has not resulted in increases in class size, in the proportion of older teachers, or in a decline of the proportion of men. The chief measureable result which your committee discovered is the increasing number of resignations and the mounting contingency that desired replacements may not be found under conditions of increasing competition.

## II. WHY HAVE TEACHERS LEFT?

In an effort to determine why teachers had left, 225 questionnaires were sent to former members of the teaching staff of the Portland Public schools who had left their positions during the last two years. Replies were received from 114.

These were classified according to the contractual status of the employee and the level of teaching as follows:

TABLE 1.

CONTRACTUAL STATUS			LEVEL OF TEACHING		
	Number	Percent		Number	Percent
Assigned substitute (2)...	62	54.4	Elementary.....	74	64.9
Probationary (3).....	30	26.3	High School.....	35	30.7
Tenure.....	22	19.3	Adm. and Supervisory....	5	4.4
Total.....	114	100	Total.....	114	100

The following table shows what has happened to these people since leaving Portland:

TABLE 2.

	Number	Percent
Teaching elsewhere.....	52	45.6
Employed in other lines of work.....	22	19.4
Not now employed.....	40	35.0
Total.....	114	100

Attempt was made to find out by means of the questionnaire what changes have occurred in financial status of those who had found employment elsewhere. The breakdown is as follows:

TABLE 3.

Amount of Yearly Increase in Income	Employed in Teaching		Other Employment	
	Number	Percent	Number	Percent
None.....	13	25.0	8	36.4
\$100 to \$199.....	6	11.5	1	4.6
\$200 to \$299.....	5	9.1	....	....
\$300 to \$399.....	7	13.4	....	....
\$400 to \$499.....	3	6.0	....	....
\$500 to \$999.....	12	23.0	3	13.6
\$1000 to \$1499.....	5	9.6	3	13.6
Over \$1500.....	....	....	4	18.1
50%.....	....	....	1	4.6
100%.....	....	....	1	4.6
130%.....	....	....	1	4.5
Over 200%.....	1	1.9	..	....
Total.....	52	100	22	100

It will be noted that about a third of those who left Portland and continued in the teaching field increased their annual income by \$500 per year or more and a larger proportion of those who went into other fields of employment so increased their annual income. It should be noted also that the greatest proportion continued in teaching after leaving Portland.

In developing the questionnaire the committee gave consideration to the problem of the best form to use in attempting to find out why teachers had left Portland. Should the questionnaire provide a list of possible reasons for leaving which could be checked? Such a method had the advantage of easy tabulation but it was not followed because it was thought that it might be suggestive and would, therefore, diminish validity. Instead the questionnaire asked the single question: "What reasons led to your leaving your Portland position?"

(2) Assigned substitutes have no legal contracts but are employed on a year to year basis by administrative action.

(3) Probationary teachers are employed for a three-year period on an annual contract basis. At the end of the three-year period if their work is satisfactory they are placed on an indefinite tenure basis.

### Primary Reasons for Leaving

On the basis of the answers to this question it was found possible to make a clear distinction between the chief or primary reason for leaving and secondary reasons. The primary reasons for leaving have been grouped as follows:

TABLE 4.

	Number	Percent
Unsatisfactory working conditions . . . . .	39	34.2
Financial returns insufficient . . . . .	34	30.0
Personal and family circumstances . . . . .	32	28.0
Lack of public interest and support . . . . .	5	4.3
Climate . . . . .	3	2.6
Retired . . . . .	1	0.9
Total . . . . .	114	100.0

Responses to this question were further broken down on the basis of the following classifications: teaching level, contractual status, sex, and number of years of service in Portland. The percentage of teachers in each of these classifications who gave one of the first three reasons as their primary reason for leaving is as follows:

TABLE 5.

#### Teaching Level

	Elementary Percent	High School Percent	Administrative and Supervisory Percent
Unsatisfactory working conditions . . . . .	36.4	27.7	28.5
Financial returns insufficient . . . . .	21.6	41.6	42.9
Personal and family circumstance . . . . .	36.5	11.1	14.2

#### Contractual Status

	Assigned Substitute Percent	Pro- bationary Percent	Tenure Percent
Unsatisfactory working conditions . . . . .	35.6	31.4	43.4
Financial returns insufficient . . . . .	25.4	25.4	43.4
Personal and family circumstance . . . . .	37.2	25.7	4.0

#### Sex

	Male Percent	Female Percent
Unsatisfactory working conditions . . . . .	32.4	40.0
Financial returns insufficient . . . . .	51.3	17.5
Personal and Family circumstances . . . . .	5.4	37.5

#### Length of Service in Portland

	0-5 years Percent	6-10 years Percent	11-15 years Percent	Over 15 years Percent
Unsatisfactory working conditions . . . . .	34.3	50.0	25.0	44.4
Financial returns insufficient . . . . .	27.0	37.5	75.0	11.1
Personal and family circumstances . . . . .	37.5	12.5	....	11.1

Insofar as generalizations can be made from a small sample, the above indicates that unsatisfactory working conditions are more widely felt on the elementary than on the high school level. It also indicates that these conditions are important sources of dissatisfaction not only among the assigned substitutes but among the probationary and particularly among the tenure teachers.

Insufficiency of financial return is most keenly felt by the men teachers and among the high school and supervisory groups. However, the newer teachers in the system who are on lower salaries do not feel this insufficiency more than do the older ones. Teachers on tenure gave inadequate salaries an equal rating with poor working conditions.

Family and personal circumstances as a primary cause of leaving was a factor which was strongest among assigned substitutes, recent employees and women teachers.

It is significant for the teaching group as a whole that over one-third indicated that unsatisfactory working conditions, other than salaries, were the primary reason for

leaving. A further breakdown as to what these unsatisfactory conditions were is as follows in a descending order of frequency:

1. Poor classroom conditions.
2. Administrative injustices.
3. Abolition of Kindergartens.
4. Lack of future in Portland.
5. Uncertainty of contractual status.
6. Poor *esprit de corps*.

The following comments taken from the questionnaires amplify some of these complaints:

1. "A Portland teacher is burdened by excessive 'red-tape,' continuous committee work, strife between teachers' organizations, dissention of policy, a restricted and narrow opportunity to progress in a teaching career, and a very slow increase in salary. People at the beginning of their teaching career in Portland, must come to decision after one year whether or not they wish a narrow reliable rut and mediocre salary advances yearly, or a chance to expand income and step to new positions and new fields where there may be promise of self-development. Young teachers are not encouraged to be experimental or to exercise initiative because they experience rebuffs and jealousies from those elderly teachers secure in their tenure and cemented in their pedagogic policies. The young teachers can easily see the narrow horizon allowed them by the attitudes of their older colleagues and quickly settle into an ignominious routine which stagnates their teaching."
2. "When kindergartens were discarded, it left me a good opening to leave without feeling I was leaving a job half done. The omission was not mine. In other words, I had had a conscience about leaving when help was short, but this last summer I lost all feeling of obligation."
3. "The teachers had no respect for the administrators in the superintendent's office. They felt the supervisors had secured their positions through pull and not through ability. No democratic procedures were followed in the superintendent's office — but they were expected on the part of the teachers! Co-operation was merely a front. This led the teachers to feel that all they needed to do in their jobs was to do enough to get by — no initiative was ever rewarded."
4. "Several reasons — basically it could be called lack of public support and interest. I think it is self-evident you must have public support before such things as buildings, equipment, salaries, etc. can be taken care of. As I recall, in the Spring of 1945 a state apportionment bill was defeated at the polls. I realized then that the general public was not interested in raising the standards of the schools and the teachers. It seemed to be an accepted fact that a teacher was supposed to do something on the outside to supplement his regular income. This condition didn't exactly lend to the dignity of teaching. The schedule of annual increments (\$90.00) was so small it was ridiculous. To reach the maximum was a long, discouraging process."
5. "I feel that in my case I did not receive the proper co-operation. I had an extremely large room and the problem of discipline was one that worried me all of the time. I had talked with the principal about this and was told that that was my job. Most of the other teachers complained of these same conditions. At the present time I am teaching outside of the city and find conditions much better."
6. "I believe that I would probably still be in Portland were it not for an injustice. Last fall, I completed arrangements for teaching in Portland by telephone. My experiences were written down and I was offered a position on the salary schedule at \$1900. In November they found that on the basis of a 1941 application, I had only one year's experience. So without a question I was placed on the schedule at \$1700 by official action of the board. Within a week I had a notarized statement in as to my experience, but to no avail. They were very sorry but nothing could be done about it."
7. "Working conditions were poor. The nervous strain was too great in relation to the compensation. Necessary equipment for successful teaching was not provided."
8. "The fact of my living in a trailer house (as I was unable to find an apartment) caused the board to consider me a non-resident and so I was told I would have to pay tuition for my three children. The tuition cut down my salary so much that it seemed advisable to teach in the country where I would not have the tuition and other expenses incident to living in town. I was being paid the top salary for beginning teachers since I am a college graduate with an additional year of training in education."

9. "Under present conditions there is no prestige in being a school teacher, especially for a young man. From a monetary standpoint there is no advantage in obtaining higher degrees. Assuming that one must go four or five summers to obtain an advanced degree, one finds that he must pay out the tuition, he must support his family during the summer, and he must forfeit the wages he would otherwise be earning. At the differential of merely one or two hundred dollars per year it would take one at least ten years to break even with what he would have earned during those summer months."
10. "There are too many petty jealousies, bickering and politics involved in the so-called 'profession'. Even for little gains, a fight must be carried on tooth and toe-nail."
11. "I liked the staff of teachers but we all would have been happier had there been some discipline in the school and someone really and truly for us. To me it seemed that the children could do as they pleased, but the teachers were not capable of doing anything without being told or first asking permission. College graduates are not needed to teach in that type of school. A person would just need to be a puppet, polish the apple a little, and his job would be secure. I wish with all my heart that I could wipe out of my life that one year of teaching in Portland."
12. "The system was so wound up with a system within a system, that it was impossible to get any satisfaction on a lot of matters that were of extreme importance to us teachers. The schools — at least the elementary schools — were so rigid in their type of disciplining. When it comes to passing through the halls — boys on one side and girls on the other — it seems that it is about time to learn that this is a modern age. The principal I had was as fine and understanding as any I have ever seen. He was something that was at least real and sensible."
13. "My main reason for leaving Portland was the feeling that it was quite old fashioned. By this I mean lack of modern methods and equipment and an attitude of rather smug satisfaction that conditions were such. I figured that a city the size of Portland would have schools in good condition, a fair amount of supplies furnished and a general efficient organization. Instead I found myself in an old unattractive building (even old buildings can be neat and clean) surrounded by teachers who had taught for years and were most contented in their now out-dated teaching methods."
14. "I was not convinced that the people stood side by side with the teaching profession, not only for proposed increases in wages, but for all-over betterment of conditions which would give the future citizens a chance to get the most and the best out of the schooling they receive."
15. "Portland schools cannot expect to have teachers return to their system until they have better facilities in all subjects. Certainly, I don't want to return and teach physical education under the unfavorable conditions now. The only teachers that will stay are those that seek security through their tenure plan, or those that possibly are not as ambitious and don't consider the pupil's welfare as much as they should. It was most depressing to try and get a few improvements for the youngsters but to no avail. If one is ambitious and wants to work hard with youngsters and try to show improvements, it's like the old proverbial beating of your head against a wall. Of course, one must take into consideration that all schools are crowded and conditions are not as they should be. But Portland, the largest system in the state, should be first instead of behind in such things as facilities, salaries, equipment, etc."
16. "Many teachers would like better run schools, but are afraid to say so. Often one will tell of the terrible condition in her school, then hastily add,—Please don't repeat this—after all, I make my living here. In addition the administration sent a letter around asking teachers not to talk about these conditions. So I doubt if you get the information you seek through the questionnaire. If you are concerned about the schools, really, visit the upper grades during class times. We still have some teachers who are battling to actually teach school. If you make enough visits you'll find these, too. But visit, find out for yourselves. It's time the people of Portland did something about their schools."
17. "The immediate causes: noise, confusion, poor equipment. Surging mobs of youngsters making as much noise as possible with no respect for property or for others. No opportunity to relax and get a deep breath — always a room full of (students) — not too studious."
18. "Reasons for leaving: undemocratic procedures in central office, a semi-military line and staff organization in which staff members are not permitted to talk to others than their immediate superiors, attempts to control the educational philosophy

expressed by staff members. I quote from official statements: 'Requests for the council of other members of the superintendent's staff should be made through your immediate superior and through him alone.' 'We must accept the point of view and philosophy of the administration and present a united front to the public, but especially before teachers and principals.' *A common point of view in education is something to be achieved through democratic processes and should not be imposed from above.*"

19. "A growing sense of futility in my work: the administrative positions in the Portland system have become so over-laden with red tape and non-vital clerical tasks, that one has no energy left to deal with the real problems of education.

"There is an increasing sense of impersonality about the whole system: the trend seemed to be — we hired you to do a job, if you don't hear from us, you can assume that your work is satisfactory, if you do hear, you are in serious difficulty, and we'll fire you or let you resign. The impersonal and apparently unappreciative attitude toward employees is too common among the "top-rank" administrators. I would say that while the administrative staff (in the central offices) is professionally able, it is relatively weak in the field of personnel relations."

20. "I find it impossible to attain my personal standard of achievement under the conditions that now exist for teachers. I feel that in order to be a good teacher one must first be a real person with many interests which enable the teacher to enjoy, or at least understand, what the children enjoy. I was losing the fight. Some of the reasons: nervous tension — inevitable in constant contact with groups of partially trained, immature people, but aggravated by large groups (each child over 40 counts for 5), noon duty (teachers need full hour away from children), no recess periods (in most buildings 5 minutes would help). Isolation and segregation — teaching is a cloister without the religious satisfactions. Confused aims and policies — doubts about salaries, working conditions, educational policies poison the many benefits that teachers have received. Unsympathetic attitude of public and press."

21. "After my return from the armed services the administration failed to grant me, despite my properly channelled protests, the salary increment in keeping with the promise that such service would be counted toward teaching experience and consequent salary increment. I realized that to acquire this increment would necessitate persistent and exhausting efforts similar to those I had to exert for three years to get approximately \$300.00 back-pay due me because the officials had placed me one step lower on the salary scale than I should have been.

"My extra-curricular duties, clerical drudgery, curricular revision work, and advanced university study handicapped me in my class preparations and sapped my teaching energy.

"The continuous increase in class enrollment, the inadequacy of classroom equipment, the undesirable classroom conditions such as bad ventilation, dim lighting, poor acoustics, obsolete maps and supplementary reading material made instructing often uninspiring and depressing. Three of the principals under whom I taught belittled or sabotaged, as far as they dared, the guidance set-up, which I believe, if properly devised and wisely administered, should become progressively vital to our educational system.

"The principals, contrary to the democratic principles of the superintendent, tended to remain dictatorial, directly or indirectly refusing to let teachers share in making school policies. As a result, there continued to loom among the teachers the old-fashioned fear that they would lose favor of the principals if they should offer disapproval or adverse appraisal of any school policies. That those teachers, many of them brilliant, who placed the concerns of school and pupil first and unselfishly pioneered and vigorously promoted desirable reforms in education were usually badgered by principals and even higher administrators, of course, verified and more deeply ingrained this fear.

"It became incredibly exhausting to maintain desirable or constructive classroom discipline because the discipline in the Portland schools, as a whole, has degenerated in the past 15 years to a laxness detrimental to American democracy. School discipline should foster sturdy self-reliance, integration of personality, moral and spiritual stamina, and social understanding and participation — a discipline which makes American citizenship a privilege, not a license."

### **Secondary Reasons for Leaving**

In addition to the primary reasons given for leaving positions in the Portland schools much mention was made by those answering the questionnaire of unsatisfactory conditions which contributed in a secondary way to the desire to leave. These are listed below in descending order:

- Poor equipment and other physical facilities.
- Excessive class loads.
- Unconcern of central administrative staff with satisfying personnel relations.
- Poor student attitudes and discipline problems.
- Gossip, petty jealousies, and bickering among fellow workers.
- Poor morale.

In presenting this analysis of reasons why teachers have left the Portland system, your committee is fully aware of its limitations. The analysis merely represents the opinions of 114 teachers who left during the past two years and who replied to the questionnaire. The committee is not in a position to say whether such conditions are better or worse here than in comparable cities. It presents them for what they are: opinions expressed by those who have left.

This study, however, does support other pronouncements and surveys on the national level which show that the current crisis in public education is more than a matter of providing better salaries. One of the major appeals of teaching has been the satisfactions which accrue to the teacher in contributing to the development of the young. The simple fact is that public education has not received public support sufficient to keep up with the expanding responsibilities which must be carried. These responsibilities have increased through the necessity for caring for a much larger proportion of children with resulting wider ranges in need and ability, for assuming many responsibilities formerly the function of home and other agencies, for helping children adjust to living situations of greater complexity, and for competing with many other and often conflicting social forces for the time, interest, and energy of children. Yet these added responsibilities have been accompanied by increasing class loads, deterioration of properly trained staffs, inadequate supplies and equipment, and general laxity of public interest and support. The result is an increasing frustration among the teacher group and a declining faith among the more conscientious teachers in the possibilities of achieving the basic satisfactions and rewards of the teaching career.

In support of the conclusion that inadequate salaries are not alone the source of dissatisfaction with the teaching career is a recent survey made by the *New York Times*. The conclusions of this survey were reported in the *Times* as follows:

"Based on the consensus of the 300 deans of liberal arts colleges and graduate schools, these are the most important reasons that keep men and women out of the teaching profession:

(1) Poor salaries, (2) community restrictions and pressures, (3) heavy teaching schedule, (4) arbitrary decisions of the school administrators, (5) too many technical regulations to obtain a teaching certificate, (6) public attitude toward teachers as being inferior members of community, (7) feeling among students that teaching is a field for bookworms and introverts, (8) lack of prestige and feeling that other professions offer greater community respect, (9) political interference as a deterrent to advancement in some areas of the country, accompanied by lack of tenure and security.

That teachers and students consider the teaching profession as a second-rate profession is a matter of deep concern for educators and laymen alike. In a democracy the teachers are our most valued assets. The public might well take this problem under serious advisement, and attempt to raise teaching to the same status now enjoyed by doctors, lawyers, engineers and business men."

### **Questionnaire Replies Summarized**

To summarize the conclusions of this questionnaire survey of former teachers:

1. The greatest number of those who left the positions in the Portland schools have continued in the teaching field and 78.8% report an improvement in their teaching situation as a result of the change.
2. Three-fourths of those who continued in the teaching field improved their financial position by the change.
3. Unsatisfactory working conditions are as strong a factor in inducing teachers to leave as inadequate salaries. However, among high school teachers and among men teachers, inadequate salaries were the more important reasons for leaving.

### III. WHAT NEEDS TO BE DONE TO MAKE TEACHING MORE SATISFYING?

Replies from those who had left their teaching positions showed much dissatisfaction with general working conditions, apart from salaries, in the Portland system. In order to determine if such dissatisfaction was shared by the existing staff, the following questionnaire was mailed to every third name on the present teacher list:

#### QUESTIONNAIRE TO PORTLAND TEACHERS

The purpose of this questionnaire is to get an expression from you as to what you believe are the most essential steps toward making your work as a teacher in the Portland schools more satisfying. In giving expressions to your ideas, please rank the three most important matters which need improvement in order of importance as follows:

1—of highest importance, 2—of next highest, 3—of third importance.

1. Nothing of crucial importance: I am well satisfied.
2. Make further increases in salaries beyond scale planned for 1947-48.
3. Reduce or equalize class size.
4. Provide more and better equipment and supplies.
5. Reduce clerical and routine demands upon the teacher.
6. Provide for more administrative attention to personnel matters: Humanize and democratize staff relationships.
  - a. Within the individual school.
  - b. Within the central administrative office.
7. Encourage more help from school principals in reducing discipline and student behavior problems.
8. Modernize the school buildings.
9. Encourage better conditions within the school and within the system which will promote free discussion and frank exchange of differing points of view.
10. Promote better public support for schools and a better public attitude toward teachers.
11. Stimulate better democratic relations within the schools by encouraging principals to win support of their staffs and to provide fuller teacher participation in school policies.
12. Vitalize and extend opportunities for professional growth and improvement within the schools and the system.
13. Give greater encouragement and recognition to superior teachers.
14. If you have other suggested improvements write them below and indicate their degree of importance to you.

TABULATION OF REPLIES (4)

Question Number	Weighted Votes (5)	Rank Total Replies	Rank H.S. Trs.	Rank El. Trs.	Rank Men Trs.	Rank Women Trs.	Rank Prob. Trs.	Rank Tenure Trs.
10	299	1	1	1	1	1	1	1
3	224	2	3	2	4	2	2	2
4	131	3	5	3	5	3	3	5.5
5	129	4	2	5	3	4	5	3
7	92	5	8	4	11.5	5	11	7
2	85	6	4	6	2	7	4	5.5
6b	61	7	6	8	11.5	6	8	4
8	56	8	10.5	7	6	9	6	10
11	48	9	7	9	7.5	8	9.5	9
13	31	10	9	10	7.5	10	7	9
6a	25	11	10.5	12	9	11	9.5	11
9	17	12	12	13	13.5	12	12.5	12
12	14	13	13	11	10	13	12.5	13
1	8	14	14	14	13.5	14	14	14

According to the above table the five most essential steps toward making teaching more satisfying in Portland are:

1. Better public support for the schools and a better attitude toward teachers.
2. Reduction of class size.

(4) Total number questionnaires mailed, 600. Number replies returned, 291.

(5) Weighted votes as follows: 1st choice, 3; 2nd choice, 2; 3rd choice, 1.

### III. WHAT NEEDS TO BE DONE TO MAKE TEACHING MORE SATISFYING?

Replies from those who had left their teaching positions showed much dissatisfaction with general working conditions, apart from salaries, in the Portland system. In order to determine if such dissatisfaction was shared by the existing staff, the following questionnaire was mailed to every third name on the present teacher list:

#### QUESTIONNAIRE TO PORTLAND TEACHERS

The purpose of this questionnaire is to get an expression from you as to what you believe are the most essential steps toward making your work as a teacher in the Portland schools more satisfying. In giving expressions to your ideas, please rank the three most important matters which need improvement in order of importance as follows:

1—of highest importance, 2—of next highest, 3—of third importance.

1. Nothing of crucial importance: I am well satisfied.
2. Make further increases in salaries beyond scale planned for 1947-48.
3. Reduce or equalize class size.
4. Provide more and better equipment and supplies.
5. Reduce clerical and routine demands upon the teacher.
6. Provide for more administrative attention to personnel matters: Humanize and democratize staff relationships.
  - a. Within the individual school.
  - b. Within the central administrative office.
7. Encourage more help from school principals in reducing discipline and student behavior problems.
8. Modernize the school buildings.
9. Encourage better conditions within the school and within the system which will promote free discussion and frank exchange of differing points of view.
10. Promote better public support for schools and a better public attitude toward teachers.
11. Stimulate better democratic relations within the schools by encouraging principals to win support of their staffs and to provide fuller teacher participation in school policies.
12. Vitalize and extend opportunities for professional growth and improvement within the schools and the system.
13. Give greater encouragement and recognition to superior teachers.
14. If you have other suggested improvements write them below and indicate their degree of importance to you.

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(5) Weighted votes as follows: 1st choice, 3; 2nd choice, 2; 3rd choice, 1.

3. More and better equipment and supplies.
4. Less clerical and routine demands upon the teacher.
5. More relief from problems of discipline.

The high school teachers, the probationary teachers, and most strongly, the men teachers would add further increases in salaries to the list of most essential factors. The tenure teachers would include more administrative attention to personnel matters and to improved staff relationships particularly with the central administrative office.

### **The General Problem**

The replies to this questionnaire confirm the existence of dissatisfactions among the present staff similar to those which were voiced as the primary causes of leaving the system by those replying to the first questionnaire. The committee, of course, could not undertake the task of attempting to verify the validity of all complaints, but these generalizations appear valid: 1) Replies to the questionnaire give every evidence of a high degree of frustration among the teaching staff. 2) In large measure the frustrations result from factors which prevent the realization of satisfying teaching results. 3) Salary inadequacy is only one of many discouragements. 4) To solve the problem more is needed in Portland than salary relief.

The factors which are responsible for the unsatisfactory working conditions are inter-related and perhaps a further analysis of their causes as the committee sees them can be undertaken before considering some of the particulars.

Part of the pressure which thwarts teaching satisfaction originates in changed social conditions, part results from a lack of public appreciation of the new problems facing the schools and long neglect in providing adequate funds to meet them; part comes from the administrative tendency to move ahead more rapidly than resources permit and with too little regard for teacher support and the effect of change upon the teacher in the classroom.

Many factors have combined to encourage a larger proportion of children to attend school and to remain in school for a longer period than ever before. This trend is not new, but it is now reaching its climax. Too often this is viewed merely as a quantitative change, but far more significant is the qualitative effect in causing greater variation in the student body. A much wider range in ability, needs, and interests of students have made unworkable many class techniques used under conditions of a more uniform student group. Added to this is the increase in outside-of-the-home activities of both parents, and the influence of many new social stimuli on children all of which widen the variations and increase the responsibilities of school and teacher.

Yet the public has been slow to understand or appreciate the significance of what is happening. Few have intimate contact with schools after their own student days and they carry only the impressions of school as it used to be. Few can understand why a teacher with forty youngsters today has a different task, and a much more difficult one, than the teacher with forty youngsters thirty years ago. Quite naturally funds for schools are determined largely by quantitative facts adjusted to the expanding enrollment, and with too little consideration of the added responsibilities which social change has forced upon the schools.

In response to new problems arising from the increased heterogeneity of the student group, educational leadership has evolved many new policies and techniques. But the successful use of these is more than a process of transplanting; there are indigenous factors also to be considered. These include more and a greater variety of equipment and supplies, some reduction in class loads, more specialized personnel, more competent administrative leadership with time to lead. Also of large importance, there must be understanding and acceptance of the changes by a majority of the teaching staff and the public. Changes made without attention to factors needed to assure a reasonable chance of success develop resistance to change and nostalgic desires to go back to old conditions.

Many of the comments made by teachers in the questionnaires confirm this general analysis. Although class size in the elementary schools has been fairly stable for many years, as the figures used earlier in this report show, the size is too large to meet the new responsibilities resulting from the increased heterogeneity of the student group. Similarly equipment and supplies suitable for a uniform group do not meet the needs of a widely variable one. Inability to satisfy a greater variety of individual needs creates discipline problems which become cumulative in effect. Individualized and more diagnostic record keeping necessary under new conditions adds to the teacher burden with no relief and no time to make use of the records. Demands of in-service education on the staff are discouraging, because more than new methods are needed to solve the problem.

### **Two General Reactions Toward New Policies**

The comments of teachers show two general attitudes toward present policies and methods. Some teachers accept them but are aware that conditions within the schools must change if they are to work satisfactorily. Others want to go back to old policies and procedures which worked under different social conditions and a more selective student body.

Typical of the first group are the following comments:

"In view of the present policy of no failure for most pupils, it is imperative that class size be reduced in order that individual needs can be met."

"I believe in modern education, but I believe that we must be better prepared to use the new methods. And I certainly believe that much being advocated is too extreme."

"I feel strongly that given the time in which to teach and the equipment and supplies with which to teach, the teachers of Portland can and will do a first-class job. At present overloaded classes, clerical work, extra-curricular demands, and multiplicity of records and reports required by the Superintendent's office hamper teaching so much that there is little time left for real education."

"Principals cannot give enough time to professional leadership because they are burdened with petty routine due to inadequate administrative assistance."

"So-called activity work in small rooms with large enrollment of pupils with varied emotional backgrounds and inadequate equipment make too difficult situations for desirable achievement. Adequate school supplies should be furnished by the district and not left to parent-teacher activities."

"Adequate provision for the needs of the atypical child who is now in with children of his own age, but has little or nothing else in common with them. In my classroom are six children who cannot work at our grade level. Two are all of four grades behind, four are one to two years behind. They are a tremendous drain on teacher energy and a constant source of disorder and squabbling within the group."

"The 'no failure' program of the present is not working to the best interests of the child because of the large classes. In theory it is right but we must have the proper physical set-up to promote it correctly. Twice and three times as much individual attention must be given the slow and immature as is given to the normal and superior. As it is one group or the other is neglected every day."

"As a teacher, I find the most important and rewarding part of my job is the individual help I can give each child. To do this, there must be more teachers hired by the board. I don't mean just enough to fill the present vacancies. I mean long range policy which cuts classes to 25 or 28, and hires enough teachers systematically to keep the average there. I realize the crisis of teacher shortages makes this impossible now; but it has long been the policy to hire as few teachers as possible. To do a satisfying and adequate job, the teacher must be able to do her best for each individual. This is impossible in a classroom of 38 to 40 children."

"During war times the school took over many things which should be the parent's responsibility. One of these is the noon lunch. The forty-five minute period does not give time for many children to go home. When they eat at school, there is no place for them to play, with resulting noise, confusion and extra duty; for many teachers have only twenty minutes or so to eat and refresh themselves before the afternoon. These extra duties are more tiring and nerve wrecking than actual classroom work. Play sheds would provide a place for such children."

The above replies recognize new problems and the need for new ways of meeting them. But they do point out that initiation of change involves more than announcement of it. Too many changes have been made without full appraisal of conditions necessary to make them work.

Typical of the replies of those who long to go back to selective school and selective class conditions are the following:

"Greater uniformity of work done by students. Return to textbooks for standardized foundation work in each term. Restrict students to fewer subjects with more intensive and thorough work required. Carrying six subjects with no study period and attempting to get along with little or no home study is resulting in slipshod, hastily done work with maximum bluff, and no power of concentration and self-directed study."

"Give us a break in discipline. A teacher should never be allowed to kill a child but, by golly, she should be able to make him mind by force if there isn't any other way. If you have to find witnesses, etc., the kid is laughing his head off because he knows he has won. I have four of my own and I know no teacher has ever harmed them in any way. Yet I have never hesitated to give her full right to keep the child in line."

"Something should be done about special handling of the boys and girls who are being compelled by law to come to school. They are being herded in our high schools in such quantities they are demoralizing our other boys and girls, our classes, our standards, our discipline, our attendance, our everything! We are told we have to have them in our classes. Time was when the teacher could refuse to have the impudent, the rebellious, the defiant, the worthless in class. We should come to that again."

"The reasons why teaching has become such a superhuman task are these: the near lack of standards, the constant heterogeneity caused by the confusion of wrongly placed emphasis, the ever present pressure to pass everybody and let every child express himself in whatever fashion he chooses."

"It is a mistake to do away with Sabin and Jane Addams and put those special children back into a regular class room."

"I would like to suggest that the guidance program of the school district be overhauled and maybe some pupils could find their interests in life at an earlier age and not waste too much high school time."

"Gear our schools to the capable child. We need to train leaders. Testing standards have been lowered to allow the weak to pass. Fail the ones who need to learn more to enable them to go into the next grade. Let us have no more coaches promoted to principalships. Make the principals responsible for order, quiet, and good study habits in the building. Promote women to principalships. Place more responsibility on parents."

Among the teachers who have left and among those who still remain is the common cry for relief from excessive burdens, confusion, and unworkable policies. In the pleas for relief some recognize that social change has forced on the schools the task of caring for all the children of all the people and they want an awakened public and administration to provide the resources and understanding with which to meet these responsibilities. Others less sensitive to the basic causes which have created the problems want somehow to go back to the selective school with definite standards, uniform class procedures, more failures, and authoritarian discipline even at the price of driving a great many children out of school. A great many are perturbed at the administrative tendency to force policies upon them without regard for all the factors necessary to make the policy work. As one teacher puts it: "The Portland Administrative Staffs have always been chiefly interested in per capita cost. They haven't given a damn how soon the teachers were expended."

In the face of conditions which are disheartening to the most cherished incentive of the teaching service—the chance to do a *satisfying* job of teaching—administrative personnel and methods of leadership have been given their share of censorship by the teaching staff. It is not possible nor is it the function of this report to evaluate the soundness of many of the opinions expressed. Suffice to say that administrative direction appears to be contributing to tensions and frustrations at a time when stresses should be relieved in all ways possible in the face of growing competitive conditions resulting from the general teacher shortage.

### **Leadership of Principals**

Reaction to the kind of leadership supplied by the principal in the individual school varies widely in accordance with where the teacher teaches. In a system the size of Portland there is bound to be wide variation in competency. Some principals were given high praise; other were blamed for much of the difficulty. In times past many principals were advanced to such positions from within the system, not so much because they were qualified in elementary education, but because they were men. Under pressure of new policy changes, many lack the educational insight to implement them properly, or to deal effectively with the human factors under such conditions. Most are so burdened with administrative routine that they lack the time and energy to deal with conditions of change. As one teacher comments:

"I cannot refrain from making a comparison as to how different individual buildings can be. I have been at my present building two years. During that time I have had two different principals. The relationship between teachers, principals, and pupils has been very democratic. I came to this building after having been at another building more than twenty years, the last eleven of which were under a given principal.

"Just by way of comparison of this questionnaire had been sent me while I was there this is the order in which the suggestions would have been listed:

1. Humanize and democratize staff relationships within the individual school.
2. Stimulate better democratic relations within the school by encouraging principals to win the support of their staffs and provide fuller participation by teachers in school policies.
3. Reduce clerical and routine demands upon the teacher.

"I have the good fortune to be in a building where democratic principles are practiced and to have left a building where the principal exercised the power of a dictator. There is too much variation in different buildings."

The feeling is quite common that more democratic relations within some schools and within the system as a whole are needed. As one put it, "Teachers would appreciate consideration as human beings more than salary." Particularly, it seems to the committee under conditions of policy change, it is necessary to move with the understanding and consent of at least a majority of the staff. The questionnaire indicates that this has not been well achieved. Perhaps new policies and practices would be more workable if teachers had more opportunity to assess their practical soundness prior to putting them into practice or were encouraged to evaluate their practical working afterwards. There appears to be a rigid line and staff practice which discourages this and which insulates the administration too much from staff reactions. Teachers' voices come up the line only through the principal or through the most formal of channels and in the face of attitudes of resistance. Under such a policy a weak or autocratic principal is fully protected; for he is judged wholly or primarily by his relations with the central office. One of the major tests of a successful principal is the reaction of his staff. Such reactions do not filter through to the top; nor are they sympathetically encouraged.

"Too much power is invested by the administration in the principal over the lives of his teachers. Some principals have very small minds and glory in being the big boss. So far as I can observe the administration takes no pains to find out who is right or wrong automatically backs the inferior principal. In our school we have a fine principal, but cooperative staff, and high type of student."

"Real, not theoretical, democratic procedure in school administration. Teachers are intelligent adults and resent being treated otherwise. This is one reason for many leaving the ranks."

"I believe that it is vitally important that teachers be treated as mature human beings. I feel we are treated as children."

"Many of the points mentioned in this questionnaire are of no importance to me, as the principal of my school is a man of keen perception and is interested in our welfare. Discipline is no problem."

"Principals are given a strong whip hand over teachers—especially probationers—because they make reports on their work, but teachers must register all complaints through the principal. The situation of the probationer in some schools is miserable indeed—and just let her try to move to another building. Could this be why practically every beginning teacher in my building has left the field during the last two years? It wasn't salaries alone."

### **Central Administration**

The above comments and others like them refer not only to administrative practice within some of the individual schools, but also within the system as a whole. Many of the objections are not so much directed against basic policies as against the way they are being carried out and the lack of success with which they are being realized. The first concern of the teachers, quite naturally, is with the effect of policies upon classroom conditions and upon the opportunities for effective teaching. Each added strain and burden becomes an additional straw which further weighs down the spirit. Teachers feel that too much has been imposed upon them without adequate voice and with too little recognition of the problems arising as a result of the change.

There is much in the comments to indicate the need for much greater regard on the part of the administration for the psychological climate now existing. Disturbed by the rising costs which have so seriously reduced the purchasing power of teachers' salaries, troubled by the financial uncertainties facing the district, already burdened with unsatisfactory classroom conditions, in-service demands, and increasing clerical duties, many questioned the wisdom of introducing a much more burdensome method of parent reporting at this time. The same issue of timing and continued disregard of existing staff frustration is directed toward some of the policies approved for next year.

"With a promised raise two weeks were added to the school year. Actually we do not get the \$600 raise. We either want the added pay for the two added weeks or do not add the two weeks!"

"Adding two more weeks of work to our school year — I do not consider we have received very much of an increase in our pay."

"Portland can't expect to get or keep teachers in the face of its disconcerting monetary offering. Friends of mine in Seattle who came there the year I came here are getting \$100 more next year than this. We do not know whether we will even get what we have this year as our contracts mean nothing here. On every hand we hear that the people

won't vote the levy they now have the constitutional right to vote. The sales tax has been voted down four times and is not to be voted on even until October. Yet the school term or period of teaching is being lengthened next year!"

"A spring vacation of at least one week is needed by both pupils and teachers as well as two weeks at Christmas."

"I have discussed the question of longer school terms with many teachers and we all feel that more teachers will quit the profession and more health problems will arise if we are compelled to teach any longer terms. We want to work, but we don't want to be always tired and nervous."

Similar comments are directed toward the closing at this time of the Jane Addams and Sabin High Schools which have for some time served a special student group. Again the committee is not judging the theoretical soundness of the change. But in view of the current dissatisfactions, and particularly in view of the already existing problems of student heterogeneity facing the regular high schools and lack of adequate finances with which to alleviate them, the committee questions if this is the year to make the change. As one teacher comments:

"I question the right of a superintendent, who is not to be here after June 30 to make radical policy changes for next year such as doing away with Sabin and Jane Addams high schools."

At the present time policy changes should be directed toward relief of a frustrated and a discouraged staff. The burden of many of the comments indicate that this factor has been given too little weight.

## SUMMARY AND RECOMMENDATIONS

If any presumption existed in the minds of your committee when it began its study of the teacher shortage problem as it relates to the Portland schools it was that it was basically a problem of rising living costs and inadequate salaries. The committee in no way desires to minimize the importance of salaries as one source of dissatisfaction, but neither can many other factors contributing to dissatisfaction and unrest be overlooked. Based upon this study of the Portland situation these other factors are at least of equal importance, and the replies indicate that now they are of greater importance.

The committee has not included in this study any detailed reference to the national situation. Much publicity has been given to the problem of teacher shortage in general and the committee considered it unnecessary to repeat such information. The national situation has a bearing, however, insofar as it intensifies competition for personnel, encourages teachers to leave unattractive situations, and makes it more necessary to reduce all factors contributing to unsatisfactory teaching conditions.

Although the committee found no evidence of the existence of a serious teacher shortage in Portland at present, there is danger that Portland will suffer a decline in its competitive advantage in a diminishing teacher market. Schools everywhere are facing enrollment increases, newly trained teachers continue in short supply, many others who found new occupations during the war period will not return to teaching. Competition for personnel in the future will increase. There was a time when Portland filled its teaching vacancies largely from within the state or region. Portland salaries were higher, security and other opportunities were greater, there was prestige value in being selected for a Portland position. Now such is much less the case. Already Portland has had to undertake a nation-wide search to fill its vacancies. In view of the national situation, however, this source may become less fruitful. Increased attention must be given to the holding of personnel as well as to attracting new teachers. Both work closely together. The problem of holding personnel has been the emphasis of this report. The committee has been surprised at the high degree of dissatisfaction and frustration existing among the Portland staff. The committee considers the rapid relief of this situation very essential in view of the teacher shortage and improvement in conditions being made elsewhere.

On the financial side the problem here has been sharpened by a series of crises. The legal technicalities which prevented the holding of a special election to vote more funds last year was followed by the rapid rise in living costs this year. The salary increases approved by the board this spring face the uncertainties of a special election before they are confirmed, and new contracts now being offered are subject to the voting of a special levy. All teachers are sharing the worry of an unstable financial situation. In view of much more attractive financial security in many other districts, many teachers are asking why they must constantly carry the burden of adequate financial backing for good schools.

At the same time due to social change the role of the teacher is becoming increasingly burdensome. The trend toward increased heterogeneity of the student body has made teaching much more difficult and much less satisfying. Many feel that new responsibilities

have been imposed upon them without full regard and understanding of the added burdens and with too little attention to class size, supplies and equipment, resource personnel and leadership. As a result discipline has become one of the chief sources of complaint. Teachers are asking for a chance to teach and quite naturally some long to go back to the selective school with a rigid weeding out of the unfit. Even those who accept the new policies and methods are not satisfied with how they are working out in practice.

In the opinion of many, the administrative staff in an effort to modernize the schools have contributed more confusion than progress. Several said, "There ought to be a law to compel administrators to spend time at intervals teaching in the classroom." Many objected to the way new policies have been imposed from the top without adequate consideration of all factors necessary to ensure their practical success. Many indicated in varying degrees of emotion that there has been too little regard for teacher opinion and too little interest in teacher reaction. It is the view of the committee that many policies even though sound in theory have been introduced with insufficient consideration of the supporting resources needed to make them work, and with poor timing. Right now it is particularly important that new annoyances be reduced and that administrative emphasis be more considerate of teaching personnel. Unless Portland moves rapidly to ensure more satisfying conditions for its teachers it will undoubtedly face much more serious problems of personnel shortage in view of many more opportunities elsewhere.

In view of these conditions your committee recommends:

1. That the citizens of this community:
  - a. Face realistically the relation between the additional services demanded of the schools and the cost of those services and that they make strenuous efforts to ensure that a more adequate and stable financial basis is achieved and maintained for the Portland Public Schools.
  - b. Recognize the problems and attitudes of the teachers and aid in increasing the public esteem for the teaching profession.
2. That the school board and administration be urged to:
  - a. Take cognizance of the views of the teachers as expressed in these questionnaires.
  - b. Re-examine conditions within the school system with a view to discovering and correcting the sources of dissatisfaction among the teaching staff.
  - c. Remain alert to the necessity for continuous improvement in those factors which will attract and hold good teachers particularly in view of the increasing competition for teachers.
3. That the teaching staff recognize an increasing obligation to do its part:
  - a. In encouraging potential teachers and younger teachers to find satisfaction in the teaching career.
  - b. In facing new conditions and the need for new adjustments without resisting them merely for the sake of tradition.
4. That copies of this report officially be made available to the Portland School Board, and the Central Administrative Office.

Respectfully submitted,

JOHN J. COUGHLIN  
 JAMES T. HAMILTON  
 RANDALL B. KESTER  
 HENRY J. DETLOFF, *Chairman*

*Approved by John W. McHale, Chairman, Education and Recreation Section.*

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## PORTLAND CITY CLUB BULLETIN

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