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**ELEMENTARY ★**  
**SCHOOL ★**  
**ADMINISTRATION ★**  
**AND ORGANIZATION ★**

**A National Survey of Practices and Policies**

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# Foreword

**A**DMINISTRATION of the elementary school and leadership responsibilities of the elementary school principal are topics of mounting interest and growing complexity in America. How is the elementary school organized and administered today and in what ways may its effectiveness be improved are questions which are being widely raised. When one realizes that more than 30 million children are presently attending elementary schools, the influence of these schools becomes apparent.

As a consequence of the many inquiries which have been received by the Office of Education, the Elementary Schools Section has conducted a national survey of policies, practices, and trends in the administration and organization of public elementary schools. This bulletin is a report of that study. It contains a summary of the operational patterns found in the Nation's public elementary schools and submits a comprehensive status report on what the schools are actually doing.

To the school administrators throughout the country who have contributed to this study, the Office of Education extends its appreciation. To the local communities which are working to improve their elementary schools, this report is presented. To the children of these schools, this research is dedicated.

E. GLENN FEATHERSTON,  
*Assistant Commissioner,  
Division of State and Local School Systems.*

J. DAN HULL,  
*Director,  
Instruction, Organization, and Services Branch.*



## Preface

IN 1949 the Office of Education published a bulletin entitled *Organization and Supervision of Elementary Education in 100 Cities*. Through an interview technique, staff members of the Elementary Schools Section visited the selected cities to gather the background data. The purpose of that particular study was to report common practices in elementary school organization—for instruction; supervisory personnel; inservice techniques; scheduling; classification; records, reports to parents; promotion policies; school-community relations; and selection, utilization, and management of instructional materials. During the ensuing decade this publication has been widely used and local school districts have made many requests for copies to assist them in the study of problems related to the organization and administration of the elementary school.

The present study is of the same general nature as the one in 1949. There have been changes in procedures and methods of conducting the survey, but essentially the purpose has remained the same: to provide a report of practices, policies, and trends in public elementary school organization and administration. It is intended that this current publication will make available current findings with reference to how schools are presently operating and how they are meeting continuing as well as new problems.

The present era is witnessing a revival of public interest in our schools and a renewal of constructive activity for their improvement. A measure of this national movement is applicable to the elementary school. The volume of inquiry and discussion relative to administrative procedures of the elementary school is running high.

How are the elementary schools organized for administrative purposes and for instructional purposes? Do economic and social changes indicate a need for change in the structural pattern of our elementary schools? What are the administrative implications to be gathered from some of the newer curriculum programs? How can parents learn more about what their schools are doing? What are some ways of making more effective and economical use of staff? Upon what bases are pupils being promoted? Are we making it possible for children to develop to the full extent of their abilities? How can parents assist in the operation of their local schools? What are trends in programs of early elementary education? Upon what bases are policies made with respect to the allocation of in-

structional time by subjects? What are the time factors involved in our present programs of elementary education? How is pupil progress being reported to parents? What is the role of the principal of an elementary school? How can the proposals for newer instructional and organizational plans be properly evaluated and appraised? Are the newer trends and influences creating additional problems within the school? How are communities all over the United States coping with these problems today?

These are but a few of the questions which the Office of Education receives almost daily and which are being raised throughout the Nation. It is, therefore, for the express purpose of aiding local schools in their study of such questions that this national survey has been undertaken.

The specific procedures employed in the conduct of this survey are described in detail in subsequent chapters of the report. In brief, however, the data was gathered on the basis of a refined national sampling technique. The sample was designed to establish a 5 percent confidence level for all national findings and a 10 percent confidence level for all subgroup findings. Stratification was made on the basis of four population groups and four geographical regions. The urban places for the sample were selected through randomization. Of particular value and significance is the fact that a complete 100 percent return was received. This is due, of course, to the cooperative interest and support of the school administrators whose response alone made this complete coverage possible. The data received were electronically processed on computer machines which made a high degree of sophisticated data-processing and analysis possible.

There are several limitations inherent in this survey and report. A questionnaire method of soliciting information always has an element of uncertainty with reference to the effectiveness and clarity of the communicative processes thus involved. All sampling procedures, since they deal only with a part rather than with the whole, have obvious restrictions. It is for this reason that the prescribed levels of confidence have been stated. Also, by definition, this survey has included only those urban places with populations of 2,500 or more which were enumerated in the 1950 U.S. census. Public elementary schools in smaller urban places have not been included in the scope of this study. Finally, the variation of individual interpretations of definitions and school practices must always be recognized. Therefore, despite the steps which were taken to minimize and to safeguard against weaknesses in this type of research, it is readily recognized that this study has limitations.

Many people throughout the country have contributed to the success of the survey and to the preparation of this bulletin. Of course, to those school administrators and officials who participated by responding to the request for information, an expression of deep appreciation is extended. Without their cooperation this study would not have been possible.



Assisting the author in the planning, preparation, and guidance throughout, has been a steering committee of members of the Elementary Schools Section: Dr. Helen K. Mackintosh, Chief; Dr. Jane Franseth; Dr. Lillian L. Gore; and Dr. Gertrude M. Lewis.

Dr. Willis Vandiver, Director of Elementary Education, Billings, Mont., under a temporary assignment in the Office of Education, did much of the preliminary work and planning and helped immeasurably in the organization of the national survey.

Mary A. Adams, Assistant Superintendent for Elementary Education, Baltimore, Md.; Dr. William E. Young, Director, Elementary Education, New York State Department of Education; and Dr. Don S. Patterson, President, Eastern Washington College of Education, Cheney, Wash., contributed their advice and counsel on a committee which met in the Office to review and evaluate the 1949 study and to plan for the present study. In addition, Dr. Harold J. McNally, Professor of Education, Teachers College, Columbia University, generously assisted in the preparation of the survey instrument.

Appreciation is also expressed to Dr. Wells Harrington and Robert J. Dressel of the Division of Statistics and Research Services for their contributions. Dr. Virgil R. Walker, Chief, Secondary Schools Section, gave constant guidance and assistance.

To those persons throughout the country who are working with, and interested in, the educational programs for our millions of boys and girls in elementary schools this report is presented, with the expressed hope that it may aid in their efforts to improve the quality of education for the future generations of the United States.

HELEN K. MACKINTOSH  
*Chief, Elementary Schools Section.*

# Chapter 1

## Background of the Study

**I**NHERENT in the American public schools is the desire for continuing improvement. It is generally agreed that the schools reflect a constantly changing society and that it becomes the responsibility of those who are concerned with educational progress to remain alert and sensitive to the need for keeping the schools, their purpose, their structure, their program, and their ideals in step with evolving demands. In this present generation, we are witnessing a revival of interest in the schools in the form of a vigorous analysis of their successes and failures.

Included in this is a searching re-examination of the role and function of the elementary school as it seeks to provide a foundation program of education for every child in America. New assessments are being made of its general objectives and of its specific purposes. In the course of this appraisal, renewed study is being given to ways and means of developing efficient organizational patterns; of providing intelligent and practical ways of grouping children for learning; of assuring increased staff effectiveness; and of providing necessary services. As a corollary to these efforts attempts are being made also to improve the relationships and understandings between the school, as a social institution, and the people of the community, who retain responsibility for the quality of the school.

### Previous Study

The predecessor to this report was an Office of Education bulletin, *Organization and Supervision of Elementary Education in 100 Cities*, published in 1949. This earlier research dealt with such questions as: What are the existing types of elementary school organization? Who is responsible for the general supervision of elementary education? How are daily schedules made? How are classes organized? In what ways is pupil progress being reported to parents? How do community groups cooperate with schools? How are textbooks and other instructional materials selected and used?



The investigation was conducted primarily through an interview technique in which members of the Elementary Schools Section visited 100 cities in 43 States for on-the-scene discussion with superintendents of schools, supervisors, and principals and for study of classroom procedures. The resultant study provided a cross-sectional representation of regions and types of school programs, as well as population groupings, and has continued to provide a great deal of valuable information and assistance in its field. This present report comprises a logical followup.

### **Content and Time of the Present Study**

Essentially<sup>1</sup> this study<sup>1</sup> seeks to present a national report of current practices and emerging trends in the organization and administration of public elementary schools. In order to study the problems and to provide assistance to those seeking solutions, it is important to know what the schools of the country are doing in their daily operations and in what directions they may be heading. For these reasons, this report frankly cites, in the first instance, a summary of present practices and, in the second instance, some indications of possible future developments in elementary school organization and administration.

The inquiries were first sent to the cooperating communities in October 1958. After a series of followup procedures, the final returns were received in January 1959. The time period represented in the replies of the respondents is from October 1958 to January 1959.

### **Development of the Survey Instrument**

The basis for selecting items of substance and content was a combination of the requests for information and service received by the Office of Education, together with the judgments and experiences of the Office specialists as they have consulted with local and State officials, with educational researchers, with college and university personnel, and with professional associations during recent years. From an initial mass of potential material and through a series of refinements, in staff conferences, from field service reactions and expert jury opinions, and through widespread discussions with lay and professional groups, the final inquiry form evolved.

### **Conduct of the Study**

A detailed description of the techniques and procedures followed in this study is to be found in Appendix A, Sampling Plan and Procedure, on page 105. For purposes of general understanding, however, a brief

<sup>1</sup> Acknowledgement is made to Clinette V. Fowlkes for assistance in the preparation of this report.

description of the pattern is offered here. The survey was carried out through a sampling process, based upon four population groupings:

Group	Population
I.....	100,000 and over
II.....	25,000 to 99,999
III.....	10,000 to 24,999
IV.....	2,500 to 9,999

and four regional groupings:

#### NORTHEAST:

Connecticut	New Hampshire	Pennsylvania
Maine	New Jersey	Rhode Island
Massachusetts	New York	Vermont

#### NORTH CENTRAL:

Illinois	Michigan	North Dakota
Indiana	Minnesota	Ohio
Iowa	Missouri	South Dakota
Kansas	Nebraska	Wisconsin

#### SOUTH:

Alabama	Louisiana	Tennessee
Arkansas	Maryland	Texas
Delaware	Mississippi	Virginia
Florida	North Carolina	West Virginia
Georgia	Oklahoma	District of Columbia
Kentucky	South Carolina	

#### WEST:

Arizona	Montana	Utah
California	Nevada	Washington
Colorado	New Mexico	Wyoming
Idaho	Oregon	

Since Alaska and Hawaii had not been admitted to statehood at the time of this survey, they have not been included in the report.

Tables 1 through 4 indicate the distribution of the urban places, chosen by randomization, by population and regional classifications. Table 5 summarizes the information contained in the first four tables.

### Presentation of Findings

Since these data were gathered on the basis of a national sample and since the sampling techniques were designed for the purpose of publica-

**Table 1.—Number of urban places selected for sample by State and population group: Northeast**

State	Total	Population group			
		I	II	III	IV
1	2	3	4	5	6
<b>Total</b> .....	132	31	21	21	60
Connecticut.....	9	4	2	1	2
Maine.....	4	0	0	1	3
Massachusetts.....	17	7	5	2	3
New Hampshire.....	2	0	1	0	1
New Jersey.....	26	6	4	6	11
New York.....	28	7	4	4	13
Pennsylvania.....	41	6	4	7	24
Rhode Island.....	2	1	1	0	0
Vermont.....	5	0	0	1	2

tion of national findings, the basic method of presentation of the results is in terms of national totals and percentages. Through the use of the sampling technique, all statistics were inflated to represent national totals in terms of the initial sample of 4,284 urban places as enumerated in the 1950 U.S. Census. However, because of minor variations resulting from the application of the different sampling rates in the subgroups and because of the rounding of numbers, the ultimate universe amounted to 4,307 urban places. This figure, then, of 4,307 is the standard national base upon which all computations have been made. The technical detail

**Table 2.—Number of urban places selected for sample by State and population group: North Central**

State	Total	Population group			
		I	II	III	IV
1	2	3	4	5	6
<b>Total</b> .....	152	26	25	25	76
Illinois.....	28	2	5	5	16
Indiana.....	17	5	3	2	7
Iowa.....	9	1	2	1	5
Kansas.....	9	2	1	2	4
Michigan.....	18	3	3	4	8
Minnesota.....	10	3	1	1	5
Missouri.....	12	2	1	2	7
Nebraska.....	5	1	0	1	3
North Dakota.....	1	0	1	0	0
Ohio.....	30	3	5	5	12
South Dakota.....	2	0	0	0	2
Wisconsin.....	12	1	3	2	6



**Table 3.—Number of urban places selected for sample by State and population group: South**

State	Total	Population group			
		I	II	III	IV
1	2	3	4	5	6
Total.....	187	32	19	21	25
Alabama.....	11	3	1	1	6
Arkansas.....	6	1	0	1	4
Delaware.....	2	1	0	0	1
Florida.....	12	3	2	1	6
Georgia.....	12	2	1	2	7
Kentucky.....	8	1	1	1	5
Louisiana.....	10	3	1	1	5
Maryland.....	4	1	1	1	1
Mississippi.....	6	0	1	0	4
North Carolina.....	11	1	2	2	6
Oklahoma.....	10	2	1	2	5
South Carolina.....	8	0	1	1	6
Tennessee.....	10	4	0	1	5
Texas.....	21	7	3	5	16
Virginia.....	10	2	2	1	5
West Virginia.....	6	0	1	1	4
District of Columbia.....	1	1	0	0	0

describing this process is presented in appendix A. Therefore, data is presented in terms of national usages and proportions.

In addition, this study reports findings in the dimensions of the four population groups and the four regional groups. For each topic under investigation the results are presented in terms of percentages within

**Table 4.—Number of urban places selected for sample by State and population group: West**

State	Total	Population group			
		I	II	III	IV
1	2	3	4	5	6
Total.....	113	15	10	21	67
Arizona.....	6	1	0	0	5
California.....	49	3	6	12	28
Colorado.....	3	1	0	2	0
Idaho.....	3	0	0	1	2
Montana.....	4	0	1	0	3
Nevada.....	3	0	0	1	2
New Mexico.....	4	0	1	0	3
Oregon.....	10	1	0	2	7
Utah.....	7	1	1	0	5
Washington.....	13	3	1	2	7
Wyoming.....	4	0	0	1	3

**Table 5.—Number of urban places selected for sample by region and population group: United States**

Region	Total	Population group			
		I	II	III	IV
1	2	3	4	5	6
Total.....	555	196	75	88	256
Northeast.....	182	81	21	21	60
North Central.....	158	28	25	26	79
South.....	157	32	19	21	85
West.....	118	15	10	21	67

each separate group. As indicated in appendix A, the 10 percent level of confidence was adopted for regional and population group findings, in contrast to the 5 percent level of confidence for findings on the national level. In other words, there is a higher measure of precision for the national results than for the subgroup findings. This information is offered as a precaution for those who might wish to compare local situations and conditions with national and regional or population class practices. To aid in the understanding and use of these results a standard format for presenting the data has been developed.

The findings for each substantive area of investigation in this study are being presented in two dimensions:

1. All data are tabulated in terms of national frequencies and national percentages. This is to say that the range of practice, for each given item on the national scale, is presented in terms of the distribution of the total number of urban places, as well as the percentage those places are of the national total. Since the total universe is the 4,307 urban places involved in this study, these cumulated frequencies, for any given item, always total 4,307. By the same token, the sum of the percentages also always total 100 percent. This is the standard method of presentation of data for all national reporting.
2. In addition to the foregoing presentation of national frequencies and percentages, another standard method of presentation has been developed. For each of the four population groups and each of the four regional groups the range of practice is reported as it is carried on within the group, independently of other groups. This is to say the findings are presented showing the range of practice within each group by itself, in terms of spread of percentages. In this situation only the percentages are presented, the frequencies being omitted for the purposes of simplicity of presentation.

Therefore, in using this material, the reader may expect to find a presentation of findings for the Nation in terms of total frequencies and percentages, and a presentation of the findings for regional and population groups in terms of percentages only.

### Limitations of the Study

Characteristically, acceptance of any research based upon a sampling procedure must be accompanied by certain reservations and limitations. Essentially there is a fundamental difference between descriptive statistics and sampling statistics. In descriptive statistics, populations are studied in terms of data of the whole, as with a census. In sampling statistics, populations are studied in terms of data of the part, as with a sample. Despite the injection of statistical refinements and safeguards and the establishment of levels of confidence, it must follow that a sampling is not a full and complete study of the total universe under analysis.

In addition it must be acknowledged that, through a mail and questionnaire process, a latitude for interpretation of instructions and directions may exist. Likewise, respondents may react to the survey instrument in many and varied ways, and there are potential difficulties in reducing a range of varied administrative practices, such as may be found in a large city school system, to a set of definitive answers or judgments. Finally, this study does not include those urban places in the United States which have a population of less than 2,500.

### Conclusion

This study has been undertaken in the spirit of providing service and information to those interested in the problems and the future organizational development of the public elementary school of the United States. It is hoped that this report will be of some assistance toward the ultimate achievement of our common goal—the best possible program of education for all children.



## Chapter 2

# Organization of Local Schools by Grades into Division Levels

**T**HROUGHOUT the history of education in this country there has never emerged a clear-cut distinction between elementary and secondary programs. We have had general agreement that grade 1 through grade 6 comprise an elementary school, and that grades 9, 10, 11, and 12 belong to the secondary school. The uncertainty has lain with grades 7 and 8. In some instances, these grades have been included with grade 9 in a junior high school; in others, they have been added to the basic 6 years of the elementary school, resulting in an elementary program of eight grades; and in still others, prefixed to the 4 final years to form a 6-year secondary program. No single plan has received unanimous acceptance. The decision, always, has remained with the local board of education, in keeping with the American tradition and policy of local autonomy of the individual school district.

As a consequence there has been an acceptance of a set of optional organizational plans for the operation of local school districts. Today, local schools are customarily organized in one of four basic patterns, the so-called 6-3-3, the 6-2-4, the 6-6, or the 8-4. (At this point in the discussion the programs of kindergarten and nursery school are not included. These will be treated later, but for the present purpose, they are not pertinent to the discussion.)

As indicated in the introductory chapter, the avowed purpose of this survey primarily is to report on national practice in terms of status findings. There is no intention or desire here to discuss the pros and cons of one plan over others, or to suggest or to imply that a single plan is to be preferred or to be recommended. Actually, there is little evidence on which to base any judgment on the comparative merits of the various

plans. This report offers, for the first time, statistical research which summarizes practice throughout the country in terms of how the local school district organizes and operates its schools with reference to the factor of grades within division levels.

The maintenance of public kindergartens is another matter of local option. No State requires, in terms of mandatory legislation, that the local school district maintain a program of public kindergartens. On the other hand, many States encourage and stimulate the existence of such programs through a wide range of permissive and supportive legislation. For the purposes of this survey, and in view of the fact that the primary interest is in the decision of how the local district organizes itself by grades into major division levels, it seems pertinent to report findings both in terms of those places that do and those that do not maintain public kindergartens. Kindergartens, as they relate to the basic operational plans, are of some interest but do not relate directly to the essential factor under investigation at this point. In a later section of this report, there will be detailed findings relating to kindergartens themselves. Therefore, chart 1 indicates the methods of organization of local schools by grades: Tables 6 through 11 present the same material in tabular form.

An analysis of the results by population group and by region enables the reader to relate his school situation not only to the national findings but to the findings for his size of urban place and his geographical area as well. For example, in contrast to the national pattern of approximately one-third urban places using the 6-3-3 plan, the large city group, population group I, consistently reports a vastly higher percentage, in fact more than double, for the use of the 6-3-3 plan. To complement this, all other plans are used to a lesser extent in the large cities. This situation also obtains in the cities of population group II. Whereas, in the smallest cities, population group IV, the opposite is true; there is less use of the 6-3-3 and a compensating increase of the use of other plans, especially the 8-4. Thus, the 6-3-3 plan is used far more widely in the larger cities than in the smaller cities, and by the same token both the 6-2-4 and the 8-4 plans tend to be used to a greater degree in the smaller urban places than in the larger.

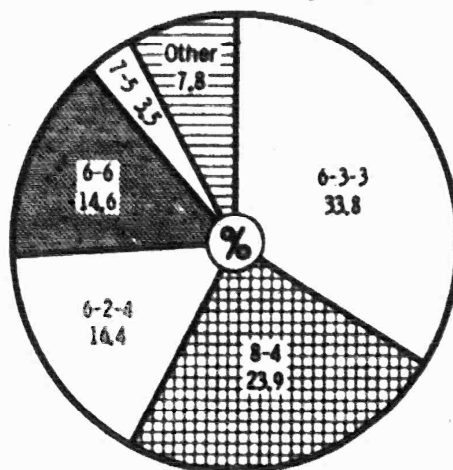
From a geographical point of view, while the Northeast uses the 6-3-3 plan to about the same extent as the Nation as a whole, the 8-4 plan is also used to a higher degree than throughout the rest of the Nation. In fact, the 6-3-3 and the 8-4 are about equally divided in the Northeast. The North Central reports a higher incidence of use of the 6-2-4 in contrast to the rest of the country. In the West, a higher degree of "other" is reported, which probably is accounted for by the large number of urban places which maintain separate and autonomous administrative structures for elementary and secondary education. Since this inquiry was directed to the superintendents of schools of elementary school



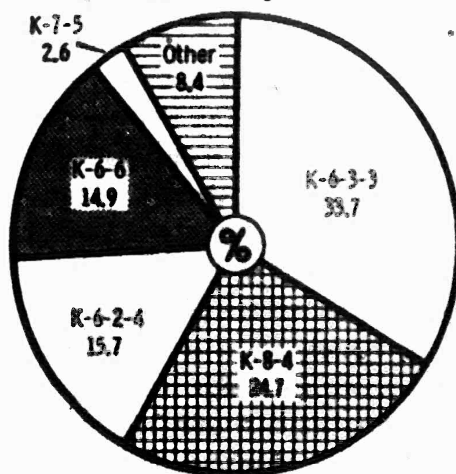
**Table 6.—School organization, exclusive of all consideration of publicly supported kindergarten programs, by U.S. totals and percentages and by population group percentages**

Type of school organization	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total .....	100.0	4,307	100.0	100.0	100.0	100.0
6-3-3 .....	33.8	1,455	68.9	72.0	46.2	24.6
6-2-4 .....	16.4	706	1.9	8.0	26.6	15.2
6-6 .....	14.6	630	2.8	1.3	9.6	18.0
7-6 .....	3.5	149	2.8		3.3	4.0
8-4 .....	23.9	1,029	17.0	12.0	9.0	29.5
Other .....	7.8	338	6.6	6.7	5.3	8.7

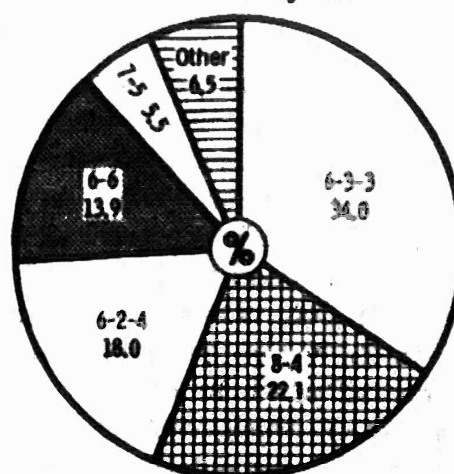
EXCLUSIVE of Kindergartens



WITH Kindergartens



WITHOUT Kindergartens



**Chart 1.—Organization of local schools by grade and division levels in urban places with populations above 2,500: United States**

**Table 7.—School organization, exclusive of all consideration of publicly supported kindergarten programs, by U.S. totals and percentages and by regional percentages**

Type of school organization	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
0-3-3.....	33.8	1,455	31.0	35.0	36.0	31.0
0-2-4.....	16.4	706	10.7	21.5	15.2	18.2
0-0.....	14.6	630	14.6	19.0	10.3	15.0
7-5.....	3.5	149	5.3	.9	3.7	5.1
8-4.....	23.9	1,020	32.9	16.7	26.3	18.4
Other.....	7.8	338	5.5	6.9	8.6	12.3

**Table 8.—School organization, including those urban places which maintain publicly supported kindergarten programs, by U.S. totals and percentages and by population group percentages**

Type of school organization	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	3,631	100.0	100.0	100.0	100.0
K-0-3-3.....	33.7	1,021	65.9	60.6	47.2	23.1
K-0-2-4.....	15.7	477	2.2	8.9	28.5	13.3
K-0-0.....	14.9	452	3.3	1.8	9.5	18.9
K-7-5.....	2.6	79	3.3	—	2.5	8.0
K-8-4.....	24.7	747	18.7	14.3	5.7	32.2
Other.....	8.4	255	6.6	5.4	6.6	9.5

**Table 9.—School organization, including those urban places which maintain publicly supported kindergarten programs, by U.S. totals and percentages and by regional percentages**

Type of school organization	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	3,631	100.0	100.0	100.0	100.0
K-0-3-3.....	33.7	1,021	29.9	32.1	36.2	33.3
K-0-2-4.....	15.7	477	9.4	20.6	14.8	18.1
K-0-0.....	14.9	452	16.2	19.9	10.9	10.3
K-7-5.....	2.6	79	4.7	1.3	1.4	4.5
K-8-4.....	24.7	747	31.6	20.3	28.2	13.5
Other.....	8.4	255	8.0	5.8	8.5	15.3

**Table 10.—School organization, including those urban places which do not maintain publicly supported kindergarten programs, by U.S. totals and percentages and by population group percentages**

Type of school organization	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	1,276	100.0	100.0	100.0	100.0
6-3-3.....	34.0	434	86.7	78.9	42.7	27.5
6-3-4.....	18.0	229		5.3	19.5	19.1
6-6.....	13.9	178			9.8	16.2
7-6.....	5.5	70			6.1	6.0
8-4.....	22.1	282	6.6	5.3	21.9	24.0
Other.....	6.5	83	6.7	10.5		7.2

districts apart from secondary, the report naturally is made solely on the elementary grades.

One other phenomenon is worthy of singling out in these analyses of population and regional groupings, in contrast to the earlier observation that, with respect to the national findings, the presence or nonpresence of kindergarten had little effect on the type of grade organization. Where public kindergarten programs are not maintained in population groups I and II there is an unusually high degree of prevalence of the 6-3-3 plan, in fact, more than double the national findings in this regard. In the West and also in those urban places not maintaining programs of public kindergartens, the prevalence of the 6-6 plan is almost double the national finding in this regard. Thus, there appears to be increased use of the 6-year elementary school in those urban places where public kindergartens

**Table 11.—School organization, including those urban places which do not maintain publicly supported kindergarten programs, by U.S. totals and percentages and by regional percentages**

Type of school organization	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	1,276	100.0	100.0	100.0	100.0
6-3-3.....	34.0	434	33.5	42.8	35.3	19.0
6-3-4.....	18.0	229	13.4	24.1	16.2	18.6
6-6.....	13.9	178	11.0	16.4	9.0	24.7
7-6.....	5.5	70	6.7		8.9	6.2
8-4.....	22.1	282	26.4	6.8	21.6	28.4
Other.....	6.5	83		9.9	9.0	6.1

are not maintained. From charts 1, 2, and 3, it is clear that the patterns are very similar irrespective of the kindergarten factor.

In summary, almost one-third of the local school districts in the United States organize on a 6-3-3 plan; about one-quarter on an 8-4 plan; and about one-sixth on a 6-2-4 plan. Together the 6-3-3, the 8-4, and the 6-2-4 plans account for over three-quarters of the school districts of this country. Following these three plans the 6-6 and the 7-5 come next, with the result that all five plans cover about 92 percent of all urban-place school organization in the United States.



## Chapter 3

# Programs of Early Elementary Education

IN CONSIDERING the administrative and organizational aspects of the elementary schools of this country any investigation must logically include that segment of the elementary school structure which has come to be known as Early Elementary Education. This is that all-important period of a child's life, when he comes to school for the first time and begins to move in the stream of social relationships and to experience training in the skills and attitudes which will lead him to constantly widening horizons. It is not important here to define the elementary program in terms of specific age levels or fixed grade levels, nor to examine it in terms of instructional content or curriculum. It is to the specifics of organization, structure, prevalence, financial support, and the future of programs of Early Elementary Education that this section of the survey has been directed. In general the components are: Nursery Schools, Kindergartens, and the Primary Grades.

### Nursery School

First let us take a look at the nursery school. Chart 2 shows the extent of nursery schools in the public elementary schools of the country. Tables 12 and 13 provide additional analysis of the extent to which public nursery schools are established nationally and also in the different population groups and regions.

Chart 2 shows that only 4.5 percent of the total urban places in the United States are offering public programs of nursery school education at the present time. In table 12, population group II is shown with the highest incidence among the population groups, more than three times the national percentage, and in table 13, the West, among the regions, is shown with the highest incidence, about twice the national percentage.

For those 193 urban places which presently do maintain public programs of nursery school education, chart 3 indicates the types of financial support which make these programs possible. This same material is pre-

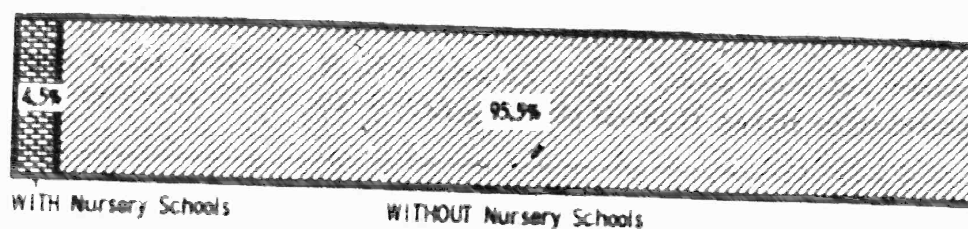


Chart 2.—Urban places maintaining public nursery schools versus urban places not maintaining public nursery schools, by U.S. percentages

sent by national totals and by national, population group, and regional percentages in tables 14 and 15.

Within this framework of the limited use of public nursery schools at the present time, almost one-half of the existing programs are supported by a combination of public and private funds, one-third solely by private funds, and less than one-fifth by public funds alone. Also, there is a wide range of practice in this respect among the population groups and regions. Within the population groups the "type of support" is spread in each group. Groups II and III presumably maintain no nursery schools supported entirely by public tax funds. In groups II and III, a combination of public and private funds supports more than half of the programs in operation.

Regionally, in the Northeast over 80 percent of the nursery schools subsist on the combination of private and public funds, whereas in the North Central over 80 percent subsist upon private contributions alone. In fact, in the Northeast and the North Central, there are, presumably, no public nursery schools supported by public funds alone. Only in the South is there any appreciable use of public funds for nursery schools. In the West, there is a widespread practice in which all three methods of financial support are employed, with the combination of public and private funds being used in more than 50 percent of the cases.

Table 12.—Urban places maintaining public nursery schools versus urban places not maintaining public nursery schools, by U.S. totals and percentages and by population group percentages

Nursery schools	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Maintain.....	4.5	193	9.4	14.7	8.5	2.9
Do not maintain.....	95.5	4,114	90.6	85.3	91.5	97.0

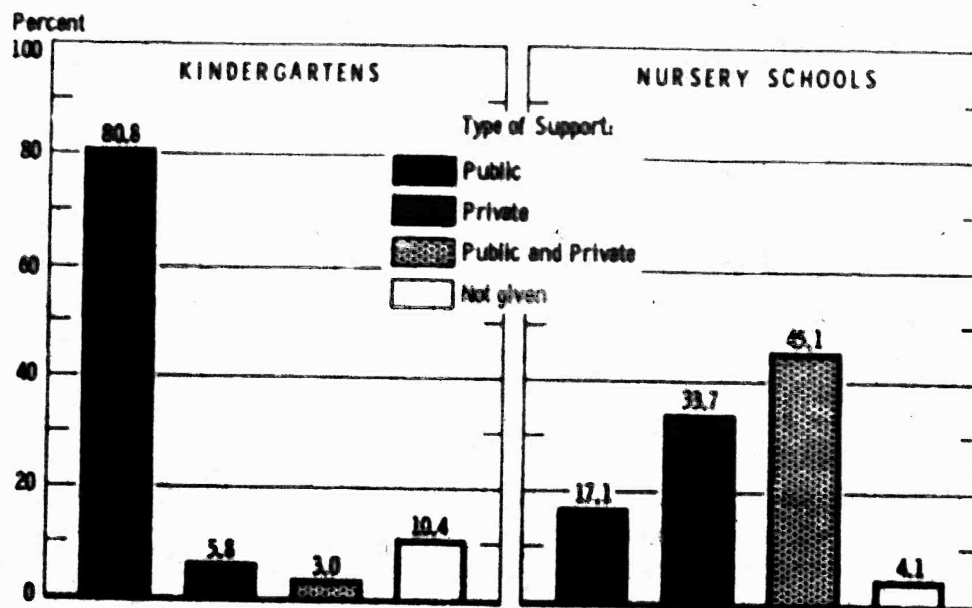


**Table 13.—Urban places maintaining public nursery schools versus urban places not maintaining public nursery schools, by U.S. totals and percentages and by regional percentages**

Nursery schools	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Maintain.....	4.5	193	3.1	3.4	4.6	9.1
Do not maintain.....	95.5	4,114	96.9	96.6	95.4	90.9

An attempt was made to determine future trends in respect to public programs of nursery school education. The respondents were asked if they could discern possible courses of future action in terms of expansion, retrenchment, or no change; if they were experiencing any community efforts to increase or to reduce such programs. The returns were fragmentary and inconclusive for any prognostic purposes, and therefore, only national findings are offered here.

On future trends for nursery schools, only 1.6 percent suggested any future expansion; only 0.4 percent felt there would be any retrenchment from the already small number of programs; 31.1 percent predicted no



**Chart 3.—Type of financial support for kindergartens and nursery schools in urban places with populations above 2,500, by U.S. percentages**



**Table 14.—Type of financial support in those urban places presently providing programs of nursery school education, by U.S. totals and percentages and by population group percentages**

Type of financial support	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total .....	100.0	192	100.0	100.0	100.0	100.0
Combination of public and private funds .....	45.1	87	30.0	54.5	70.6	10.0
Private contributions entirely .....	33.7	65	10.0	36.4	29.4	40.0
Public tax funds entirely .....	17.1	33	30.0	—	—	50.0
No answer .....	4.1	8	30.0	9.1	—	—

change; and 66.9 percent did not answer. To the question of community efforts to increase programs only 1.8 percent reported that they were experiencing such efforts; 73.6 percent reported that they were not experiencing community efforts to increase programs; and 24.6 percent did not answer. To the parallel question, 0.7 percent said they were experiencing some community efforts to reduce programs; 58.9 percent said they were not; and 40.4 percent did not answer.

Thus, with reference to nursery schools as an integral part of a public program of elementary education, the conclusions are drawn that: (1) At present there is a small percentage of such programs in existence; and (2) this survey, at least, indicates no apparent trends toward sizeable increases or a growth of public nursery schools.

**Table 15.—Type of financial support in those urban places presently providing programs of nursery school education, by U.S. totals and percentages and by regional percentages**

Type of financial support	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total .....	100.0	192	100.0	100.0	100.0	100.0
Combination of public and private funds .....	45.1	87	81.8	13.6	40.3	53.7
Private contributions entirely .....	33.7	65	15.2	86.4	16.1	22.2
Public tax funds entirely .....	17.1	33	—	—	40.4	14.8
No answer .....	4.1	8	3.0	—	3.2	9.3

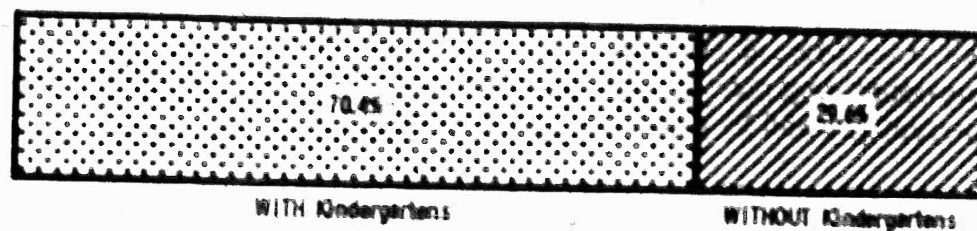


Chart 4.—Urban places maintaining public elementary school kindergartens versus urban places not maintaining public elementary school kindergartens, by U.S. percentages

### Kindergarten

The extent of public elementary school kindergartens in the United States is shown in chart 4, and the population and regional grouping factors are analyzed in tables 16 and 17.

Of the total number of urban places in the United States, 70.4 percent maintain public elementary school kindergartens. Tables 16 and 17 show that among the population and regional groups the distribution is similar to that of the national pattern, excepting only that population groups I, II, and III exceed the national figure slightly, and group IV falls slightly below. On the regional basis, the distribution for each region does not depart more than 3 percent from the national situation. The prevalence of kindergartens is a reasonably consistent pattern throughout the United States.

In chart 3 on page 16, the national practice concerning financial support of kindergarten programs in public elementary schools is summarized. Additional analyses of the type of financial support of public elementary school kindergartens, on the population group and regional basis, is provided in tables 18 and 19.

Table 16.—Urban places maintaining public elementary school kindergartens versus urban places not maintaining public elementary kindergartens, by U.S. totals and percentages and by population group percentages

Kindergartens	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,897	100.0	100.0	100.0	100.0
Maintain.....	70.4	3,431	85.0	74.7	79.4	69.9
Do not maintain.....	29.6	1,466	14.9	25.3	20.6	30.1

Table 17.—Urban places maintaining public elementary school kindergartens versus urban places not maintaining public elementary kindergartens, by U.S. totals and percentages and by regional percentages

Kindergartens	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,897	100.0	100.0	100.0	100.0
Maintain.....	70.4	3,081	68.9	73.0	70.4	67.3
Do not maintain.....	29.6	1,276	31.1	27.0	29.6	32.7

Table 18.—Type of financial support in those urban places presently providing programs of public elementary school kindergartens, by U.S. totals and percentages and by population groups percentages

Type of financial support	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	3,448	100.0	100.0	100.0	100.0
Public tax funds entirely.....	80.8	2,448	87.9	89.3	85.4	77.8
Private contributions entirely.....	5.8	177	1.1	—	3.9	7.7
Combination of public and private funds.....	3.0	92	4.4	3.6	1.0	8.6
No answer.....	10.4	314	6.6	7.1	10.4	10.9

Table 19.—Type of financial support in those urban places presently providing programs of public elementary school kindergartens, by U.S. totals and percentages and by regional percentages

Type of financial support	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	3,448	100.0	100.0	100.0	100.0
Public tax funds entirely.....	80.8	2,448	85.4	81.2	75.7	82.5
Private contributions entirely.....	5.8	177	3.3	8.6	6.3	3.0
Combination of public and private funds.....	3.0	92	3.4	.6	4.5	4.5
No answer.....	10.4	314	7.9	9.6	13.6	9.0



The patterns of financial support are fairly clear-cut and decisive. Nationally, more than 80 percent of these kindergarten programs are supported solely by public tax funds. On the population group and regional bases, again the pattern is consistent for this type of support, with a slight exception in the South, where the percentage dips to 75.7 percent. The greatest incidences of private support appear in population group IV (7.7 percent) and in the North Central region (8.6 percent). In the population categories, group II has the highest incidence of public support (89.3 percent), and in the regional categories, the Northeast has the highest (85.4 percent). However, no subgroup deviates markedly from the national trend.

Also, those places presently maintaining public kindergarten programs were queried with respect to possible future trends in terms of expansion, retrenchment, or no change, and these findings are summarized in tables 20 and 21.

Analysis indicates that approximately one-third of the urban places predict expansion of their present kindergarten programs; less than 1 percent suggest any retrenchment; 44.8 percent expect no change; while 20 percent did not answer. In other words, there is no retrenchment for kindergartens and, contrariwise, about one-third of the schools are predicting an increase in their present programs. On the population and regional group bases, both the Northeast and population group IV reflect the highest degree of expansion possibilities; and there is no pronounced retrenchment trend indicated in any subgroup.

A final query had to do with expressions of community effort both toward increasing and decreasing these public kindergarten programs. The respondents were also asked to indicate whether or not they were experiencing community attempts either to expand or to retrench kindergartens. The answers to the question relating to efforts to increase programs are summarized in tables 22 and 23.

Nationally, about 20 percent of the urban places report they are experiencing community efforts to increase kindergarten programs; about 70 percent report they are not; and 10 percent did not answer. On the subgroup bases there are no appreciable deviations from the national trend except that there is less effort to increase, apparently, in population group III and greater effort to increase, apparently, in population group IV. Regionally, there are no significant departures from the national trend.

The results of the question relating to efforts to decrease programs are summarized in tables 24 and 25.

On the national basis, only 1.3 percent report any effort to reduce kindergarten programs; 77.2 percent report that they have not been experiencing any efforts to reduce; and 21.5 percent did not answer. On

**Table 20.—Future trends in those urban places presently maintaining public kindergarten programs, by U.S. totals and percentages and by population group percentages**

Future trend	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total	100.0	3,031	100.0	100.0	100.0	100.0
Expansion	34.5	1,046	28.6	28.6	23.4	39.1
Retrenchment	.8	23	1.1		1.6	.6
No change	44.8	1,357	58.2	53.6	56.5	39.3
No answer	19.9	605	12.1	17.8	18.5	21.0

**Table 21.—Future trends in those urban places presently maintaining public kindergarten programs, by U.S. totals and percentages and by regional percentages**

Future trend	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total	100.0	3,031	100.0	100.0	100.0	100.0
Expansion	34.5	1,046	44.8	28.6	33.8	31.6
Retrenchment	.8	23			2.3	.3
No change	44.8	1,357	42.6	51.1	40.8	43.1
No answer	19.9	605	12.6	20.3	23.1	25.0

**Table 22.—Community efforts to increase kindergarten programs, by U.S. totals and percentages and by population group percentages**

Community efforts to increase kindergarten programs	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total	100.0	4,397	100.0	100.0	100.0	100.0
Yes	19.9	857	16.0	16.0	6.8	24.0
No	69.6	2,997	74.5	72.0	77.9	66.9
No answer	10.5	453	9.5	12.0	15.3	9.1

**Table 23.—Community efforts to increase kindergarten programs, by U.S. totals and percentages and by regional percentages**

Community efforts to increase kindergarten programs	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Yes.....	19.9	857	18.3	19.3	21.1	21.2
No.....	69.6	3,007	72.5	72.1	65.6	68.0
No answer.....	10.5	453	9.2	8.6	13.3	10.8

the subgroup basis, again, there are no appreciable deviations from the national trend. In other words, the pattern of national response remains consistent throughout each population and regional group.

In summary, from the various data relating to the prevalence of, type of financial support for, and the future of public kindergarten programs, it is found that 70.4 percent of the urban places of the United States do maintain such programs at the present time; about 80 percent of these programs are supported entirely by public tax funds; about one-third of the places forecast an increase in their programs; about 20 percent report they are witnessing community efforts to increase the programs; and the community effort being experienced to reduce these programs is reported as negligible. There are minor expressions of possible future growth in present kindergarten programs, but on the other hand, there are no signs that there will be major increases in the future in the number of urban places maintaining such programs.

**Table 24.—Community efforts to decrease kindergarten programs, by U.S. totals and percentages and by population group percentages**

Community efforts to decrease kindergarten programs	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Yes.....	1.3	57	2.0	2.7	2.5	.5
No.....	77.2	3,337	91.1	78.3	78.6	77.3
No answer.....	21.5	923	16.1	24.0	18.9	22.0



**Table 25.—Community efforts to decrease kindergarten programs, by U.S. totals and percentages and by regional percentages**

Community efforts to decrease kindergarten programs	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Yes.....	1.3	57		1.4	2.0	2.0
No.....	77.2	3,327	80.3	79.7	74.3	73.4
No answer.....	21.5	923	19.7	18.9	23.7	24.6

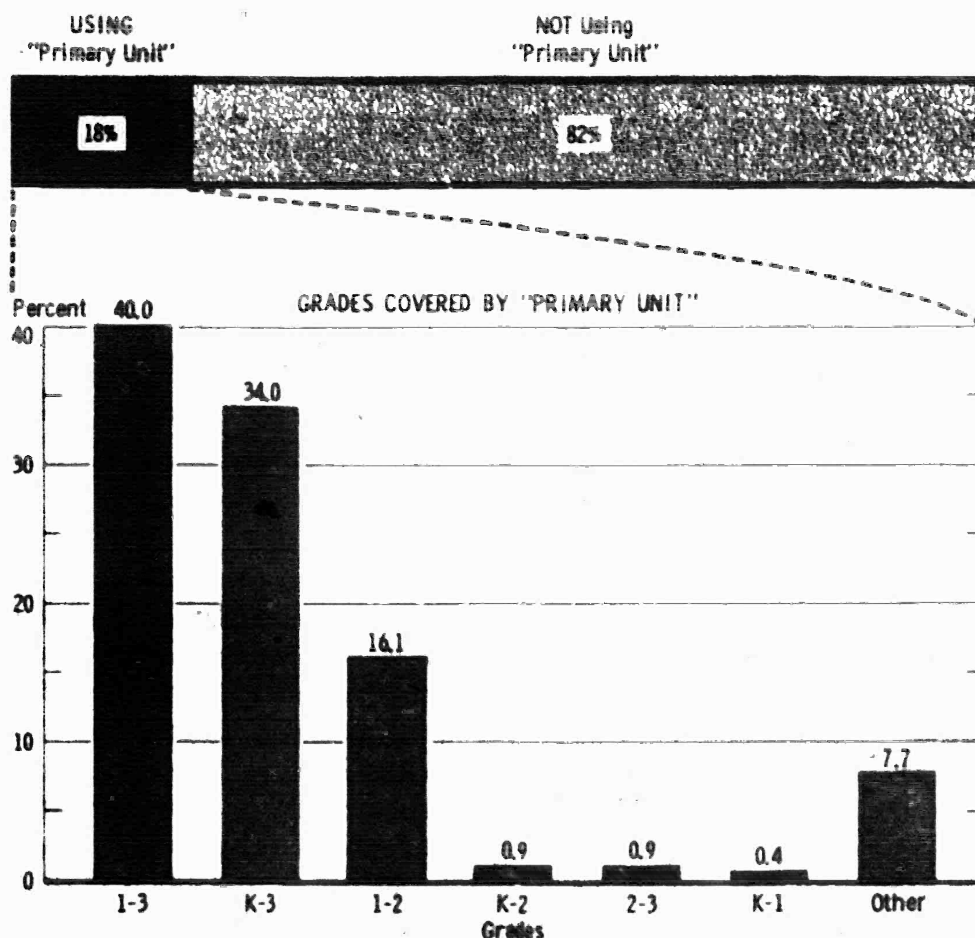
### The Primary Unit

A third area of Early Elementary Education investigated was the "primary unit." Various, this is known as the ungraded school, the ungraded primary, the nongraded elementary school, the primary department, a continuous growth plan, the primary group, and the primary unit. It was felt that it was pertinent and essential to the purposes of this survey to discover national practices and trends in this new and timely aspect of elementary school organization and administration. Increasingly, public schools have been reporting the adoption of this administrative and instructional practice and the volume of educational literature has been building up markedly on this topic.

After careful study of the different practices and usages, the decision was made, for purposes of this survey, to adopt the term "primary unit." To assist in full understanding, a definition was included in the survey instrument. When the respondent answered the questions dealing with this subject, he had before him the following definition:

As applied in questions 7 and 8, primary unit means an administrative device by which children are grouped to permit continuous progress during a period of two or more consecutive years. The teacher may remain with the same group for more than one year.

Three points of interest were involved: the extent of present practices; the standard grades replaced by the primary unit; and the possibilities of future adoption by those urban places not presently using this plan. First, chart 5 summarizes, in terms of urban places, the extent to which the primary unit is presently being used in the elementary schools of the United States. Detailed analysis of this national pattern, in terms of population group and regional applications, is provided in tables 26 and 27.



**Chart 5.—Urban places using the primary unit versus urban places not using the primary unit, including grade coverage, by U.S. percentages**

Nationally, 18 percent of the elementary schools in the country are using the primary unit. In the population categories, groups I and II report a higher incidence of use than the national trend; whereas, there are no significant deviations from this trend among the regional groups. Except for slight variations in the population classifications, the spread of the use of a primary unit is reasonably consistent throughout the United States.

Secondly, chart 5 indicates the present practice concerning the grade coverage represented by the various types of primary units.

On the national basis, it is apparent that the most favored grouping of grades in the primary unit is either kindergarten through grade 3, or grade 1 through grade 3, since together these two groupings account for almost three-fourths of the units. Presumably, if the urban place maintains a program of public kindergarten, then the primary unit replaces the kindergarten through the third grade; and if not, then it replaces grades

**Table 26.—Urban places using the primary unit versus urban places not using the primary unit, by U.S. totals and percentages and by population group percentages**

Primary unit	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Use.....	18.0	776	26.4	32.0	17.8	16.0
Do not use.....	82.0	3,531	73.6	68.0	82.2	84.0

1 through 3. The next most prominent grouping is grades 1 and 2. Within the population groups the same trends obtain with modifications. For example, in group I the kindergarten through grade 1 grouping is used in approximately 10 percent of the places in contrast to the national findings of less than 1 percent for this bracket. On the regional basis, practice approximates the national trend, with no appreciable separate group deviations.

Analysis of this practice by population and regional groups is provided in tables 28 and 29.

The third area of inquiry with respect to the primary unit deals with the future outlook in those urban places not employing this program at the present time. Since there are 776 urban places now reporting its use, these places have been subtracted from the base universe of 4,307, leaving a balance of 3,531 urban places for which all calculations have been made.

The respondents were asked to indicate if they were contemplating the adoption of the primary unit in the foreseeable future. The reports are summarized in tables 30 and 31.

**Table 27.—Urban places using the primary unit versus urban places not using the primary unit, by U.S. totals and percentages and by regional percentages**

Primary unit	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Use.....	18.0	776	14.5	19.2	19.9	21.8
Do not use.....	82.0	3,531	85.5	80.8	80.1	78.2



**Table 28.—Elementary school grades replaced by the primary unit in the 776 urban places reporting its use, by U.S. totals and percentages and by population group percentages**

Grades replaced	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	776	100.0	100.0	100.0	100.0
K-1.....	.4	3	10.7			
K-2.....	.9	7	7.1	4.2		
K-3.....	34.0	264	39.8	37.5	40.8	30.9
1-2.....	16.1	125	7.1	20.8	14.1	16.1
1-3.....	40.0	310	25.0	37.5	29.6	44.4
2-3.....	.9	7	3.6		4.2	
Other.....	7.7	60	7.2		11.3	8.6

**Table 29.—Elementary school grades replaced by the primary unit in the 776 urban places reporting its use, by U.S. totals and percentages and by regional percentages**

Grades replaced	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	776	100.0	100.0	100.0	100.0
K-1.....	.4	3		.4	.4	.8
K-2.....	.9	7	.7	.4	1.0	
K-3.....	34.0	264	39.8	30.4	34.5	28.7
1-2.....	16.1	125	19.6	20.3	9.3	17.8
1-3.....	40.0	310	39.3	33.7	46.6	38.8
2-3.....	.9	7			.6	4.6
Other.....	7.7	60	.7	14.8	4.7	9.3

**Table 30.—Possibility of future adoption of the primary unit by those urban places not using it at the present time, by U.S. totals and percentages and by population group percentages**

Future adoption	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	3,531	100.0	100.0	100.0	100.0
Yes.....	13.4	473	14.1	11.8	16.5	12.7
No.....	75.9	2,650	75.9	75.4	71.9	75.7
No answer.....	10.7	378	9.0	9.8	11.6	10.6

Table 31.—Possibility of future adoption of the primary unit by those urban places not using it at the present time, by U.S. totals and percentages and by regional percentages

Future adoption	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	3,531	100.0	100.0	100.0	100.0
Yes.....	13.4	473	12.6	16.2	11.9	7.2
No.....	74.9	2,690	76.2	73.6	77.3	79.9
No answer.....	10.7	378	11.0	9.2	10.8	12.9

Nationally, three-quarters of the urban places not now employing the primary unit indicate that they see no likelihood of its future adoption; only 13.4 percent of the places indicated that they might adopt it; and 10.7 percent did not respond to the question. Upon inspection there are no significant departures from this apparent national situation within the population and regional subgroups.

To summarize present practice with respect to the primary unit, three major points stand out: First, at the present time it is being used in almost one-fifth of the urban places of the country; second, the most common pattern of grade replacement is either kindergarten through grade 3 or grade 1 through grade 3, depending upon whether or not the local school provides public kindergarten; and third, only 13 percent of the urban places not now using the primary unit indicate its possible future adoption.

## Chapter 4

# Organization for Instruction in the Elementary School

**T**HROUGHOUT the evolutionary period of the elementary school there has been a series of developments and proposals relating to the most effective arrangements for teaching and for learning. Essentially there are two basic and complementary components of the organizational structure of an elementary school. On the one hand, there is organization for strictly administrative purposes, relating to the operational management of large numbers of children and staff, building maintenance, business responsibilities, and ancillary services. On the other hand, there is organization, quite apart from the operational, which relates to the instructional responsibilities and opportunities of the school. Inevitably, these two types of relationships become interwoven, and yet the fact remains that the latter type is of transcending importance and must not suffer by an undue emphasis on operational management. Administration exists as a service responsibility and is not an educational end in itself. It seems apparent that these two types of administrative action and responsibility must be kept clearly apart and that the paramount point of importance is that a school exists solely for the purposes of its instructional program.

Presently there is a recurring wave of experimentation, demonstration, discussion, and agitation with respect to the structural organization of the elementary school. In view of the heightened pace and growing complexity of our cultural patterns in a technological and international world, newer styles and types of organization, plans and programs, and various adaptations are being recommended to make it possible for the elementary school to fulfill its function and to discharge its responsibility. In essence two conflicting points of view emerge: (1) That because of the increasing accumulation and importance of modern knowledge it is no longer possible for the traditionally trained elementary school teacher to be capable of teaching all subjects to all children with equal skill and



effectiveness; and (2) that the advancing science of human growth and development indicates that it is more important for a child of elementary school age to have a close contact with a single teacher who will be in a position to understand him and to provide for his individual differences in ability, maturation, and potential.

In terms of specifics, the controversy relates to whether children should be taught on the basis of one-teacher-per-classroom, with additional help from specialists when and where they are needed, or whether they should be taught on the basis of an organizational pattern which provides a series of different teachers in the several subject fields. It is obvious that this difference of opinion is of growing seriousness and importance as it bears upon the future direction of elementary education in the United States.

At the present time, then, how are the elementary schools of the country facing this problem and what is present practice with respect to their organization for instructional purposes? In the conduct of the survey the respondents were asked to indicate which type of classroom organization or teaching plan was carried on in their elementary schools. They were given the opportunity of replying in terms of: one-teacher-per-classroom, a multigraded plan, partial departmentalization, complete departmentalization, or other. Again for clarity of purpose and understanding, a definition of "multigraded" was provided for their use, as follows:

As applied in question 9, 'multi-graded' means the type of elementary school class in which the pupils are not identified by any standard grade level and which includes more than one grade usually provided for in the standard grade system. This class may or may not have the same teacher for more than one year.

In presenting the findings on this question a basic division in the method of reporting was employed. Throughout the entire survey, the standard practice was followed of soliciting information from those urban places which included grades 7 and 8 in their elementary school programs. Basically, of course, all questions covered grades 1 through 6. Respondents were also asked to reply when the 7th and 8th grades were an integral part of the elementary school. Consequently, with the topic on the type of instructional organization, as well as with other items of this nature, all findings are presented, first, in terms of grades 1 through 6, and, later, in terms of grades 7 and 8 when applicable. The results are shown independently, in each case, and are not combined into one summary.

The national practice for grades 1 through 6 and grades 7 and 8, in terms of the different types of instructional organization plans, is presented in chart 6. These findings are developed more fully in tables 32 and 33 which also show the population group and regional percentages.

For grades 1 through 6 more than three-quarters of the elementary schools throughout the Nation use the one-teacher-per-classroom type

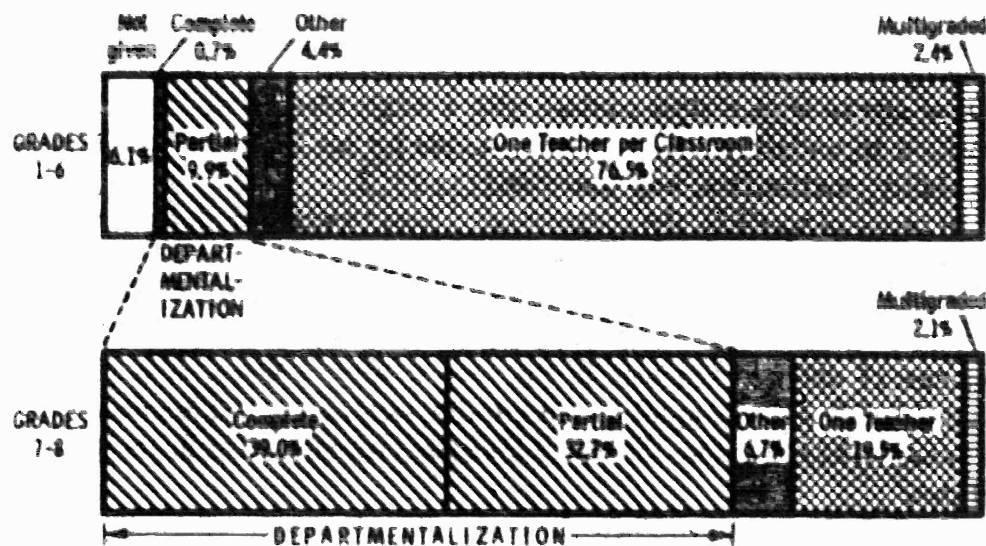


Chart 6.—Type of instructional organization, grades 1 through 6 and grades 7 and 8, by U.S. percentages

of instructional organization. Slightly less than 10 percent of the schools use partial departmentalization. Complete departmentalization is negligible. Also, there is very little use of the multigraded type of organization. By population group, the pattern is similar to the national, with a slightly higher degree of partial departmentalization in group I and no complete departmentalization at all in groups I and II. Regionally, over 80 percent of the Northeast use the one-teacher-per-classroom plan, and both the Northeast and the North Central make slightly greater use of the partial departmentalization plan. Here, again, by regions, complete departmentalization is negligible.

As previously indicated, this item is treated separately for grades 7 and 8 when these grades are a part of the elementary school organization.

Table 32.—Type of instructional organization, grades 1 through 6, by U.S. totals and percentages and by population group percentages

Type of instructional organization	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
One teacher per classroom.....	76.5	3,295	74.5	74.7	77.0	76.4
Partial departmentalization.....	9.9	430	16.0	12.0	9.3	9.7
Other combinations.....	4.4	189	3.8	6.7	2.8	4.6
Multigraded.....	2.4	102	2.0	2.7	—	3.0
Complete departmentalization.....	.7	32	—	—	2.5	.4
No answer.....	6.1	259	3.8	3.9	7.5	5.9



**Table 33.—Type of instructional organization, grades 1 through 6, by U.S. totals and percentages and by regional percentages**

Type of instructional organization	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,397	100.0	100.0	100.0	100.0
One teacher per classroom.....	76.5	3,296	81.4	71.8	76.6	77.9
Partial departmentalization.....	9.9	430	11.1	13.4	7.7	5.7
Other combinations.....	4.4	189	2.1	2.8	7.4	5.1
Multigraded.....	2.4	103	—	9	—	—
Complete departmentalization.....	7	32	1.1	1.5	4.3	5.2
No answer.....	6.1	259	4.3	9.6	4.0	6.1

Since 1,460 urban places have reported the inclusion of these grades in their elementary schools, this total has become the basis for all calculations on this and on all similar items dealing with grades 7 and 8. Chart 6 on page 30 shows the practice for those two grades in terms of the type of instructional organization. The findings are presented in greater detail in tables 34 and 35, which also present the population group and regional percentages.

In contrast to the situation for the first six grades, in grades 7 and 8 there is a much higher degree of departmentalization. On the national basis, 39.0 percent indicate complete departmentalization, and 32.7 percent report partial departmentalization, showing that over 70 percent use some form of departmentalization. The one-teacher-per-classroom plan is used in only about 20 percent of the elementary school 7th and 8th grades, and the use of the multigrade is negligible. Population group I makes greater use of partial departmentalization and less use of complete departmentalization than the rest of the country; population group II

**Table 34.—Type of instructional organization, grades 7 and 8, by U.S. totals and percentages and by population group percentages**

Type of instructional organization	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	1,460	100.0	100.0	100.0	100.0
Complete departmentalization.....	39.0	570	21.7	53.8	22.0	40.3
Partial departmentalization.....	32.7	478	47.8	38.5	44.1	31.1
One teacher per classroom.....	19.5	284	26.1	—	17.0	20.6
Other combinations.....	6.7	98	—	—	10.9	6.2
Multigraded.....	2.1	30	4.4	7.7	—	1.9



**Table 35.—Type of instructional organization, grades 7 and 8, by U.S. totals and percentages and by regional percentages**

Type of instructional organization	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total .....	100.0	1,440	100.0	100.0	100.0	100.0
Complete departmentalization ..	39.0	570	57.7	40.0	30.6	31.6
Partial departmentalization .....	37.7	478	30.6	38.5	36.4	55.6
One teacher per classroom .....	19.5	284	17.2	16.2	27.0	9.6
Other combinations .....	6.7	98	—	5.3	13.6	3.3
Multigraded .....	2.1	30	4.5	—	3.2	—

reports the highest single subgroup incidence of complete departmentalization (53.8 percent). Population group I shows the highest use of the one-teacher-per-classroom plan; whereas, population group II reports no use of this plan. Regionally, the Northeast reports the highest incidence of complete departmentalization (57.7 percent); the South has the highest incidence of the one-teacher-per-classroom plan; and the West makes the greatest use of partial departmentalization.

In conclusion, while the type of instructional organization is certainly of considerable importance since it influences the kind of educational program carried on in a school, the fact remains that the administrative organization for instruction cannot, in itself, assure effective and efficient educational accomplishment. What actually goes on in the teaching-learning situation remains of transcendent importance, and it is toward this situation that efforts to improve the quality of education must be directed.

In reviewing the national findings with respect to type of instructional organization these conclusions may be drawn: For the six-grade elementary school there is a heavy preponderance of the one-teacher-per-classroom plan, with smaller degrees of either partial or complete departmentalization and very limited use of the multigraded plan; on the other hand in grades 7 and 8 of the elementary school organization, there is a preponderance of both partial and full departmentalization, with less than one-fifth of the urban places continuing to use the one-teacher-per-classroom plan and negligible use of the multigraded plan.

## Chapter 5

# The Length of the Elementary School Day and of the School Year

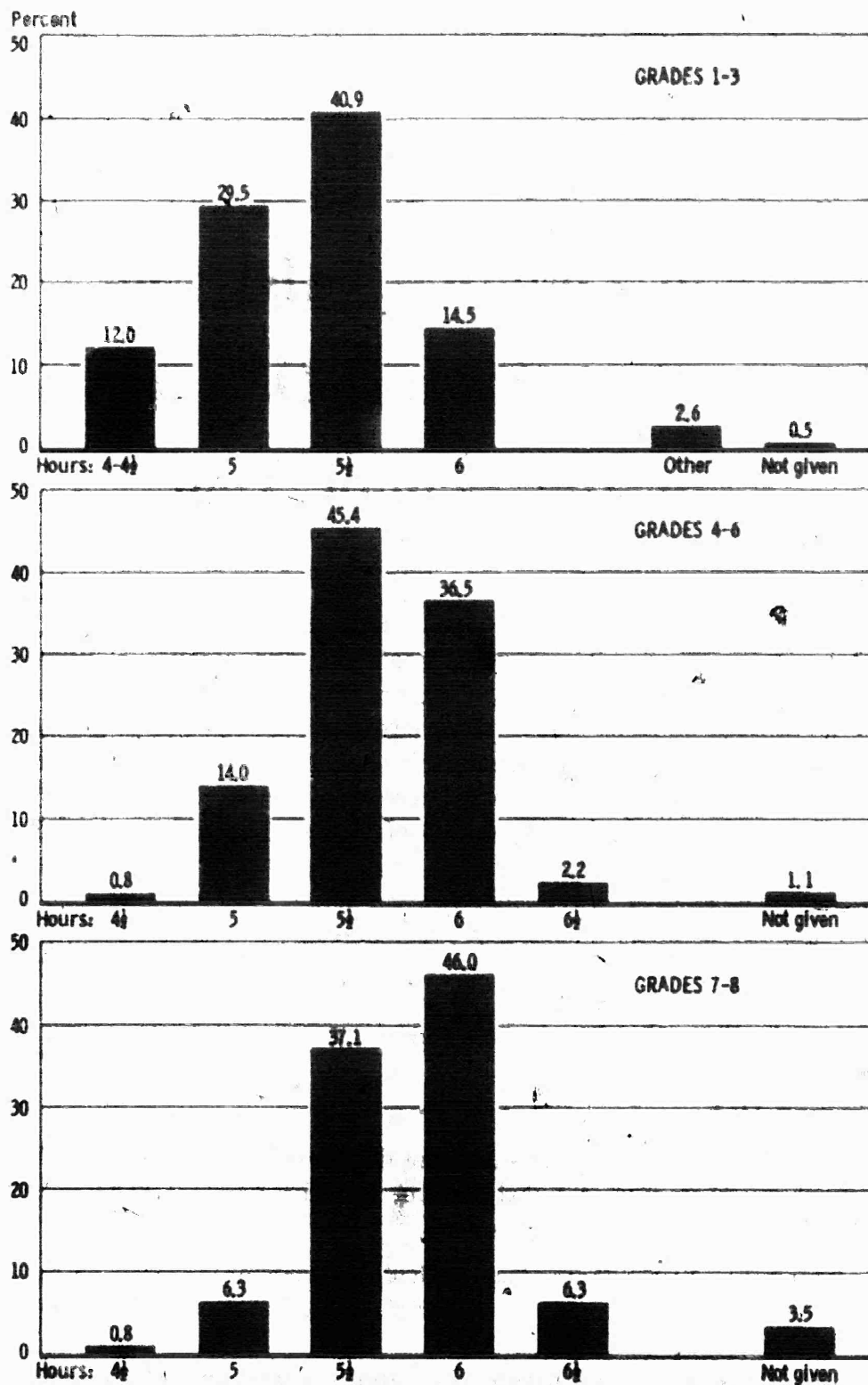
**I**N LIGHT of the considerable discussion on how long the elementary school child attends school, and also because of frequent comparisons with the educational programs of other countries, the number of hours daily and the number of days per year of attendance were other facets of elementary school organization and administration which were considered of timely and pertinent interest. As a consequence, one section of the survey dealt with the questions of the length of the school day and the school year. The respondents were also requested to indicate what in their judgment were the possibilities for future increases both in terms of the number of hours of school per day and in terms of the addition of days to the school year. Finally, their judgment was requested with respect to future possibilities for providing more time in elementary schools, on an optional basis, for programs for gifted children.

### School Day

To aid the respondents in supplying data relative to the length of the school day, they were provided with the following question which defined the terms and coverage requested:

*What is the approximate prevailing length of the elementary school day for pupils, exclusive of noon lunch periods, but inclusive of recess, play periods, etc., in your school system?*

Because of the diverse nature of programs and because of the possible range of practice on the different grade levels, this information was requested on the basis of groupings of grades 1, 2, and 3, grades 4, 5, and 6, and grades 7 and 8, and is so presented and analyzed in this report.



**Chart 7.—Number of hours in the elementary school day, grades 1, 2, and 3, grades 4, 5, and 6, and grades 7 and 8, by U.S. percentages**



**Table 36.—Number of hours of the elementary school day, grades 1, 2, and 3, by U.S. totals and percentages and by population group percentages**

Hours	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
4-4½.....	12.0	517	7.6	6.6	17.8	11.3
5.....	29.6	1,273	31.1	40.1	29.1	28.2
5½.....	40.9	1,750	47.2	38.7	36.7	42.0
6.....	14.5	626	12.2	12.0	12.6	15.6
Other.....	2.6	111	1.0	2.6	2.5	3.0
No answer.....	.5	21	.9	1.3	1.3	1.3

Chart 7 shows the range of practice in terms of the number of hours of the school day. More detailed presentation of these findings is found in tables 36 through 41.

Nationally, about 85 percent of the schools have a school day of between 5 and 6 hours in grades 1, 2, and 3, with 5½ hours being the single most common practice in 40.9 percent of the urban places. For grades 4, 5, and 6, about 95 percent of the schools have a school day of between 5 and 6 hours; here, however, 45.4 percent are 5½ hours in length and 36.5 percent are 6 hours. When grades 7 and 8 are in the elementary school organization, about 85 percent have a school day of between 5½ and 6 hours, with 46.0 percent having the 6-hour school day. On the other hand, while as many as 12 percent have a school day of between 4 and 4½ hours on the grade 1, 2, and 3 level, less than 1 percent have a school day of less than 5 hours on the grade 4, 5, and 6 level, and only 7.1 per-

**Table 37.—Number of hours of the elementary school day, grades 1, 2, and 3, by U.S. totals and percentages and by regional percentages**

Hours	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
4-4½.....	12.1	517	8.3	5.4	6.9	45.0
5.....	29.6	1,273	56.2	22.7	14.7	31.8
5½.....	40.9	1,750	32.7	56.8	42.0	17.6
6.....	14.5	626	1.6	12.6	30.6	2.9
Other.....	2.6	111	1.1	.8	5.1	3.0
No answer.....	.5	21	.1	.7	.7	1.3

**Table 38.—Number of hours of the elementary school day, grades 4, 5 and 6, by U.S. totals and percentages and by population group percentages**

Hours	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
4½.....	.8	33	—	1.3	2.0	.4
5.....	14.0	603	26.4	17.3	18.8	11.9
5½.....	45.4	1,956	51.9	54.7	48.7	43.2
6.....	36.5	1,571	19.8	24.0	26.6	41.2
6½.....	2.2	94	1.9	—	2.5	2.4
No answer.....	1.1	50	—	2.7	1.4	.9

**Table 39.—Number of hours of the elementary school day, grades 4, 5, and 6, by U.S. totals and percentages and by regional percentages**

Hours	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
4½.....	.8	33	.5	—	.7	3.0
5.....	14.0	603	38.5	6.3	2.0	14.8
5½.....	45.4	1,956	56.2	47.4	30.6	55.8
6.....	36.5	1,571	4.8	44.7	58.0	25.3
6½.....	2.2	94	—	.8	6.2	—
No answer.....	1.1	50	—	.8	2.5	1.1

**Table 40.—Number of hours of the elementary school day, grades 7 and 8, by U.S. totals and percentages and by population group percentages**

Hours	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	1,460	100.0	100.0	100.0	100.0
4½.....	.8	12	—	—	—	1.0
5.....	6.3	92	12.1	7.7	—	6.7
5½.....	37.1	541	47.8	61.5	40.0	35.4
6.....	48.0	672	30.4	23.1	42.4	47.8
6½.....	6.3	92	8.7	—	6.1	6.7
No answer.....	3.5	51	—	7.7	12.5	2.4

**Table 41.—Number of hours of the elementary school day, grades 7 and 8, by U.S. totals and percentages and by regional percentages**

Hours	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	1,460	100.0	100.0	100.0	100.0
4½.....	.8	12	4.1			
5.....	6.3	92	23.4	2.7		6.4
5½.....	37.1	541	54.3	30.3	28.3	51.3
6.....	46.0	672	18.2	56.9	56.8	32.6
6½.....	6.3	92		8.0	9.4	3.2
No answer.....	3.5	51		2.1	5.5	6.5

cent have a school day of less than 5½ hours on the grade 7 and 8 level. In general the length of the school day for grades 1 through 6 is most commonly 5½ hours; in the 7th and 8th grades, this has been increased to 6 hours. These same general patterns are observed consistently throughout the population and regional groupings, with the sole exception that the South has a greater application of the 6-hour day in grades 4, 5, and 6 of the elementary school than do other sections of the country.

In the survey respondents were also requested to indicate if they felt that during the next 5 years, there would be an increase, a decrease, or no change in the present number of hours in the elementary school daily plan. The answers to this question are summarized in tables 42 and 43.

Almost one-fourth of the respondents indicated a likelihood of some increase in the length of elementary school day. Less than 1 percent of the respondents indicated any decrease; almost three quarters (71.5 per-

**Table 42.—Predictions of future trends in the length of the elementary school day, during the next 5 years, by U.S. totals and percentages and by population group percentages**

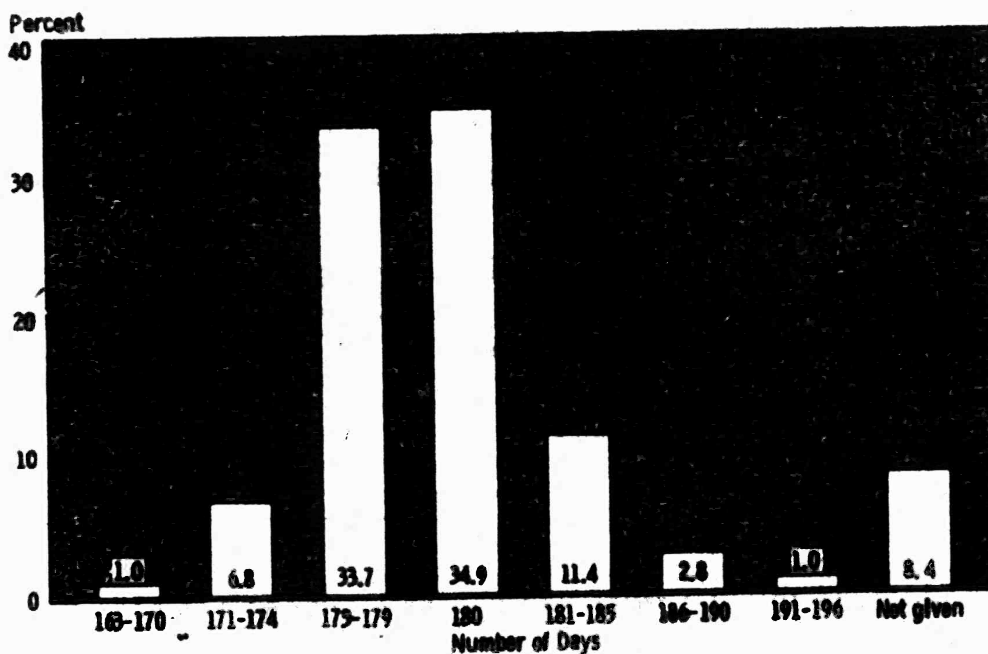
Prediction	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Increase.....	23.7	1,020	23.6	28.0	28.9	21.8
Decrease.....	.6	25	.9			.8
No change.....	71.5	3,079	71.7	68.0	68.6	72.7
No answer.....	4.2	183	3.8	4.0	2.5	4.7



**Table 43.—Predictions of future trends in the length of the elementary school day, during the next 5 years, by U.S. totals and percentages and by regional percentages**

Prediction	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,367	100.0	100.0	100.0	100.0
Increase.....	23.7	1,020	29.6	13.0	27.5	23.6
Decrease.....	.6	26	3.3	.1		
No change.....	71.5	3,079	66.7	79.3	66.6	66.5
No answer.....	4.2	183	1.4	5.6	3.9	6.9

cent) reflected no change; and 4.2 percent did not respond. Within the population groups there is a slightly higher suggestion of increase in groups II and III. Among the regions, the Northeast reports a slightly higher degree of prospect for increase and the North Central a somewhat lower degree than the rest of the Nation. In other words, almost one-quarter of the urban places predicted an increase in the number of hours an elementary school child will attend school each day in the future.



**Chart 8.—Number of days public elementary schools were in session during 1957-1958, by U.S. percentages**

**Table 44.—Number of days public elementary schools were in session during 1957-58, by U.S. totals and percentages and by population group percentages**

Number of days	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
163-170.....	1.0	44			2.5	.8
171-174.....	6.8	291			5.8	7.3
175-179.....	33.7	1,451	23.6	24.0	25.4	37.4
180.....	34.9	1,502	30.2	29.3	35.9	35.4
181-185.....	11.4	492	25.5	20.0	16.6	8.5
186-190.....	2.8	120	8.5	6.7	6.3	1.2
191-196.....	1.0	41	1.9	1.3	1.3	.8
No answer.....	8.4	366	7.5	13.4	6.2	8.6

### School Year

On the related question of length of the elementary school year, the respondents were simply requested to indicate the number of days their elementary schools had been in session during the school year 1957-58. From the data gathered in this question, a frequency table was constructed. Chart 8 presents a summary of the findings. These findings are presented in greater detail in tables 44 and 45.

From chart 8 and tables 44 and 45, it is clear that over two-thirds of the urban places of the United States maintained public elementary school programs of between 175 and 180 school days during the school

**Table 45.—Number of days public elementary schools were in session during 1957-58, by U.S. totals and percentages and by regional percentages**

Number of days	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
163-170.....	1.0	44	.9		1.6	2.0
171-174.....	6.8	291	9.0		3.8	10.5
175-179.....	33.7	1,451	2.2	35.6	46.8	55.5
180.....	34.9	1,502	46.3	24.6	41.8	31.2
181-185.....	11.4	492	22.3	14.9	1.8	7.6
186-190.....	2.8	120	4.4	5.7		
191-196.....	1.0	41	2.4	1.2		
No answer.....	8.4	366	12.5	11.7	4.7	3.2

year 1957-58. Actually, 180 days is the most common number, reported by 34.9 percent of the urban places. On the other hand, 1 percent have 170 days or less per school year and approximately 4 percent have more than 185. In the range between 181 and 185 days 11.4 percent reported.

Of the population groups, more than one-third of group I of the urban places reported more than 180 school days, and almost 30 percent of group II more than 180 days; whereas, in group III about one-third had less than 180 days and in group IV 45.5 percent had less than 180 days. In other words, the larger urban places tend to have longer school years than do the smaller urban places.

From the regional point of view, almost 30 percent in the Northeast had more than 180 days; whereas, in the North Central over 40 percent had less than 180, and in both the South and the West more than 50 percent had less. Thus, among the regions, the Northeast deviates upward from the national mode of 180 days, while the North Central, the South, and the West deviate downward from this mode.

In the same sense that this question was asked with respect to increases in the length of the school day, respondents were also asked to indicate if they foresaw any increases in the length of the school year during the next 5 years. The returns are summarized in tables 46 and 47.

Here we find that 42.7 percent of the respondents indicated the likelihood of adding days to the elementary school year within the next 5 years. This trend was least pronounced in population group I and most pronounced in group III. Regionally, each group approximated the national trend, except for the West where the prediction was lower.

The final inquiry in this section dealt with the prospects of programs of additional school time, on a voluntary or optional basis, for so-called gifted children. Here the response, nationally, was fairly evenly divided: 47.2 percent predicted there would be; 49.8 percent said "no" to this; and 3 percent did not respond. These same ratios held consistently

**Table 46.—Predictions of future trends in the length of the elementary school year, during the next 5 years, by U.S. totals and percentages and by population group percentages**

Prediction	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Increase.....	42.7	1,841	20.8	38.0	46.5	43.4
No change.....	54.8	2,362	74.5	60.0	49.7	54.9
No answer.....	2.5	104	4.7	4.0	3.8	1.7



**Table 47.—Predictions of future trends in the length of the elementary school year, during the next 5 years, by U.S. totals and percentages and by regional percentages**

Prediction	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Increase.....	42.7	1,841	42.2	43.1	46.7	33.7
No change.....	54.8	2,362	56.2	53.6	51.4	62.9
No answer.....	2.5	104	1.6	3.3	1.9	3.4

throughout all the subgroups with no population or regional group deviating more than 3 percent in either direction from the national summary. In other words, the urban places appear to be almost evenly split on the future possibilities of voluntary additional time being made available to elementary children for a program of enrichment.

## Chapter 6

# Daily Schedule: Single and Double Sessions

ANOTHER PERTINENT ASPECT of elementary school organization and administration is concerned with the manner in which the daily schedule is organized. In this respect the matter of regularly scheduled single sessions versus double sessions was investigated. Here again is a topic which has been discussed widely and freely in professional circles and in the public press. Many controversies have been waged with respect to the pros and cons of double sessions, and many communities have wrestled with this problem in terms of classroom shortages and rapidly mounting enrollments. The emotional undertones of this development have been far-reaching; the educational overtones have been forcible and serious. In a recent statement U.S. Commissioner of Education Lawrence G. Derthick pointed out that:

When we steal school hours and days and years from children, we rob them of much more than time. . . . We rob them of *learning, serenity, and guidance*. We accuse ourselves: and we stand aghast at the magnitude of our theft. Without *learning*, this coming generation will be poorly equipped to work, to think, to serve their fellows. Without *serenity*, they will know no joy. Without *guidance*, they will find no wisdom.<sup>1</sup>

In approaching this problem, inquiry was made into present practice with respect to the different types of daily schedule for the public elementary school children of this country. What are the regularly established patterns of these schedules? What are the different degrees of practice with respect to these schedules? To what extent have modifications been made in these schedules? And what are the statistical findings with reference to "double sessions"?

Once again it becomes necessary to define terms with some degree of precision. The phrase "double sessions" has different meanings for

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<sup>1</sup>Lawrence G. Derthick, "The Stolen Years," *School Life*, 40:2, 13, November 1957.

different people. Actually, the significant feature of this practice has also been expressed in terms of: "half day sessions;" "partial sessions;" "split schoolday sessions;" and "others." To clarify meaning and purpose in answering the questions the respondents had before them the following definition:

As applied in questions 15, 16, 17, 18, 19, and 20, 'double session' means a plan in which two different groups of pupils use the same school during different parts of the school day.

Also, the respondents were asked in replying to report the basic daily schedule for their elementary schools in terms of single session of more than 5 hours in length; single session of less than 5 hours in length; partial or full double-session plans; and all possible combinations of these basic patterns.

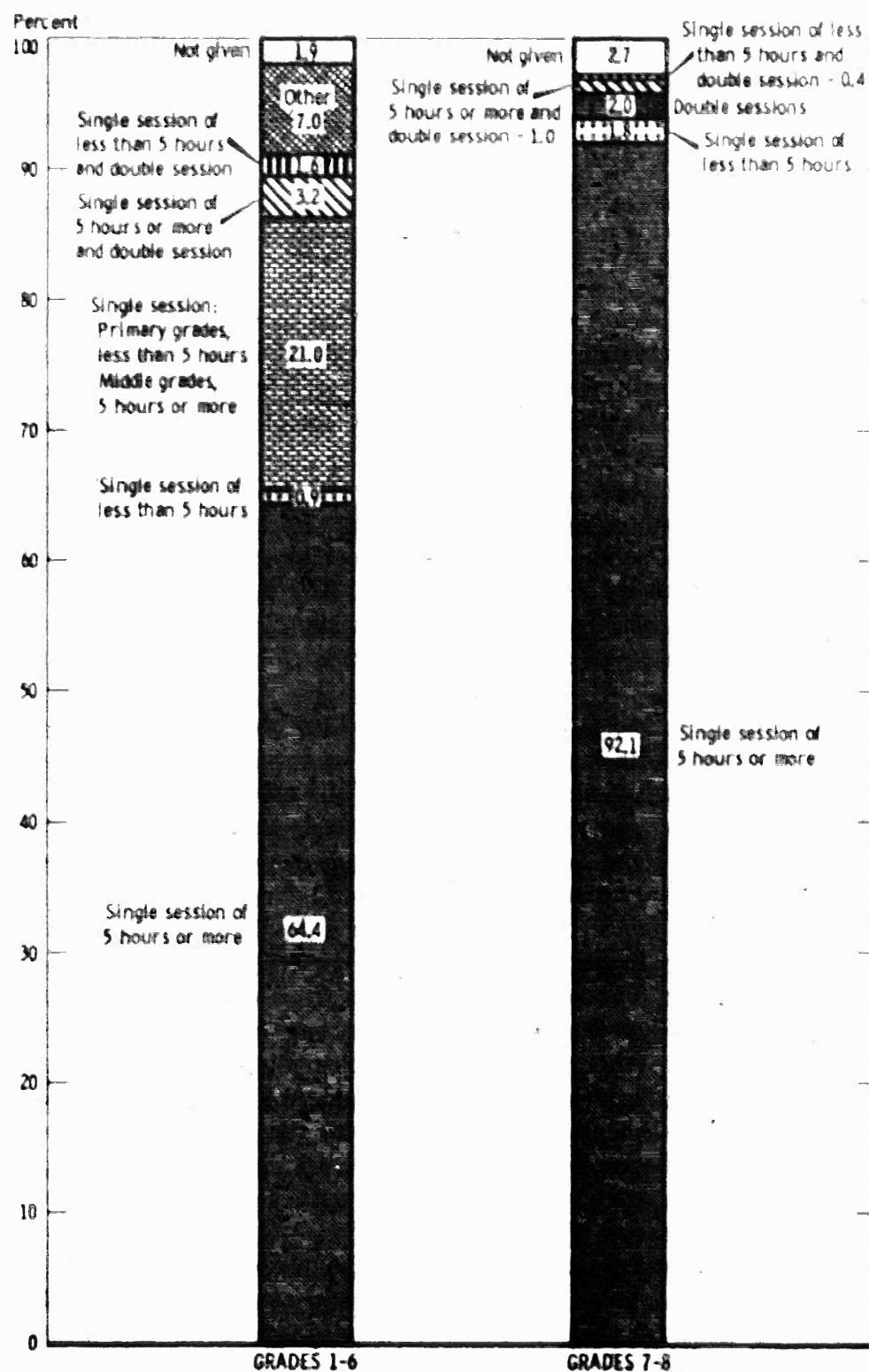
Chart 9 shows the national distribution of practice in this regard. Again, as previously indicated, these data are presented in a grade 1 to 6 summary, and also in a grade 7 and 8 summary when these latter are part of the elementary school organization. The detailed reports of the plan of daily schedule for public elementary schools is presented, for grades 1 through 6, in tables 48 and 49 and, for grades 7 and 8, in table 50 and table 51.

From the chart and tables these basic findings are drawn with respect to the daily schedules in public elementary schools in the United States: In grades 1 through 6, almost two-thirds of the urban places included in this study have a plan which comprises a single session of more than 5 hours in length; about 20 percent have a single session of less than 5 hours for the primary grades and more than 5 hours for the intermediate grades; and less than 5 percent are employing the double-session plan in any partial degree. In grades 7 and 8, over 90 percent have a single session plan of more than 5 hours in length; 2 percent are entirely on a double-session plan; and less than 1.5 percent are using double sessions in any partial degree. In other words no public elementary schools are using double sessions exclusively in grades 1 through 6; 2 percent of the grade 7 and 8 public elementary schools are using the double session plan throughout. On the grade 1 through 6 level, 4.8 percent are using some degree of double sessions; whereas, on the 7 and 8 grade level, 1.4 percent are using some measure of "double sessions."

Several other aspects of the double-session plans were explored. For example, from the point of view of elementary school administration, the various plans for the deployment of administrative and instructional staff personnel is pertinent. Since double sessions, by their very nature, indicate an additional school load, it is important to know whether provision is made for two separate staffs.

The results of the question of one principal versus two different prin-





**Chart 9.—Plan of daily schedule for public elementary school grades 1 through 6 and grades 7 and 8, in urban places, with populations above 2,500, by U.S. percentages**

Table 48.—Plans of daily schedule for public elementary school grades 1 through 6 in urban places with populations above 2,500, by U.S. totals and percentages and by population group percentages

Daily schedule	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,397	100.0	100.0	100.0	100.0
Single session of more than 5 hours.....	64.4	2,773	56.6	65.3	53.8	67.5
Single session of less than 5 hours.....	9	40		2.7	.8	.8
Single sessions: primary grades less than 5 hours; intermediate grades more than 5 hours.....	21.0	904	9.5	13.3	28.4	20.4
Single session of more than 5 hours and double sessions.....	3.2	136	16.1	6.7	2.1	2.6
Single session of less than 5 hours and double sessions.....	1.6	74	3.7	2.7	6.5	.7
Other.....	7.0	298	12.2	6.6	5.4	6.4
No answer.....	1.9	82	1.9	2.7	2.0	1.8

cipals for the two sessions are presented in tables 52 and 53. Here prevailing practice is conclusively on the basis of a single principal who administers both sessions of the school day. In the national sense almost 85 percent of the urban places report this plan; whereas less than 8 percent indicate that a separate principal is employed for each session.

Table 49.—Plans of daily schedule for public elementary school grades 1 through 6 in urban places with populations above 2,500, by U.S. totals and percentages and by regional percentages

Daily schedule	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,397	100.0	100.0	100.0	100.0
Single session of more than 5 hours.....	64.4	2,773	65.9	68.5	62.5	56.8
Single session of less than 5 hours.....	9	40		.4	1.3	3.0
Single sessions: primary grades less than 5 hours; intermediate grades more than 5 hours.....	21.0	904	21.1	18.0	24.4	19.2
Single session of more than 5 hours and double sessions.....	3.2	136	3.6	2.0	3.9	3.4
Single session of less than 5 hours and double sessions.....	1.6	74	3.2	.8	1.6	1.4
Other.....	7.0	298	3.4	8.5	5.0	14.2
No answer.....	1.9	82	2.8	1.8	1.3	2.0

**Table 50.—Plans of daily schedule for public elementary school grades 7 and 8 in urban places with populations above 2,500, by U.S. totals and percentages and by population group percentages**

Daily schedule	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	1,460	100.0	100.0	100.0	100.0
Single session of more than 5 hours.....	92.1	1,344	91.3	84.6	88.1	92.8
Single session of less than 5 hours.....	1.8	27		7.7	8.5	1.0
Double sessions.....	2.0	30				2.4
Single session of more than 5 hours and double sessions.....	1.0	14	8.7			1.0
Single session of less than 5 hours and double sessions.....	.4	6				.4
No answer.....	2.7	39		7.7	3.4	2.4

The policy of using the same principal for both sessions is uniformly followed in all population groups, although the two-principal plan is used to a greater degree in the smallest urban places and to a lesser degree in the largest urban places. Regionally, the one-principal plan is also uniform throughout the country, with the minor exception of the North Central area, wherein 90 percent of the places use only one principal and there is no use whatsoever of the two-principal procedure.

In a similar manner the question of using the same teacher for both sessions versus using a different teacher for each session was explored.

**Table 51.—Plans of daily schedule for public elementary school grades 7 and 8 in urban places with populations above 2,500, by U.S. totals and percentages and by regional percentages**

Daily schedule	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	1,460	100.0	100.0	100.0	100.0
Single session of more than 5 hours.....	92.1	1,344	89.3	93.4	96.3	86.3
Single session of less than 5 hours.....	1.8	27	2.3		1.0	6.6
Double sessions.....	2.0	30	2.7	4.8		2.8
Single session of more than 5 hours and double sessions.....	1.0	14	3.1	.3		
Single session of less than 5 hours and double sessions.....	.4	6				2.7
No answer.....	2.7	39	2.7	2.5	2.7	2.6



**Table 52.—Use of principals in double-session schools in urban places with populations above 2,500, by U.S. totals and percentages and by population group percentages**

Principals	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	468	100.0	100.0	100.0	100.0
Same principal for both sessions.....	84.0	396	88.2	85.3	90.4	82.2
Different principal for each session.....	7.0	37	2.9			
Other.....	2.4	11	2.0			13.3
No answer.....	5.1	24	5.9	16.7	9.0	4.5

An additional scheme, that of using a team<sup>o</sup> of teachers, who would be involved in both sessions, was also included in the survey form. These results are presented in tables 53 and 54.

Here the reverse of the policy relative to principals is to be found. About three-quarters of the urban places report the use of two different teachers for the two sessions; only 9 percent indicate that the same teacher is used for both sessions; and almost 5 percent report using a team of teachers for both sessions. In general, this basic pattern prevails among the four population groups, with the single exception of Group III, where almost 85 percent report the use of the different teacher scheme and there is no reported incidence of using the same teacher for both sessions. However, the team plan—that of using a set of teachers to cover both sessions, is used by over 11 percent of the largest city group, which also report less than 3 percent use of the same-teacher-for-both-sessions

**Table 53.—Use of principals in double-session schools in urban places with populations above 2,500, by U.S. totals and percentages and by regional percentages**

Principals	United States		Regional Percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	468	100.0	100.0	100.0	100.0
Same principal for both sessions.....	84.0	396	80.7	90.3	80.6	67.8
Different principal for each session.....	7.0	37	10.1		10.0	11.3
Other.....	2.4	11	9.2			
No answer.....	5.1	24		9.7	9.3	9.9

**Table 54.—Staffing patterns for teachers in double-session schools in urban places with populations above 2,500, by U.S. totals and percentages and by population group percentages**

Teachers	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	468	100.0	100.0	100.0	100.0
Different teachers for each session.....	74.6	349	70.6	75.0	84.6	71.1
Same teacher for both sessions.....	9.0	42	2.9	8.4	.....	13.3
Teams of teachers for both sessions.....	4.7	22	11.7	.....	5.8	4.5
Other.....	4.9	23	5.8	8.3	9.6	2.2
No answer.....	6.8	32	9.0	8.3	.....	8.9

plan. Regionally, there is a much higher proportion of use of the same teacher for both sessions in the South, where almost one-fourth report this procedure. The West reports no use of this same-teacher plan. The Northeast has the greatest amount of use of team plan, over 10 percent.

Thus, in general, personnel policies with respect to double sessions in the public elementary schools of the United States indicate that the common policy is to employ one principal who will administer and supervise both segments of the double session school day; but also, contrarily, to employ two different groups of teachers so that each group will teach only one session.

**Table 55.—Staffing patterns for teachers in double-session schools in urban places with populations above 2,500, by U.S. totals and percentages and by regional percentages**

Teachers	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	468	100.0	100.0	100.0	100.0
Different teachers for each session.....	74.6	349	70.6	67.3	75.4	85.8
Same teacher for both sessions.....	9.0	42	10.1	.9	32.3	.....
Teams of teachers for both sessions.....	4.7	22	10.9	.9	1.5	5.7
Other.....	4.9	23	8.4	4.1	.8	6.6
No answer.....	6.8	32	.....	26.5	.....	1.9

**Table 56.—Future trends relative to double sessions in urban places with populations above 2,500, by U.S. percentages and by population group percentages**

Population group	Urban places using double sessions (468)				Urban places not using double sessions (3,839)			
	Total	Prediction			Total	Prediction		
		Increased use	Decreased use	No change		Will use	Will not use	No answer
1	2	3	4	5	6	7	8	9
Total	100.0	23.3	65.4	11.3	100.0	8.3	61.3	30.4
I.....	100.0	20.6	67.6	11.8	100.0	2.8	66.7	30.5
II.....	100.0	16.7	75.0	8.3	100.0	6.3	66.7	27.0
III.....	100.0	25.0	55.8	19.2	100.0	2.9	54.0	43.1
IV.....	100.0	24.4	66.7	8.9	100.0	10.0	62.4	27.6

When asked the reason for double sessions, over 95 percent responded in terms of space shortage. Not a single response gave educational policy as the sole basis for double sessions. However, 3.6 percent did report a combination of both space shortage and educational policy as the cause. The spread of answers throughout the subgroup categories was consistent with the national trends, there being no significant deviations.

Those urban places presently using double sessions were asked to respond in terms of future predictions. These results are presented in tables 56 and 57. In this instance almost one-quarter, 23.3 percent,

**Table 57.—Future trends relative to double sessions in urban places with populations above 2,500, by U.S. percentages and by regional percentages**

Region	Urban places using double sessions (468)				Urban places not using double sessions (3,839)			
	Total	Prediction			Total	Prediction		
		Increased use	Decreased use	No change		Will use	Will not use	No answer
1	2	3	4	5	6	7	8	9
Total	100.0	23.3	65.4	11.3	100.0	8.3	61.3	30.4
Northeast	100.0	38.7	52.1	9.2	100.0	11.1	53.8	35.1
North	100.0	9	89.4	9.7	100.0	7.4	68.7	23.9
Central	100.0	14.6	66.2	19.2	100.0	8.3	61.8	29.9
South	100.0	40.6	53.8	5.6	100.0	4.9	56.5	38.6
West	100.0				100.0			



reported the likelihood of increased use, 65.4 percent reported decreased use in the future, and 11.3 percent indicated no change in either direction. In other words, two-thirds of the urban places now using double sessions are expecting a reduction; whereas, one-third indicate either a continuation of present status or an increase. Both the Northeast and the West indicated the greatest percent of probable increase, 38.7 and 40.6. Correspondingly, the North Central and the South reported the greatest percent of decrease, 89.4 and 66.2. There were no significant population group departures from the national trends.

Finally, those urban places not now using the double sessions were asked to predict their future course. On this score, 8.3 percent reported they will have to use them in the future; 61.3 percent did not foresee any future use; and 30.4 percent did not answer. Slightly higher degrees of possible future use were reported in population group IV and in the Northeast than for the Nation as a whole.

In conclusion, there are definite indications that double sessions will, of necessity, be continued in almost one-quarter of the urban places reporting its present use, but two-thirds more of the urban places now employing it are planning to drop it. Of the places not yet using the plan, about 8 percent reported they expect to use it in the future. More than 95 percent reported that double sessions are used only as they become expedient because of school space shortages.

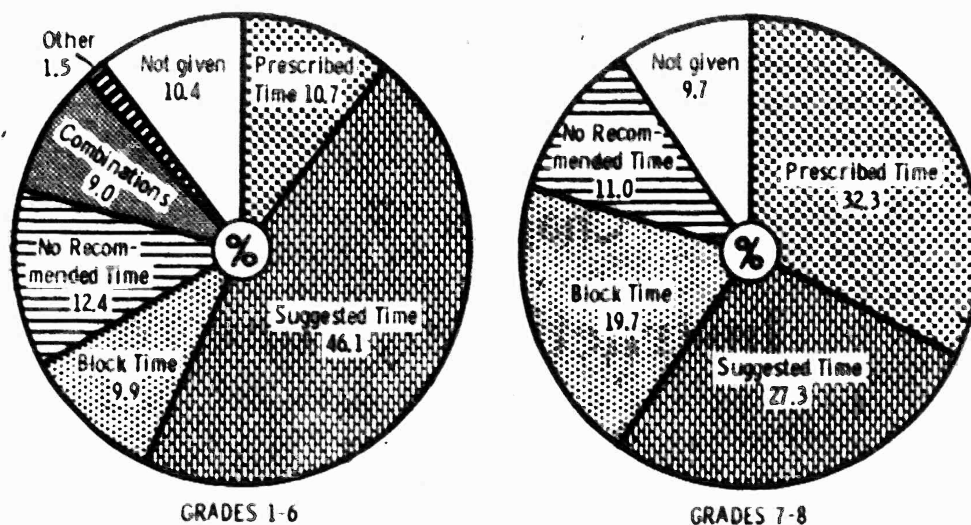
## Chapter 7

# Instructional Time Allocation

**B**Y GENERAL AGREEMENT the curriculum of the elementary school has evolved into a pattern of seven broad subject fields: language arts, arithmetic, science, social studies, art, music, and health and physical education. Administrators and instructional staff have long wrestled with problems of how best to maintain proper perspective among these curricular obligations and responsibilities. The range of practice in this regard has been great and, increasingly, expressions of interest and concern have grown with reference to balanced educational programs. Of course, it has long been recognized in the field of elementary education that learning does not take place in the dimensions of separate and discreet subject areas, and that the interrelationships involved in the learning process should be used to full advantage. There is no suggestion here that a highly compartmentalized scheme of educational planning is either desirable or valuable. However, on the other hand, certain broad patterns of curriculum planning and relationship are necessary to achieve some balance. Lack of such policy and direction can become extreme and result in failure to educate effectively. In the light of these considerations, it was considered pertinent in a survey of public elementary school organization and administration to investigate policies and practices with respect to instructional time allocation.

The respondents were asked to indicate the basic underlying policy; the specific manner in which policy is applied; and the amount of public inquiry being received in relation to this matter.

With respect to the fundamental policy upon which the determinations of instructional time allocation are made, chart 10 shows the national summary for grades 1 through 6 and grades 7 and 8. Additional analysis by population groups and by regions is offered in tables 58 and 59 which present the findings for grades 1 through 6, and in tables 60 and 61 which present findings for grades 7 and 8.



**Chart 10.—Instructional time allocation policy in public elementary schools, grades 1 through 6 and grades 7 and 8, in urban places with populations above 2,500, by U.S. percentages**

From the chart and the tables the following observations are drawn: For grades 1 through 6 the most common policy is that of "suggested time per subject," with slightly less than half the urban places employing this procedure. The policies of "no recommended time," "prescribed time," and "block time" are about evenly distributed, each approximating 10 percent of national practice. This same distribution is found in both the population group and regional categories. The most prevalent practice, then, takes the form of a suggested time allotment guideline for teachers which, presumably, is permissive and nonrestrictive. Two

**Table 58.—Instructional time allocation policy in public elementary school grades 1 through 6 in urban places with populations above 2,500, by U.S. totals and percentages and by population group percentages**

Policy	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total	100.0	4,397	100.0	100.0	100.0	100.0
Suggested time per subject	46.1	1,986	41.5	50.7	55.8	43.2
No recommended time per subject	12.4	533	4.7	5.3	5.8	15.2
Prescribed time per subject	10.7	463	21.7	16.0	10.8	9.7
Block time per subject	9.9	427	17.0	12.0	9.5	9.5
Combinations	9.0	389	3.8	6.6	6.0	10.3
Other	1.5	61	2.8	2.7	.8	1.4
No answer	10.4	448	8.5	6.7	11.3	10.7



**Table 59.—Instructional time allocation policy in public elementary school grades 1 through 6 in urban places with populations above 2,500, by U.S. totals and percentages and by regional percentages**

Policy	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Suggested time per subject.....	46.1	1,986	46.0	45.7	50.8	36.4
No recommended time per subject.....	12.4	533	11.2	16.3	10.9	9.1
Prescribed time per subject.....	10.7	463	16.3	8.9	6.7	14.2
Block time per subject.....	9.9	427	4.5	11.7	12.7	9.3
Combinations.....	9.0	389	7.6	9.5	10.0	8.1
Other.....	1.5	61	2.4	.5	1	4.9
No answer.....	10.4	448	12.0	7.4	8.8	18.0

other types of practice by a central office are found: mandatory time allotment and absence of any policy. Each practice is used in about one-tenth of the urban places. The proposal of broad patterns in terms of "block time" is similarly employed in about one-tenth of the urban places.

For grades 7 and 8, about one-third of the urban places have a policy based upon prescribed time allocations per subject; 27.3 percent follow the "suggested" policy; and 19.7 percent employ the "block time" procedure. Here again about one-tenth indicate use of no established instructional allocation policy. Population groups I and II both report greater use of the "suggested time" plan than the national percentages, and group II also makes greater use of the "prescribed time" policy.

**Table 60.—Instructional time allocation policy in public elementary school grades 7 and 8 in urban places with populations above 2,500, by U.S. totals and percentages and by population group percentages**

Policy	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	1,460	100.0	100.0	100.0	100.0
Prescribed time per subject.....	32.3	472	17.4	46.2	30.5	32.1
Suggested time per subject.....	27.3	399	56.5	46.1	32.0	26.3
Block time per subject.....	19.7	288	17.4	—	17.0	21.1
No recommended time per subject.....	11.0	160	—	—	8.5	11.9
No answer.....	9.7	141	8.7	7.7	22.0	8.6

**Table 61.—Instructional time allocation policy in public elementary school grades 7 and 8 in urban places with populations above 2,500, by U.S. totals and percentages and by regional percentages**

Policy	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	1,460	100.0	100.0	100.0	100.0
Prescribed time per subject.....	33.3	473	38.2	30.0	29.7	29.8
Suggested time per subject.....	37.3	399	34.6	18.0	31.3	17.9
Block time per subject.....	19.7	288	13.7	29.9	17.4	22.0
No recommended time per subject.....	11.0	160	10.5	11.4	13.3	8.3
No answer.....	9.7	141	3.0	10.7	9.4	22.0

There are no major deviations from the national trends on the regional analysis basis.

The next aspect of administrative procedure with reference to instructional time allocation explored was the manner in which the practices were put into action. Respondents were asked to indicate whether this was done by allocating minutes per week, allocating a percentage of time per week, or some other method of allocation.

The report on these practices is presented in tables 62 and 63 for grades 1 through 6 and in tables 64 and 65 for grades 7 and 8.

Nationally, for grades 1 through 6, the most frequent procedure for instructional time allocation is on the basis of minutes per week, 46.3 percent of the total. The plan of "percentage of time per week" is employed by 19.5 percent of the urban places. "Other" accounted for 4.9 percent and "no answer," 29.3 percent. In general, population groups I, II, and III use the "minutes per week" plan to a greater extent than the national average, and population group IV uses it somewhat less. Regionally, the Northeast uses the "minutes per week" plan most, and the South, the least.

In grades 7 and 8, the "minutes per week" plan is used by 57.5 percent of the urban places; "percentage of time per week," by 17.7 percent; "other" accounted for 3.3 percent, and "no answers," 21.5 percent. Population groups I and II have greater use of the "minutes per week" plan; whereas group IV makes the greatest use of the "percentage" plan. On the regional basis, there are no major deviations from the national pattern.

Finally, the question of inquiries from the public concerning instructional time allotment policies and procedures was explored. The respondents were requested to indicate if they were receiving such inquiries frequently, seldom, or never. The returns showed, on the national basis,

**Table 62.—Method of implementation of instructional time allocation policies, grades 1 through 6, by U.S. totals and percentages and by population group percentages**

Basis	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Minutes per week.....	46.3	1,996	59.3	68.0	57.8	40.2
Percentage of time per week.....	19.5	840	17.0	13.3	14.1	21.8
Other.....	4.9	209	6.6	5.3	4.0	5.0
No answer.....	29.3	1,262	17.1	13.4	24.1	33.0

**Table 63.—Method of implementation of instructional time allocation policies, grades 1 through 6, by U.S. totals and percentages and by regional percentages**

Basis	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Minutes per week.....	46.3	1,996	53.9	47.0	40.5	44.8
Percentage of time per week.....	19.5	840	19.4	17.2	22.4	18.5
Other.....	4.9	209	3.5	6.5	4.1	5.2
No answer.....	29.3	1,262	23.2	29.3	33.0	31.5

**Table 64.—Method of implementation of instructional time allocation policies, grades 7 and 8, by U.S. totals and percentages and by population group percentages**

Basis	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	1,460	100.0	100.0	100.0	100.0
Minutes per week.....	57.5	839	57.5	75.1	55.0	56.0
Percentage of time per week.....	17.7	259	12.5	-----	8.5	19.6
Other.....	3.8	48	-----	-----	-----	3.8
No answer.....	21.5	314	-----	21.9	35.6	20.6



**Table 65.—Method of implementation of instructional time allocation policies, grades 7 and 8, by U.S. totals and percentages and by regional percentages**

Basis	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total	100.0	1,460	100.0	100.0	100.0	100.0
Minutes per week	57.5	839	61.3	70.8	55.1	36.2
Percentage of time per week	17.7	259	18.8	8.2	24.6	14.3
Other	3.3	48	5.5	3.8		5.5
No answer	21.5	314	14.4	17.7	20.3	44.0

that less than 2 percent were receiving frequent inquiries, 76.8 percent seldom, and 20.3 percent never, with 1.2 percent giving no answers. Again, on the population group and regional bases there are no appreciable variations from this national trend.

In summarizing policies, procedures, and public interest in instructional time allocation, it is found that the most common policy for the first six grades of the public elementary school is the "suggested time" approach, whereas, for the seventh and eighth grades the most common policy is that of "prescribed time." The so-called "minutes-per-week-per-subject" is the most prevalent method of putting the underlying policy into operation throughout all grade levels of the public elementary school. Finally, there are no apparent indications of widespread public interest or inquiry into this administrative responsibility.

## Chapter 8

# Pupil Promotion

PROMOTION of pupils involves such questions as: Upon what policy basis is the individual child judged with respect to advancement to the next grade? What are the factors involved in this decision? Have these procedures been developed in an organized fashion? And, what types of parental reactions to the promotional policies are being experienced? Some observers of the American educational scene have been suggesting that pupil promotion is an area of inherent weakness, that the schools are failing to discharge their responsibility with respect to holding children to requirements. It is being suggested that the elementary school has been remiss in guiding children to the full realization of their capabilities. Also, there have been suggestions that the general level of educational accomplishment is below what it might or should be because of a careless and indifferent approach to the importance of objective and critical judgment with respect to pupil achievement. There are those who are saying that our schools have lowered their standards and that this default is most apparent in the pupil promotional situation.

In the light of these criticisms then, what is present practice in the public elementary schools of the country in regard to pupil promotion? In organizing this question for survey purposes it was agreed that essentially there are two widely divergent bases for consideration of promotion. At one end of the scale is that which, for survey purposes, is called "academic achievement," while at the other end is the basis which, again for survey purposes, is called "group progress." The implication is that, when academic achievement is the basis, intellectual accomplishment alone is the determining factor; whereas, in group progress the implication is that consideration is given to all aspects of the child's performance, including, of course, the intellectual, but also the personal, social, physical, and emotional as well. This latter approach has sometimes been referred to in the literature as "social promotion," although the phrase was purposely not used in this survey.

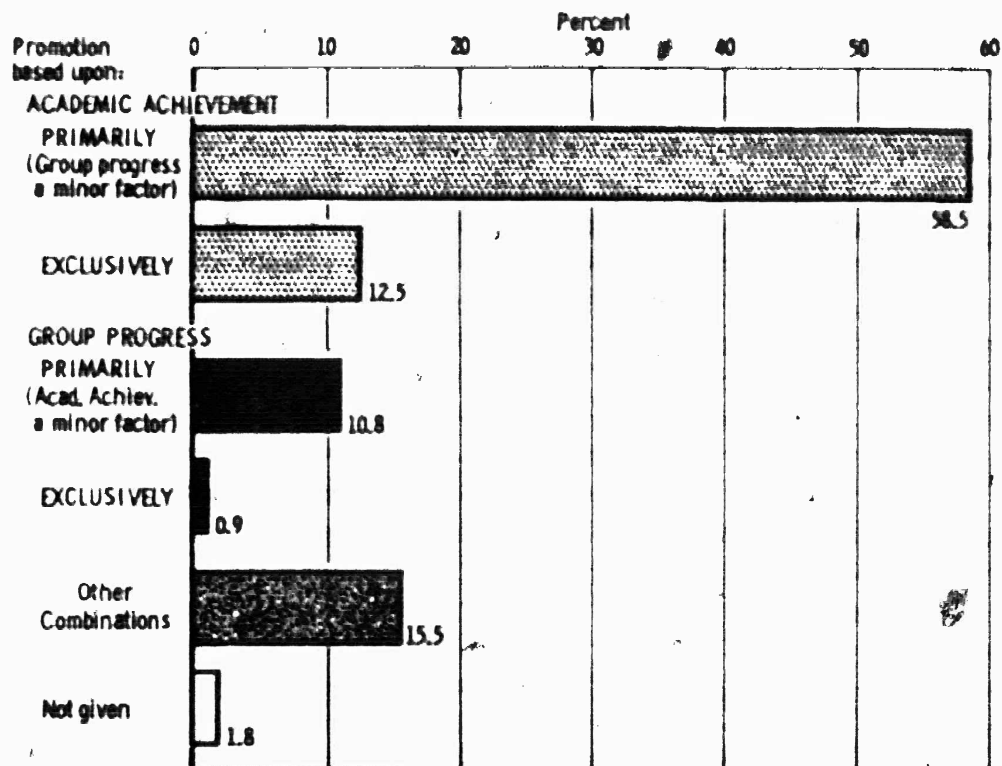
Admittedly there are many different shades of meaning and emphasis lying between these two opposing bases for promotion. For this reason, the survey instrument provided an opportunity for the respondent to

indicate that policy might be based upon either one as the major factor with the other as a minor factor. In other words, it was possible to respond to this question on the bases of the following categories: academic progress exclusively, group progress exclusively, academic progress primarily but with group progress a secondary consideration, or group progress primarily with academic progress a secondary consideration. Finally, with full recognition of the fact that it is always difficult, at best, to reduce these considerations to simple definition and terminology, an additional opportunity was given to answer in terms of "other," upon the assumption that such answers would indicate factors and balances not stated in the four basic categories.

### Basic Policies

A graphic presentation of the results to this question—upon what basis are pupil promotions made?—is found in chart 11. The results of this question, on the population group and regional bases, are presented in tables 66 and 67.

Nationally, over half of the urban places—58.5 percent—reported that their promotions are made on the basis of primary consideration to aca-



**Chart 11.—Policy bases for pupil promotions for public elementary schools in urban places with populations above 2,500, all grades, by U.S. percentages**



**Table 66.—Policy bases for pupil promotions, public elementary schools in urban places with populations above 2,500, all grades, by U.S. totals and percentages and by population group percentages**

Policy basis	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Academic achievement with group progress a minor factor.....	58.5	2,518	45.3	50.7	64.1	58.4
Other.....	15.5	666	24.5	21.3	13.1	15.0
Academic achievement.....	12.5	538	14.2	14.7	6.8	13.7
Group progress with academic achievement a minor factor.....	10.8	466	9.4	10.7	11.6	10.7
Group progress.....	.9	40	2.8	1.3	2.5	.4
No answer.....	1.8	79	3.8	1.3	2.0	1.8

ademic achievement, with secondary consideration to the group progress aspects. Another 12.5 percent reported they promote solely on the basis of academic achievement. In other words, more than 70 percent reported that first consideration is given to academic factors in making decisions about pupil promotion. Conversely, only 10.8 percent reported that they promote on the basis of major consideration to group progress with minor attention to academic achievement, and less than 1 percent said they promote solely on the basis of group progress. Incidentally, too, the category of "other" accounts for 15.5 percent of the national results. Therefore, it becomes obvious that, within the dimensions of this survey, at least, there is no great tendency to resolve the problems of pupil promotion in terms other than academic progress and accomplishment.

**Table 67.—Policy bases for pupil promotions, public elementary schools in urban places with populations above 2,500, all grades, by U.S. totals and percentages and by regional percentages**

Policy basis	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Academic achievement with group progress a minor factor.....	58.5	2,518	60.7	52.1	62.3	59.8
Other.....	15.5	666	19.1	14.5	13.3	16.0
Academic achievement.....	12.5	538	7.7	20.3	7.7	15.0
Group progress with academic achievement a minor factor.....	10.8	466	8.0	11.6	13.9	7.3
Group progress.....	.9	40	.9	1.5	.8	
No answer.....	1.8	79	3.6	.1	2.0	2.2

In the population group analysis certain deviations stand out. Group I makes a slightly greater use of the "group progress alone" method and somewhat less of the "academic achievement major with group progress minor" than the rest of the Nation. Both groups I and II reported a higher incidence of "other" as well. Group III makes the greatest use of the "academic achievement major with group progress minor" policy and less of the "academic achievement alone" procedure. Group IV is consistent with the nationwide trends in every respect.

Regionally, the North Central exceeds the national average with respect to the "academic achievement alone" policy, and the Northeast and the South apply this policy the least. Otherwise the reports of the regional groups are consistent with the national pattern.

### Parental Reactions

As previously indicated, the investigation into pupil promotion policy also included a survey of public expression of interest and reaction to the type of policy employed at the local level. Here the respondents were requested to summarize the reactions they were receiving in terms of "favorable," "unfavorable," "inconclusive," or "none experienced."

The responses are summarized on the national basis as follows:

Reaction	Percent
Favorable.....	84.1
Unfavorable.....	7
Inconclusive.....	9.8
None experienced.....	4.5
No answer.....	9

In the population group and regional analyses, no major departures from this national summary are evident. In fact, for all subgroups, the percentage of "favorable" answers varied less than 1 percent from the percentage for the entire country. Several subgroups reported none in the "unfavorable" category.

From this it was concluded that almost 85 percent of parental reaction to local pupil promotional policies is favorable and that less than 1 percent are reacting unfavorably. About 10 percent of the urban places report they are unable to distinguish a reaction in either direction.

Therefore, with respect to pupil promotion, the evidence is clear, in the scope of this survey, that 70 percent of the urban places in the United States promote on the basis of either complete or, at least, primary attention to the academic achievement of the pupils and that 85 percent of the parents approve of this policy. On the other hand, so-called social promotion as a sole basis of judgment is practically nonexistent. However, more than 50 percent of the schools in this survey do take into consideration other factors, in addition to academic achievement, in effecting their policies and in making their decisions on pupil promotion.

## Chapter 9

# Reporting Pupil Progress

CONSISTENTLY over the years the reporting of pupil progress has remained a trouble spot for elementary school administrators and, by the same token, it may well be one where there is the greatest amount of public confusion and lack of understanding. Procedures for reporting pupil progress are constantly being restudied and revised. The weight of tradition has been heavy, but the attempts to improve continue to be numerous. Reporting pupil progress is a topic which invariably takes a top priority in professional conferences; it is a consideration to which innumerable local parent-teacher associations address themselves each year.

In simplest definition the purpose of any method of reporting pupil progress is to establish a two-way flow of information between the school and the home in the interests of the mutually-shared responsibility for guiding the child. It remains a moot question as to whether or not this idealistic purpose has been fully achieved. In similar vein, the question might fairly be raised as to whether some reporting plans, as used by some schools, have been directed towards this goal. Also, the question might be raised as to whether or not this understanding of purpose has been shared by some parents. It is readily apparent that the process of reporting pupil progress remains an administrative practice of continuing concern, confusion, and revisionary activity.

In this investigation of reporting pupil progress, the first question put to respondents dealt with the local policy governing the development of procedures. The question in its alternate forms was: Is there one uniform systemwide plan used by all schools? Are there alternate plans from which each school may select one? Is the opportunity provided for each school to develop its own individual plan for reporting pupil progress? or "other"?

### Basic Policies

In brief, this inquiry shows the following range of national practice:

<i>Response</i>	<i>Percent</i>
Uniform plan for all schools.....	88.8
Alternate plans from which each school may select one.....	2.0
Opportunity for each school to develop its own plan.....	6.5
Other.....	1.2
No answer.....	1.5



From this evidence, it is clear that the great majority of urban places in the United States operate on a policy which establishes one uniform plan to be used by all elementary schools in that system for reporting pupil progress. The alternate plan idea is employed in only 2.0 percent of the places; while the individual freedom and responsibility of each school to develop its own plan is employed in 6.5 percent of the urban places.

In the population group analysis there are no appreciable deviations from these national trends; nor are there any major departures from this pattern among the regions.

At the present time, then, it is clear that almost 90 percent of our public elementary schools are operating under a policy of reporting pupil progress which uses the same standard plan as that established for one entire urban place.

## Methods

The next inquiry into this area dealt with the different methods for reporting pupil progress used by these urban places throughout the United States. In attempting to gather this information, it was recognized from the outset that there would be many problems in reducing a wide range of practice and detail to a compact set of definitions for survey purposes. The survey form was developed to provide opportunities for responding in the following dimensions:

1. Exclusively by use of a letter scale (A, B, C, etc.).
2. Exclusively by a word scale (excellent, good, etc.).
3. Exclusively by the use of a number or percentage scale (92, 83, etc.).
4. Exclusively by the use of a two-point scale (pass or fail, etc.).
5. Exclusively by the use of informal written notes.
6. Exclusively by the use of regularly scheduled personal conferences with parents.

These were the six basic patterns selected and refined for survey instrument purposes. However, it was realized that many urban places might employ more than one, or even several of these methods in combination patterns, and, therefore, the additional opportunity was provided to indicate:

7. Combinations of the above-listed six methods.

And, finally:

8. Other.

While some of the first six items are mutually exclusive in the sense that they are distinctly different basic methods, it was apparent that some could be combined with the informal, written note or with the conference method.

As a consequence of this wide range of opportunity for combination answers, the returns showed a considerable spread. In the interests of simplicity of presentation and economy of space, certain editorial liberties have been taken in presenting these data. The standard method of presentation used throughout this report was waived at this point. A full summary in terms of national percentages is given in table 68 but the additional treatment on the population group and regional bases is omitted. To summarize the major trends shown in table 68, table 69 indicates the concentration of methods in terms of the six most commonly employed procedures. The six methods shown in table 69 represent more than 85 percent of national practice in methods of reporting pupil progress.

One final analysis is presented with reference to methods of reporting pupil progress. Using the 6 basic plans—letter scale, word scale, numbers or percentages, two-point scale, informal written notes, and personal

**Table 68.—Methods used for reporting pupil progress in public elementary schools in urban places with populations above 2,500, all grades, by U.S. percentages**

<i>Method</i>	<i>Percent</i>
<b>TOTAL</b> .....	<b>100.0</b>
Exclusively by letter scale.....	30.7
Exclusively by word scale.....	3.8
Exclusively by number scale.....	.6
Exclusively by two-point scale.....	.6
Exclusively by informal written notes.....	
Exclusively by personal conferences.....	1.9
By a letter scale and informal written notes.....	8.2
By a letter scale and personal conferences.....	22.4
By a word scale and informal written notes.....	1.3
By a word scale and personal conferences.....	4.3
By a number scale and informal written notes.....	.6
By a number scale and personal conferences.....	.4
By a two-point scale and informal written notes.....	.3
By a two-point scale and personal conferences.....	1.9
By informal written notes and personal conferences.....	2.2
By a letter scale, informal written notes, and personal conferences.....	16.2
By a word scale, informal written notes and personal conferences.....	2.6
By a number scale, informal written notes, and personal conferences.....	1.0
By a two-point scale, informal written notes, and personal conferences.....	.3
Other.....	.7

**Table 69.—The six most commonly employed methods of reporting pupil progress in the public elementary schools in urban places with populations above 2,500, by U.S. percentage of use**

<i>Method</i>	<i>Percent</i>
TOTAL.....	85.6
Exclusively by letter scale.....	30.7
By a letter scale and personal conferences.....	22.4
By a letter scale, informal written notes, and personal conferences.....	16.2
By a letter scale and informal written notes.....	8.2
By a word scale and personal conferences.....	4.3
Exclusively by a word scale.....	3.8

conferences—a study of all the various combination possibilities shows that:

The letter scale is involved, in combination, in 77.5 percent of the urban places of the country.

The personal conferences are involved, in combination, in 53.2 percent of the urban places of the country.

The informal, written note is used, in combination, in 32.7 percent of the urban places of the country.

Therefore, in conclusion, the most common single pattern of reporting is on the basis of the letter scale alone, 30.7 percent. In terms of combinations, again the letter scale is the most common element, being used in 77.5 percent of the urban places in the country. Personal conferences are being used in combination with other methods in 53.2 percent of the urban places in the country. Informal, written notes are used in combination with other methods in 32.7 percent of urban places in the country. On the other hand, no urban place use the informal written note exclusively. Both the two-point scale and the number scales are used to negligible degrees. And finally, the most popular method of reporting pupil progress is a combination plan, since combinations are used in 62.4 percent of the urban places of the United States.

### **Administrative Concern**

In addition to a study of the methods used in reporting pupil progress, this survey also explored the attitudes of the respondents towards this responsibility. They were asked to indicate whether they felt that reporting pupil progress presents a major administrative problem, a minor administrative problem, or calls for only routine attention. In substance, 13.1 percent said it is a problem of major administrative proportions; 42.5 percent reported it to be a problem of minor administrative proportions; 43.6 percent reported that it is a routine administrative problem; and .8 percent did not answer. Here it is obvious that the respondents



are not being called upon to give unusual attention to this responsibility, since over 85 percent reported that it is a minor or routine administrative activity, possibly in the sense of being part of the day's work. The respondents in the largest cities, however, are more concerned, for 27.4 percent of them reported it to be a major administrative problem. This is the only marked departure from the national pattern among the population and regional groups.

### Parental Reactions

Once again a question concerning parental reaction was asked, this time in reference to the methods of reporting pupil progress. On the national basis it was reported that 85.0 percent react favorably to the local methods; only .6 percent react unfavorably; the reactions for 13.2 percent are inconclusive; .6 percent reported no reactions experienced. There were no answers from .7 percent of the respondents. There is a slightly higher incidence of both unfavorable and inconclusive reaction reported for population group I, with an attendant decline in favorable reaction, although this latter was still 77.4 percent. No other differing trends are discernible among the population groups. Regionally, there are no significant deviations from the national pattern.

### Revisions

Questions concerning the revision of the system of reporting pupil progress were also included in the survey. Respondents were asked to indicate if their procedure has been revised during the past 5 years; if it is at present under revision; or if it is to be revised during the next 5 years. The results show that 52.0 percent have been revised during the past 5 years; 13.2 percent are presently under revision; and plans for revision during the next 5 years are entertained in 11.7 percent of the urban places of the United States. Surprisingly, 4.2 percent report both that they have revised and are presently doing so again; and 5.7 percent report that they are presently revising and contemplate further revision during the ensuing 5 years. In other words, approximately 90 percent of the urban places report revisionary work on their system of reporting pupil progress, past, present, or future. Another 8.6 percent report "other" in this connection, which would appear to make constant activity and study on the best ways to report pupil progress almost unanimous. Population group and regional reports show no departures from this national summary.

The final area of investigation into procedures for reporting pupil progress takes up the question of who participates in these revisions of the local procedures. In his response the individual was given the opportunity to check a list of groups who had been, or are presently being,

involved in this study and revisionary work. To summarize these returns, it was found that the following groups have been involved, with the national percentage of this involvement indicated:

<i>Group</i>	<i>Percent</i>
Local board of education.....	37.9
Central office administrators.....	75.4
Classroom teachers.....	93.0
Elementary school principals.....	87.8
Outside professional consultants.....	16.6
Parents.....	50.4
Organized PTA representation.....	28.4
Pupils.....	7.9

From these reports one can conclude that: Local school boards are not commonly involved in this process; in most instances the local staff—administrators, principals, and teachers—do most of the work; professional consultants are not used to any appreciable extent; in no more than half of the cases are parents involved, and the PTA to an even lesser extent; and it is rare to involve pupils in the process.

From a population group point of view: central office and principal administrators are involved in almost 100 percent of the cases in groups I and II; parents are used in two-thirds of the cases in groups I and II; and again, the two large city groups make the greatest use, in 13 percent of the cases, of pupils.

From a regional point of view, the Northeast makes the greatest use of outside professional consultants, as well as the greatest use of parents.

To sum up this discussion of methods of reporting pupil progress, the most common pattern for urban places is a single uniform procedure used by all the schools in that community; the most common single method of reporting is on the basis of a letter scale, although combinations of methods which include personal conferences are used in more than half of the country, and those which include the informal written note in almost a third of the country. About 80 percent of the respondents state that this is not a major administrative problem; 85 percent of the parents are favorably inclined towards the reporting pupil progress procedures used in their public elementary school; almost all places have been or will be undertaking revisions of their plans; and most of the revisionary work is done by the school personnel, although in about 50 percent of the places parents are participating in the process.

## Chapter 10

# Grouping

**T**HE METHODS of grouping and assigning pupils for instructional purposes represent another area of timely interest and one on which there is a great deal of public and professional discussion. As a product of renewed interest in and attention to the elementary school, there is a current resurgence of a series of suggestions and plans which would assign children to groups upon the basis of ability. Many proposals are presently being entertained and tried out which would set an organizational pattern based upon classification of elementary school pupils by ability categories, as these are determined by standardized tests or by subjective judgments.

Unquestionably this movement is a by-product of a national wave of concern over international developments and challenges. A number of recent reports have called attention to the fact that our brightest youngsters may not be challenged to reach their full potential and that the Nation may be extravagant in its disregard or inattention to the critical importance of human excellence. Some are suggesting that the structural and organizational patterns of elementary schools should be modified for the purpose of creating a more challenging and stimulating environment for those children who are capable of greater achievement than the present educational climate of the school permits. Hence, there are moves in the direction of track plans, ability grouping, enrichment programs, and acceleration.

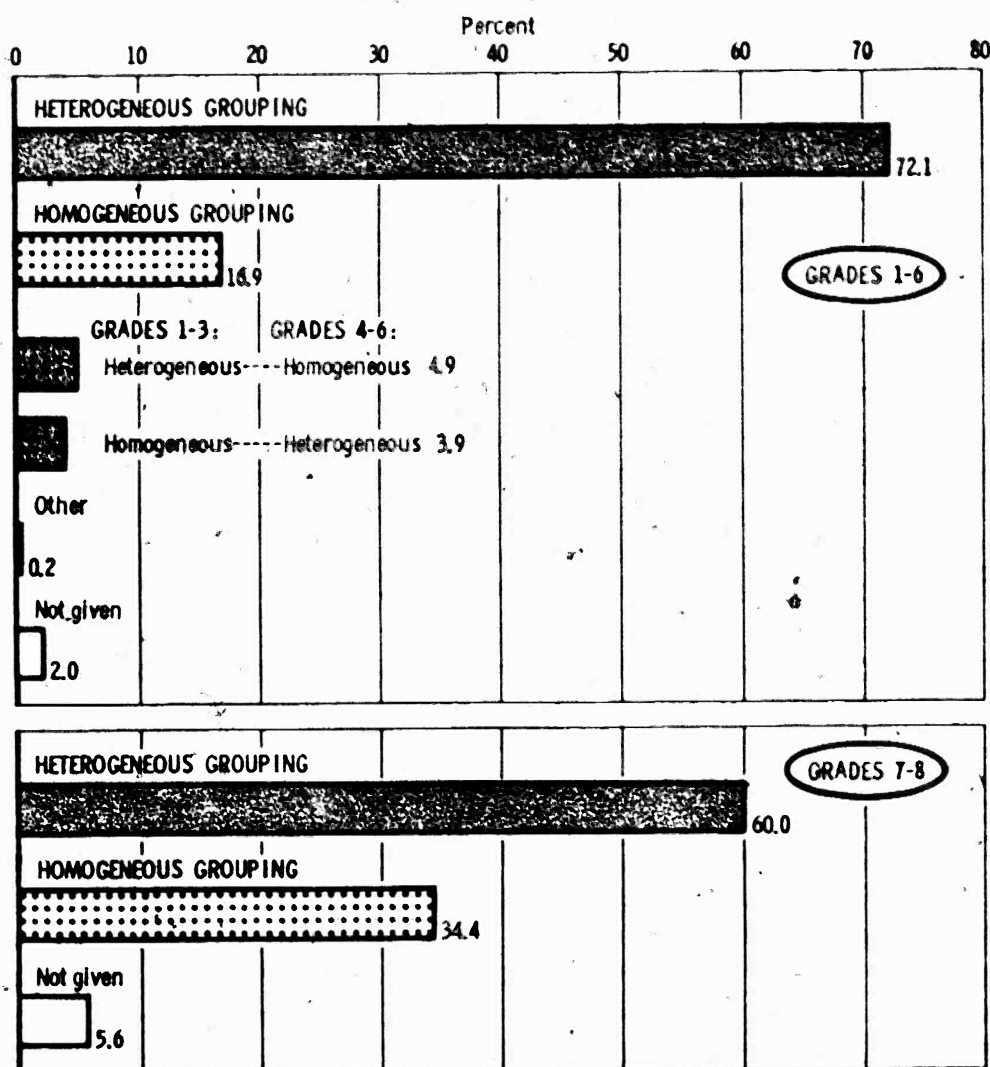
For several generations the battle has waged back and forth between grouping on the basis of factors of age, social maturity, physical development, academic achievement, and mental capacity—or heterogeneous grouping—on the one hand, and grouping on the basis of the single dimension of educational accomplishment—homogeneous grouping—on the other. Over the years, the issue has been reduced, for the most part, to heterogeneous versus homogeneous grouping. Each point of view has had its staunch defenders and militant advocates. Each has enjoyed popular appeal during recent decades. And each has continued to be used in the public elementary schools of this country.



## Basic Policies

In broaching this problem for the survey purposes, the respondent was presented, first, with an inquiry which asked upon which single basis of this over-simplified dichotomy—homogeneous or heterogeneous—are his public elementary school pupils assigned. The question was asked for grades 1 through 6 and for grades 7 and 8 where they were a part of the local public elementary school organization.

Chart 12 shows these results for grades 1 through 6 and for grades 7 and 8. These results are presented in greater detail in tables 70 and 71 for grades 1 through 6, and tables 72 and 73 for grades 7 and 8. The tables also present population group and regional analysis.



**Chart 12.—Basic grouping policy for public elementary schools grades 1 through 6 and grades 7 and 8, in urban places with populations above 2,500, by U.S. percentages**

**Table 70.—Basic grouping policy for public elementary schools in urban places with populations above 2,500, grades 1 through 6, by U.S. totals and percentages and by population group percentages**

Policy	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Grades 1-6, homogeneous grouping.....	16.9	728	13.2	13.3	17.8	17.2
Grades 1-3, homogeneous grouping, and grades 4-6, heterogeneous grouping.....	3.9	169	1.0	2.7	3.3	4.4
Grades 1-3, heterogeneous grouping, and grades 4-6, homogeneous grouping.....	4.9	213	6.6	2.7	5.8	5.0
Grades 1-6, heterogeneous grouping.....	72.1	3,104	78.3	78.7	71.1	71.2
Other.....	.2	7	.9			.2
No answer.....	2.0	86		2.6	2.0	2.0

In essence, the chart and the tables show that national practice is preponderantly in terms of heterogeneous grouping on the grades 1 through 6 level, since 72.1 percent group heterogeneously and only 16.9 percent group homogeneously in these grades. On the grades 7 and 8 level practice continues to favor heterogeneous grouping, although the margin is not so great, with 60.0 percent grouping heterogeneously and 34.4 percent grouping homogeneously.

**Table 71.—Basic grouping policy for public elementary schools in urban places with populations above 2,500, grades 1 through 6, by U.S. totals and percentages and by regional percentages**

Policy	United States		Regional percentages			
	Percent	Total	Northeast	* North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Grades 1-6, homogeneous grouping.....	16.9	728	21.3	16.3	13.7	17.5
Grades 1-3, homogeneous grouping, and grades 4-6, heterogeneous grouping.....	3.9	169	7.1	2.2	3.6	3.0
Grades 1-3, heterogeneous grouping, and grades 4-6, homogeneous grouping.....	4.9	213	3.9	5.8	4.3	6.2
Grades 1-6, heterogeneous grouping.....	72.1	3,104	66.4	72.6	76.3	71.2
Other.....	.2	7	.1			1.0
No answer.....	2.0	86	1.2	3.1	2.1	1.1

**Table 72.—Basic grouping policy for public elementary schools in urban places with populations above 2,500, grades 7 and 8, by U.S. totals and percentages and by population group percentages**

Policy	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	1,460	100.0	100.0	100.0	100.0
Homogeneous grouping.....	34.4	502	16.7	31.2	33.9	34.9
Heterogeneous grouping.....	60.0	876	83.3	48.9	44.1	61.8
No answer.....	5.6	82		21.9	22.0	3.3

The population group analysis shows that the subgroup practices are very similar to the national pattern in grades 1 through 6. In grades 7 and 8, the large cities show much less homogeneous grouping—16.7 percent—than the national pattern; and much more heterogeneous grouping—83.3 percent. Otherwise the population group trends are similar to national findings. Regionally, for grades 1 through 6 the Northeast shows about 5 percent more homogeneous grouping and, correspondingly, about 5 percent less heterogeneous grouping than the rest of the Nation. Otherwise the regional subgroups follow the national reports closely.

From these statistics, it is concluded that, presently, about three-quarters of the public elementary schools of this country group on a heterogeneous basis in grades 1 through 6, and about 60 percent group heterogeneously in grades 7 and 8. This would suggest that the possibility of homogeneous grouping increases on the higher grade levels.

**Table 73.—Basic grouping policy for public elementary schools in urban places with populations above 2,500, grades 7 and 8, by U.S. totals and percentages and by regional percentages**

Policy	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	1,460	100.0	100.0	100.0	100.0
Homogeneous grouping.....	34.4	502	49.4	28.1	26.8	30.3
Heterogeneous grouping.....	60.0	876	48.3	67.8	64.8	61.5
No answer.....	5.6	82	2.3	4.1	8.4	8.2



## Future Trends

The question of future trends was also raised. Respondents were asked to indicate if they foresaw an increase in homogeneous grouping; an increase in heterogeneous grouping; or no change in the future for their public elementary schools. These results are presented in tables 74 and 75.

As shown in tables 74 and 75, nationally 46.1 percent predicted an increase in homogeneous grouping, 3.8 percent, an increase in heterogeneous grouping; 47.1 percent, that there will be no change; and 3.0 percent gave no answers to the question. The greatest amount of predicted increase in homogeneous grouping, among the population groups, was in the largest city class. In all other groups the predictions reflected closely the national pattern. Regionally, the predictions for the separate groupings closely approximated the national pattern, with slightly greater suggestion of increase in homogeneous grouping in the Northeast and slightly less in the South.

The predictions of future trends in grouping policies are also correlated with present grouping policies. In table 76, the predictions are classified by present grouping policy and compared with national predictions. In column 2 of this table, the total of 100 percent includes only those public elementary schools in urban places with homogeneous grouping in grades 1 through 6, and in column 3 the total of 100 percent includes those with heterogeneous grouping in grades 1 through 6. Since, nationally, only 16.9 percent group homogeneously, while 72.1 percent group heterogeneously, the percentages given in the two columns (as well as those in columns 4 and 5) are not comparable. This fact must be kept in mind when the table is read.

**Table 74.—Future trends in grouping policies for public elementary schools in urban places with populations above 2,500, by U.S. totals and percentages and by population group percentages**

Future trend	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Increase in homogeneous grouping.....	46.1	1,988	53.8	46.7	45.0	46.1
Increase in heterogeneous grouping.....	3.8	163	3.8	4.0	5.8	3.4
No change.....	47.1	2,027	41.5	46.6	46.2	47.5
No answer.....	3.0	129	.9	2.7	3.5	3.0

**Table 75.—Future trends in grouping policies for public elementary schools in urban places with populations above 2,500, by U.S. totals and percentages and by regional percentages**

Future trend	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Increase in homogeneous grouping.....	46.1	1,988	50.6	44.7	43.0	48.7
Increase in heterogeneous grouping.....	3.8	163	4.6	4.4	1.9	5.1
No change.....	47.1	2,027	43.6	47.9	52.0	40.1
No answer.....	3.0	129	1.2	3.0	3.1	6.1

With slight minor variations, it is evident that the predictive trends with respect to future grouping policies parallel the overall national predictions, irrespective of which grouping policy is presently employed. In other words, both those who use a policy of heterogeneous grouping at the present time and those who use the policy of homogeneous grouping are in general agreement on future predictions.

Of particular significance, in terms of trend, is the fact that for both grade groups, those presently grouping heterogeneously show more than a 40 percent prediction towards homogeneous grouping, whereas only about 8 percent in both grade groups who now group homogeneously suggest a change towards heterogeneous grouping.

**Table 76.—Predictions based upon present grouping policy in public elementary schools in urban places with populations above 2,500, grades 1 through 6 and grades 7 and 8, by percentages**

Predictions	Present grouping policy grades 1-6		Present grouping policy grades 7-8	
	Homogeneous	Heterogeneous	Homogeneous	Heterogeneous
1	2	3	4	5
Total.....	100.0	100.0	100.0	100.0
Increase in homogeneous grouping.....	41.2	46.0	34.8	43.7
Increase in heterogeneous grouping.....	8.0	2.8	7.2	4.7
No change.....	48.8	50.1	55.6	50.2
No answer.....	2.5	1.6	2.4	1.4

### Administrative Concern

The final question relative to grouping dealt with the extent to which grouping considerations become an administrative problem. Here again the question was presented in terms of major administrative problem, minor administrative problem, or no problem. In summary, 25.2 percent reported they consider it a major problem; 55.7 percent said it is a minor problem; 16.1 percent reported it is no problem; and 3.0 percent gave no answers. In other words, as far as the respondents in this survey were concerned, only one-fourth were sensing any major administrative reactions to the grouping of public elementary school children; and almost three-quarters reported that they are not experiencing this type of administrative concern.

In summary, these points emerge—present practice heavily favors heterogeneous grouping of pupils in public elementary schools; future indications are that there will be some increase in homogeneous grouping, and at present almost three-fourths of the school administrators reporting do not consider grouping to be a major administrative problem.



# Chapter 11

## Instructional Program

### Assistance

**H**ISTORICALLY, the position of principal has evolved for the purpose of instructional leadership. The principal is the one individual who is in the most sensitive and strategic position for the improvement of instruction. At the same time, however, other demands, of an administrative and management nature, are mounting rapidly. Increasingly do principals indicate that they are not able to give as much attention to instructional matters as they would prefer, and there is growing concern that this all-important function is being minimized.

In the light of this development, this survey investigated what steps are being taken, on the local level, to organize staff and personnel to assist the individual school principal in the full application of his duties. What kinds of central office administrative and supervisory patterns are being developed to aid in the coordination and support of the work of the principal? What is national practice with respect to special subject teachers and supervisors? To what extent is the "helping teacher" concept being developed? What special services personnel are being made available to principals for assistance and consultations?

In asking for data, four categories were used: administrative-supervisory personnel; helping teachers; special subject teachers or supervisors; and special services personnel. In each instance, the respondent was provided with a check list of titles by means of which he could indicate the existence of such positions and the availability of personnel and services on the local operating level.

#### **Administrative-Supervisory Personnel**

In the administrative-supervisory bracket the list consisted of: Assistant Superintendent of Schools, Director of Curriculum or Instruction, Director of Elementary Education, and General Elementary Supervisor.

Here again, of course, it was not intended that these positions would be mutually exclusive, and it was recognized that a local school system might possibly have more than one, if not all, of these positions in its organization. The purpose of this investigation has not been to single out the various titles and to attach any importance or significance to distinctions in status among them. On the contrary, it is readily recognized that the titles are loosely and interchangeably used and that the service rendered or responsibility assumed is the important goal. Therefore, this report does not seek to establish sharp classifications among the groups, but rather to determine the amount of service being provided.

By way of summarizing the national situation, these findings stand out:

<i>Central Office Pattern</i>	<i>Percent</i>
Urban places providing one central office administrative-supervisory position for service to the elementary school instructional program.....	52.3
Urban places providing two central office administrative-supervisory positions for service to the elementary school instructional program.....	14.6
Urban places providing three central office administrative-supervisory positions for service to the elementary school instructional program.....	4.5
Urban places providing four central office administrative-supervisory positions for service to the elementary school instructional program.....	1.4
Urban places not providing any central office administrative-supervisory positions for service to the elementary school instructional program.....	27.3

Thus it can be seen that almost three-quarters of the urban places included in this survey provide the principal with some measure of central office assistance for the instructional program. The most commonly used title is General Supervisor, which is employed in about 35 percent of the urban places. Conversely, slightly more than one-quarter of the urban places do not provide this assistance on the central office level.

In the population groups the largest cities tend to have the greatest concentration of more than one position; in fact, more than 90 percent have two or more such positions, and all provide some kind of service of this nature. Group II urban places make the greatest use of the single position type of organization, with almost half offering the one position service. Of group II urban places, 96 percent offer some kind of service of this nature. In groups III and IV, about 70 percent offer this service, with the title of General Elementary Supervisor most commonly applied. Very few of the smaller urban places provide more than a single position for this service.

On the regional basis, practice is widely scattered and varies from region to region. In general, General Elementary Supervisor is the position most commonly used in all regions, and the West makes the greatest use of multiple positions for this service.

In summary, instructional service assistance, from the central office, is available in three-quarters of the urban places included in this survey,



and the position of General Elementary Supervisor is the single most commonly used designation.

### Helping Teacher

The next type of instructional assistance explored in this survey dealt with the "helping teacher." Respondents were asked to indicate whether or not they were employing this type of service and, if so, were these helping teachers assigned to a school on a permanent basis or were they on a circulating basis from the central office.

The reports show that on the national basis, 29.1 percent of the urban places are presently using some form of helping teacher service and 70.9 percent are not. The 29.1 percent is further broken down as follows: In 7.5 percent of the places, a helping teacher is permanently assigned to a school; in 20.9 percent, the teacher is on a circulating assignment from the central office; and in .7 percent, a combination of the two methods is used. Among the population groups, group I makes the greatest use of the helping teacher plan and group IV the least. Regionally, practice is evenly distributed among the groups and closely approximates the national pattern in all respects.

### Special Subject Assistance

The third classification of instructional service and personnel included in this survey dealt with special subject teachers and supervisors. Here the interest is in determining to what degree the principal and his teachers may turn to subject-matter specialists for assistance. Again in the traditional development of the elementary school, the use of special teachers in art, music, and physical education has, presumably, been a reasonably common pattern. Now, in these days of increased attention to the individual needs of children and of additional remedial services, it is pertinent to know what additional staff are being made available for the implementation of these newer programs. Accordingly, this section asked if special personnel are available for: art, library, music, physical education and health, reading, science, and speech. The national distributions are as follows:

<i>Program</i>	<i>Percent With Specialists Available</i>	<i>Percent Without Specialists Available</i>
Art.....	51.5	48.5
Library.....	32.7	67.3
Music.....	89.3	10.7
Physical Education and Health.....	52.4	47.6
Reading.....	22.8	77.2
Science.....	8.0	92.0
Speech.....	39.1	60.9



When these programs are arranged in sequential order, it is found that music is the most common subject field for which the services of specialists are provided, followed, in descending order, by health and physical education, art, speech, library, and reading, with science, the least common subject field. In general, almost 90 percent of these urban places provide assistance in music; about one-half provide help in art and in physical education and health. Also, almost 40 percent are providing special help in speech work, and almost one-third are recognizing the importance of the elementary school library by providing special subject teachers and supervisors. Despite the tremendous attention to reading over the past 30 years, less than one-fourth of the urban places are providing special assistance in this field. Also, it is noted that at the present time only 8.0 percent are providing special assistance in science.

Population group and regional results for these seven subject fields are given in table 77.

Within the population groups, the largest cities provide most special subject assistance and this decreases in rather regular fashion from population group to population group, with the smallest cities offering the least amount. From a regional point of view, the pattern of relationships is not clearly so consistent. However, in general, with some variations, the Northeast and the North Central regions tend to provide more of this kind of special subject assistance than do the South and the West.

The final classification of instructional assistance dealt with special services. The check list included audio-visual, guidance, and "other." The national results were:

<i>Item</i>	<i>Percent</i>
Audiovisual.....	29.7
Guidance.....	27.9
Other.....	4.3
No answers.....	38.1

Thus, about 30 percent of the urban places are providing special services in audiovisual education; slightly less than 30 percent provide guidance service on the elementary school level; about 5 percent indicate "other" types of special services; and almost 40 percent are providing no additional special instructional services or assistance.

Within the population groups, about half the urban places in groups I and II provide audiovisual education services, and in these same two groups about one third provide guidance services. Population group IV provides the least amount of special services of both types. Regionally, the greatest proportionate amounts of audiovisual services are found in the North Central and the West; while the greatest proportionate amounts of guidance services are found in the Northeast and the West. The South provides the least proportionate amount of special services of both types.

Table 77.—Special subject assistance in urban places with populations above 2,500, by U.S. totals and percentages, and by population group and regional percentages

Subject	United States		Population group percentages					Regional percentages			
	Percent	Total	I	II	III	IV		Northeast	North Central	South	West
1	2	3	4	5	6	7		8	9	10	11
MUSIC											
Special assistance.....	89.3	3,846	96.2	83.0	88.7	89.1		96.8	95.6	80.5	82.3
No assistance.....	10.7	461	3.8	12.0	10.3	10.9		3.2	4.4	19.5	17.7
PHYSICAL EDUCATION AND HEALTH											
Special assistance.....	52.4	2,258	93.4	63.0	59.8	49.5		71.1	53.2	33.8	44.9
No assistance.....	47.6	2,049	6.6	32.0	40.2	50.5		28.9	46.8	66.2	55.1
ART											
Special assistance.....	51.5	2,316	86.8	77.3	65.3	43.4		84.2	60.2	25.9	34.6
No assistance.....	48.5	2,091	13.2	22.7	34.7	56.6		15.8	39.8	75.0	65.4
SPINCE											
Special assistance.....	39.1	1,684	74.5	68.0	52.0	30.9		47.6	46.0	23.5	44.4
No assistance.....	60.9	2,623	25.5	32.0	48.0	69.1		52.4	54.0	76.5	55.6
LIBRARY											
Special assistance.....	32.7	1,909	49.1	39.7	29.4	28.3		31.7	34.9	29.9	34.1
No assistance.....	67.3	2,886	50.9	60.3	70.6	71.7		68.3	65.1	70.1	65.9
READING											
Special Assistance.....	28.3	983	48.1	34.7	25.4	19.8		36.7	25.8	13.3	13.3
No assistance.....	71.7	3,324	51.9	65.3	74.6	80.2		63.3	74.2	86.7	86.7
SCIENCE											
Special assistance.....	8.0	344	27.4	14.7	6.3	6.9		14.0	6.9	4.8	6.9
No assistance.....	92.0	3,963	72.6	85.3	93.7	93.1		86.0	93.1	95.2	93.1

To summarize, about three-quarters of the urban places reporting in this survey indicate that some type of administrative-supervisory personnel is available at the central office level to aid in the instructional program of the public elementary schools; less than one-third of the urban places are at present using the helping teacher assistance plan; special subject teachers in music, art, and health and physical education are available in more than half the urban places, and special subject teachers in reading and science are available in less than one-fourth; and, finally, less than one-third of these communities are providing special services personnel in audiovisual education and in guidance.



## Chapter 12

# Intensity of the Classroom Teacher's Day in the Elementary School

A NEW PROBLEM for elementary school administrators may be arising. For purposes of this study, it is defined as "the intensity of the elementary classroom teacher's day." Various groups of teachers are beginning to express themselves on the matter of how steadily they are remaining with their children through the course of the typical school day, with some evidences of organized action in this respect. On the local level, some groups have requested discussion of this problem. On the state level some legislatures have recognized an emerging problem by enacting laws which stipulate that teachers must be allowed scheduled periods of rest during the school day.

As the elementary school provides increasing services to children, the accompanying obligations are heavier for teachers, and could become a source of future difficulty. In addition to such time-honored practices as playground and recess supervision and other standard elementary school procedures of a general supervisory nature, additional responsibilities, such as supervising the loading of buses, lunch period duty, and participation in programs of a special educational nature, are increasingly added to the working day of the teacher.

Expressions against the intensity of the classroom teacher's day could easily be interpreted as meaning that some teachers are seeking a lighter work load. On the other hand, there is good reason to believe that this movement, in part, stems from a sincere concern over the sheer constancy of teacher contacts with pupils. The possibility that teachers are being taxed to the point of fatigue and diminishing returns through the course of the school day is well worth considering. The problem is raised here in the light of possible eventual developments. This has not come to be an administrative problem which is of major proportions at this time. How-

ever, it may be wiser to anticipate and to explore possibilities, and it may be prudent to have information in hand before legislative enactments influence sound school administration policies.

In presenting this question in the survey instrument, the respondent was provided with the following explanation and definition:

The area of inquiry covered by questions 36, 37 and 38 deals with the constancy of teacher contacts with pupils during the school day; contacts which are not relieved through "breaks" of various types. It does not deal with a quantitative approach to the working schedule of the teacher, but solely with the steadiness of these contacts.

Three questions bearing upon this topic were presented: At the present time is this an administrative problem? Are expressions of need for attention to this problem being received from your staff? Do you anticipate that this could be a specific problem in the future?

The results of the first question are presented in tables 78 and 79.

In general, slightly more than one-fourth of the respondents indicated professional concern with this problem, and almost 70 percent said they did not see it as a problem. Among the population groups, the largest cities expressed the greatest degree of concern and, regionally, the South reports the greatest.

The second question in this area dealt with expressions by local public elementary school teaching staffs of the need for attention to this aspect of the school program. Here the respondents were invited to reply in the following degrees: "frequently," "seldom," or "never." The results of this question are presented in tables 80 and 81.

On the national basis, less than one-fourth of the respondents reported that they were receiving such expressions frequently, and about 60 percent indicated they receive some expression. In other words, over 80 percent signified that some measure of expression was being felt. However, the problem might be considered serious in only about one-fourth of the com-

**Table 78.—Administrative problem of the constancy of teacher-pupil relationships in public elementary schools in urban places with populations above 2,500, by U.S. totals and percentages and by population group percentages**

Reply	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,367	100.0	100.0	100.0	100.0
Is a problem.....	28.8	1,241	33.7	29.3	27.6	28.7
Is not a problem.....	69.3	2,984	59.4	68.0	71.1	69.3
No answer.....	1.9	82	1.9	2.7	1.3	2.0



**Table 79.—Administrative problem of the constancy of teacher-pupil relationships in public elementary schools in urban places with populations above 2,500, by U.S. totals and percentages and by regional percentages**

Reply	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Is a problem.....	28.8	1,241	24.5	28.7	35.2	22.3
Is not a problem.....	69.8	2,984	74.9	68.6	63.9	75.7
No answer.....	1.0	82	.6	2.8	1.9	2.0

**Table 80.—Frequency of staff expression of need for attention to the problem of the constancy of teacher-pupil relationships in urban places with populations above 2,500, by U.S. totals and percentages and by population group percentages**

Frequency	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Frequently.....	22.1	954	36.8	22.7	21.4	21.8
Seldom.....	59.1	2,545	40.0	60.0	60.8	58.8
Never.....	14.6	628	7.6	12.3	15.8	14.7
No answer.....	4.2	180	4.7	4.0	2.0	4.7

**Table 81.—Frequency of staff expression of need for attention to the problem of the constancy of teacher-pupil relationships in urban places with populations above 2,500, by U.S. totals and percentages and by regional percentages**

Frequency	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Frequently.....	22.1	954	20.2	21.4	26.6	17.0
Seldom.....	59.1	2,545	59.6	60.9	53.9	65.9
Never.....	14.6	628	19.0	12.0	12.9	12.0
No answer.....	4.2	180	1.2	4.7	5.6	5.1



munities. The largest city group reported the highest incidence of expression; whereas, among the regions, the returns are evenly balanced and closely approximate the national trends.

The final question dealing with this topic asked if it were anticipated that the problem would increase in seriousness in the future. Nationally, about one-fourth, 23.1 percent, answered "yes;" about three-fourths, 74.9 percent, "no;" and 2.0 percent gave no answer. Again the highest single incidence, 31.1 percent, of "yes" to this question is found in the largest city group, with no significant departures from the national findings discernible among the regions.

## Chapter 13

# Teacher-Aides

**A**MONG the newer developments in public elementary school administration is the use of additional personnel to assist the classroom teacher in the performance of nonprofessional duties. Several experiments and plans of this nature have been carried on in recent years. Likewise, studies suggest that the increase in irrelevant requirements in teaching has contributed both to a loss of teaching efficiency and to the general decline in appeal of the teaching profession. It has been stated that the time has come for a definitive statement of the professional role and responsibilities of the teacher, and that all peripheral activities, of a routine, administrative nature should be assigned to a nonprofessional category; to discharge these duties, nonprofessional personnel should be engaged by the public schools thus freeing teachers for the full performance of their professional responsibilities.

The term "teacher-aide" has been adopted to define the group of nonprofessional personnel who undertake these other duties. Admittedly, the range of work done by these people is wide. There are instances on record where some actually teach, but more commonly their work is clerical. Also, there is a wide range of qualifications and employment procedures from voluntary through part-time to full-time. Some of those hired are former professionally-certified teachers. Some are clerks with business training. Some are volunteer mothers.

In some communities this group may do housekeeping chores, correct children's work, supervise nonteaching activities; assist in the library; do office and accounts work; supervise the lunchroom; or even teach out-of-regular-school-time programs. The point is that purpose, practice, and procedures have varied widely. However, essentially these efforts all focus on helping the teacher, through a variety of means, to give greater attention to her professional tasks.

Since this was not an investigation into different types of local programs and practices, specific examples and applications of this kind of service were deliberately omitted. The primary purpose was to determine both the present extent of use, and the attitudes of school administrators towards the development of plans for lending assistance to classroom

**Table 82.—Present use of "teacher-aide" plans in public elementary schools in urban places with populations above 2,500, by U.S. totals and percentages and by population group percentages**

Use "teacher-aide" plans	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Yes.....	21.3	917	25.5	18.7	15.6	23.0
No.....	77.0	3,317	74.5	77.3	83.2	75.4
No answer.....	1.7	73		4.0	1.2	1.6

teachers. First, respondents were asked to indicate if they were using any form of "teacher-aide" assistance in their public elementary schools. Tables 82 and 83 show the results for this question.

As these two tables show, 21.3 percent of the urban places of the United States reported use of some form of "teacher-aides," 77.0 percent reported no use; and 1.7 percent did not answer the question. The largest cities and the North Central and the West report the greatest subgroup uses of this device, although there is only slight variation among population and regional groups.

As a corollary to the first question on the extent of use of teacher-aide plans at the present time, another question concerned the attitude of those urban places not presently employing this device. The question was posed whether they were "favorable," "unfavorable," or had "no opinion" toward its use. Since this was asked only of those places which had indicated they were not using the teacher-aide plan, the total answers for this question were 3,317, not 4,307. Tables 84 and 85 show the results.

**Table 83.—Present use of "teacher-aide" plans in public elementary schools in urban places with populations above 2,500, by U.S. totals and percentages and by regional percentages**

Use "teacher-aide" plans	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	4,307	100.0	100.0	100.0	100.0
Yes.....	21.3	917	19.2	22.8	21.0	22.4
No.....	77.0	3,317	80.3	75.1	76.3	76.7
No answer.....	1.7	73	.5	2.1	2.7	.9



**Table 84.—Opinion of “teacher-aide” plans in those urban places with populations above 2,500 not presently using “teacher aides,” by U.S. totals and percentages and by population group percentages**

Opinion	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total.....	100.0	3,317	100.0	100.0	100.0	100.0
Favorable.....	28.0	930	16.5	22.4	20.8	31.2
Unfavorable.....	33.8	1,121	40.5	26.8	37.2	32.3
No opinion.....	29.8	989	39.2	37.9	31.1	28.1
No answer.....	8.4	277	3.8	3.4	10.9	8.4

**Table 85.—Opinion of “teacher-aide” plans in those urban places with populations above 2,500 not presently using “teacher aides,” by U.S. totals and percentages and by regional percentages**

Opinion	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total.....	100.0	3,317	100.0	100.0	100.0	100.0
Favorable.....	28.0	930	28.7	17.9	36.1	20.4
Unfavorable.....	33.8	1,121	35.2	46.0	20.7	31.9
No opinion.....	29.8	989	29.1	25.8	33.1	32.1
No answer.....	8.4	277	7.0	10.3	10.1	2.6

Nationally, of the 3,317 urban places not employing some type of “teacher-aide” plan, it is found that 28.0 percent hold a favorable attitude toward it; 33.8 percent are unfavorably inclined; 29.8 percent have no opinion; and 8.4 percent did not answer. The highest degree of favorable attitude occurs in population group IV and in the South. The highest rate of unfavorable attitude occurs in population group I and in the North Central region.

In substance, at the present time about one-fifth of the urban places above 2,500 in population in the United States are making use of some type of “teacher-aides.” In those places not now using them, judgment is almost evenly split among favorable, unfavorable, and no opinion.

## Chapter 14

# The Use of Substandard Teachers

ALSO included in this survey was an inquiry into the use of substandard teachers in the public elementary schools of the United States. By definition, for the purpose of this study, as stated in the questionnaire, a substandard teacher is one "not meeting full and regular certification requirements."

Much has been written and said in recent years about the use of temporary or emergency teachers in our elementary schools. In light of the teacher shortage many special programs have been developed for the purpose of providing opportunities for such teachers to secure provisional teaching certificates. School administrators have addressed themselves to this problem in many ways. The public support of citizens has been solicited in recruiting for this type of teacher-training program. Many campaigns have been waged in the interests of securing a sufficient supply of teachers.

This survey explored two facets of the problem. First, how extensive has been the use of substandard teachers? Second, has the use of these teachers created additional administrative problems in the elementary school? Respondents were asked to indicate if they were using substandard teachers, and if so, if their use has made the administration of the elementary schools more difficult.

On the matter of extent of use of substandard teachers, the national returns show that 61.8 percent of the urban places of the country have not been using them, 36.4 percent reported they have been using them, and 1.8 percent did not answer. The greatest use has been in the largest city classification and in the West. The least use has been in population group II and in the North Central region.

With reference to administrative difficulty created by the employment of substandard teachers, 41.9 percent of the 1,566 urban places indicating their use reported that they have not presented additional administrative problems; whereas 58.1 percent indicated they have made administration

of the elementary school more difficult. By population categories, the greatest administrative difficulty has been in group I, where almost two-thirds reported problems of this nature. On the regional basis, similar difficulty was found only in the Northeast but to a lesser degree.

In general, then, substandard teachers are used in only slightly more than one-third of the urban places included in this survey. The opinion on administrative problems created by these teachers is inconclusive, with slightly more than one-half of those places which use them indicating that they have presented some additional administrative concern.



## Chapter 15

# Autonomy of the Individual Local School

**I**N RECENT years a new trend in the administration of elementary schools has been emerging. Increasingly there have been indications that the growing complexity of the program and purpose of the public elementary school has brought with it a realization that the individual school must have wider administrative latitude. If education is truly a process which reflects its environment, then the manner in which it meets this responsibility must vary from place to place. If education is to be related to a dynamic society, then it must be sensitive in responding to changing conditions. If the schools are sincere in their desire for effective community relations, then they must be in a position to assimilate and to act upon the beneficial results.

In support of this development, Ellsbree and McNally report:

There seems to be a strong trend in education, particularly in the larger cities, to place much more responsibility upon the local school unit.<sup>1</sup>

In a similar vein, Spain, Drummond, and Goodlad suggest:

Increasingly the individual school is being viewed as a semi-autonomous unit within the system as a whole. This concept implies much greater latitude for the principal in practically all areas of administration and supervision.<sup>2</sup>

It is, therefore, from the point of view of exploring this new concept and trend that the subject was included in this national survey of public elementary school organization and administration. This pursuit has had two applications: First, to ascertain to what extent this development is actually taking place; and, second, to see if a followup study on implications for principals of elementary schools is necessary.

<sup>1</sup> Willard S. Ellsbree and Harold J. McNally, *Elementary School Administration and Supervision* (New York: American Book Company, 1951), p. 445.

<sup>2</sup> Charles R. Spain, Harold D. Drummond, and John I. Goodlad, *Educational Leadership and the Elementary School Principal* (New York: Rinehart & Company, Inc., 1956), p. 42.

To gather this information, one question, which reads as follows, was included in the survey instrument:

Report below the administrative activities for which responsibility has been transferred within the past three years or is presently in the process of being transferred from the Central Office to the individual local elementary schools of your system.

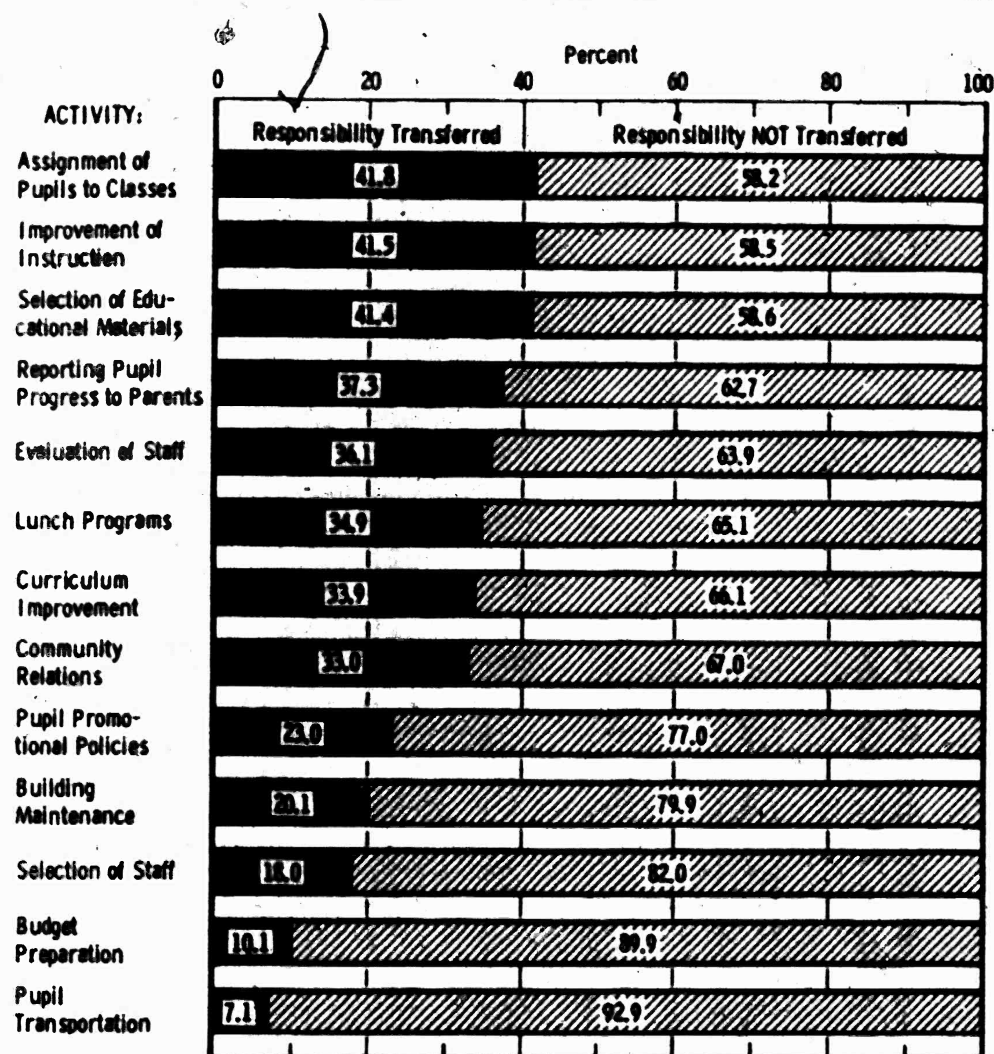
This was followed by a list of thirteen major administrative activities:

Assignment of pupils to classes	Lunch programs
Budget preparation	Pupil promotional policies
Building maintenance	Pupil transportation
Community relations	Reporting to parents
Curriculum improvement	Selection of educational materials
Evaluation of staff	Selection of staff
Improvement of instruction	

Many of these administrative activities have long been recognized as being integral parts of the operation of any elementary school. The purpose is not to suggest that the performance of these duties is new but, instead, to determine to what degree *responsibility* for these matters is being transferred. In other words, this question was not meant to be an inventory of the duties and work of principals, but rather, a measure of the degree to which principals may be finding themselves in a new role with respect to responsibility for the *formulation of administrative policy and procedure*. The results are shown in chart 13 and these findings are summarized in table 86 which, in addition to national totals and percentages, also shows the percentage of practice for each activity by population groups and regions.

In summarizing these findings, several conclusions are reached. In the first place, despite a certain amount of transfer of responsibility from the central office to the local individual elementary school, the movement, as a whole, is not yet being carried on to any major extent. Actually, in no case has this type of transfer been made by more than 50 percent of the urban places of the United States. Second, the greatest amount of this type of change has taken place with pupil accounting policies and with instructional policies, i.e., the assignment of pupils to classes, the improvement of instruction, and the selection of educational materials. Conversely, the least amount of change has taken place with business policies and staff personnel policies, i.e., pupil transportation, budget preparation, and the selection of staff. Third, about one-third of the urban places report this type of activity in lunch programs, curriculum improvement, and community relations. Finally, as based upon this evidence, for the present time, at least, it is clear that there is no concerted drive to transfer responsibility for administrative policy from the central administration to individual schools.





**Chart 13.—Extent of transfer of administrative responsibilities from the central office to the individual local elementary school, in urban places with populations above 2,500, by U.S. percentages**

From an analysis of the population group practices in this connection, some additional observations are pertinent. In general, there is a pattern which suggests that the largest city group has undergone the least amount of change in this development, and the pattern varies inversely with the size of the urban places. In other words, there is a greater incidence of local, elementary school autonomy with respect to administrative policy and responsibility among the group IV urban places than among the group I urban places. Again, the greatest amount of change is with respect to instructional procedures and the least change is in the realm of business management functions. This leads to the supposition that elementary school principals in the smaller urban places are more likely to find themselves carrying a higher degree of policy responsibility for administrative



## ADMINISTRATION AND ORGANIZATION

Table 86.—Extent of transfer of administrative responsibilities from the central office to the individual, local elementary school in urban places with populations above 2,500, by U.S. totals and percentages, and by population group and regional percentages

Responsibility for administrative activity	United States		Population group percentages					Regional percentages			
	Percent	Total	I	II	III	IV		North Central	South	West	
	2	3	4	5	6	7		9	10	11	
<b>1</b>											
<b>ASSIGNMENT OF PUPILS TO CLASSES</b>											
Being transferred.....	41.8	1,802	21.7	22.7	26.6	48.9		38.1	48.0	30.5	
Not being transferred.....	58.2	2,506	78.3	77.3	73.4	51.1		61.9	52.0	69.5	
<b>BUDGET PREPARATION</b>											
Being transferred.....	10.1	438	13.2	14.7	14.1	8.3		19.1	6.0	7.4	
Not being transferred.....	89.9	3,674	86.8	85.3	85.9	91.7		80.9	94.0	92.6	
<b>BUILDING MAINTENANCE</b>											
Being transferred.....	20.1	864	9.4	13.3	16.1	22.6		19.0	23.7	17.2	
Not being transferred.....	79.9	3,443	90.6	86.7	84.9	77.4		81.0	76.3	82.8	
<b>COMMUNITY RELATIONS</b>											
Being transferred.....	33.0	1,423	25.5	24.0	29.1	35.4		36.0	35.9	20.7	
Not being transferred.....	67.0	2,894	74.5	76.0	70.9	64.6		64.0	64.1	79.3	
<b>CURRICULUM IMPROVEMENT</b>											
Being transferred.....	33.9	1,458	31.1	20.0	35.4	35.2		37.3	32.9	23.3	
Not being transferred.....	66.1	2,849	68.9	80.0	64.6	64.8		62.7	67.1	76.7	



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activities. Similarly, the lesser degree of this type of responsibility carried by principals in the largest urban places undoubtedly reflects the existence of larger central office administrative staffs, with an attendant standardization of operational and administrative procedures.

Regionally, no apparent deviations or trends stand out. The findings rather closely parallel the national situation. However, there is some slight indication that the West, in general, shows less of this transfer of administrative responsibility, and the Northeast slightly more.

Therefore, with reference to the theory that the individual school should have a higher degree of administrative policy autonomy, present indications are that this plan is not being put into practice. Less than one-half of the urban places in the United States report that this has actually occurred for 13 selected administrative activities. The greatest change has taken place in reference to pupil and instructional policies and the least amount of change in reference to business management policies.



## Chapter 16

# The Elementary School Principal and School- Community Relationships

WITH the increased attention now being given to the vital importance of school-community relationships, this survey has also been concerned with exploring the work of the elementary school principal in this regard. The key position which the principal holds has been pointed out and the suggestion made that he is a major influence on the quality of these relationships. Most programs for the preparation of elementary school principals are now placing emphasis on training, stressing the necessity for skill, in this function. The principal most definitely has a leadership opportunity in shaping the program of school-community relationships.

Accordingly, the respondents in this survey were invited to express their judgement on the effectiveness of their elementary school principals in respect to school-community relationships, in terms of "superior," "satisfactory," or "need assistance." The results are shown in tables 87 and 88.

The net results for the United States show that, in school-community relationships, 30.3 percent of the principals are considered "superior," 57.2 percent "satisfactory," and 7.1 percent "need assistance," with 5.4 percent giving no answer. Within the population groups, half the largest cities indicated their principals are "superior" while groups II and III reflected this judgment in about 40 percent of the cases. In group IV, only about one-fourth judged their principals to be of the superior type. For all groups the combination of "superior" and "satisfactory" was close to 90 percent. For the Nation, and for each population group, the category of "need assistance" was close to 7 percent.

For the regions, the highest degree of "superior" judgment, about 35 percent, appeared in the West. Again, for all the regions, the combination of "superior" and "satisfactory" was close to 90 percent. Only in the

**Table 87.—Judgment of the effectiveness of elementary school principals in school-community relations in urban places with populations above 2,500, by U.S. totals and percentages and by population group percentages**

Judgment	United States		Population group percentages			
	Percent	Total	I	II	III	IV
1	2	3	4	5	6	7
Total	100.0	4,307	100.0	100.0	100.0	100.0
Superior	30.3	1,307	49.1	44.0	37.4	26.1
Satisfactory	57.2	2,463	38.7	46.7	53.8	60.0
Need assistance	7.1	305	7.5	6.7	6.3	7.3
No answer	5.4	233	4.7	2.6	2.6	6.6

**Table 88.—Judgment of the effectiveness of elementary school principals in school-community relations in urban places with populations above 2,500, by U.S. totals and percentages and by regional percentages**

Judgment	United States		Regional percentages			
	Percent	Total	Northeast	North Central	South	West
1	2	3	4	5	6	7
Total	100.0	4,307	100.0	100.0	100.0	100.0
Superior	30.3	1,307	37.8	31.4	29.6	34.9
Satisfactory	57.2	2,463	51.5	55.5	62.6	58.5
Need assistance	7.1	305	11.6	7.7	6.8	3.2
No answer	5.4	233	9.8	5.4	3.0	3.4

Northeast was there any marked indication of unsatisfactory judgment, with 11.5 percent reporting that their principals need assistance.

In summary, in the judgment of the respondents to this survey, almost one-third of the public elementary school principals have shown a high degree of skill and capability in school-community relationships. For the country as a whole, 90 percent of the principals are doing a satisfactory or better job in this connection. Only about 7 percent of the principals are judged weak or deficient in their relationships with the community.

## Chapter 17

# Problems for Principals

**I**N RELATION to the performance of his duties as the leader of an elementary school what are the most persistent problems facing the principal? Along with determining policies, practices, and trends with respect to the administration of an elementary school, it is important to know what impact recent developments have had on the requirements and demands being made upon the principal. Therefore, this survey has undertaken to explore on-the-job problems of principals.

Respondents were asked to indicate which administrative responsibilities, in their judgment, are presenting the most difficulty for the elementary school principals in their school system. This was done through the medium of a check list of 17 administrative categories:

- |  |                                      |
|--|--------------------------------------|
| Assignment of pupils to classes              | Scheduling                           |
| Custodial staff                              | School-community relations           |
| Obtaining adequate physical facilities       | School libraries                     |
| Obtaining sufficient instructional materials | School lunch programs                |
| Programs of special education                | Selection of instructional materials |
| Provision for the exceptional child          | Staff relationships                  |
| Pupil promotional policies                   | Supervision of instruction           |
| Recruitment of teachers                      | Transportation of pupils             |
| Reporting pupil progress to parents          |                                      |

In replying, the individual was asked to select only three items from this list and to rate them from 1 to 3 in order of degree of difficulty, with number 1 the most serious. Through this device it became possible to build a rank listing of all items and, also, to analyze the different problems from the point of view of degree of seriousness. For example, it is possible, through a weighting scheme, to group all problems in a single list incorporating the varying degrees of seriousness. Or, in similar fashion, it is possible to analyze the first, second, and third choices separately. Thus, this approach has made it possible to report these results in several different ways, as well as on the population group and regional bases. In presenting these findings, one other point is stressed. It should be borne in mind that these results reflect the judgments of the respondents who,



primarily, were superintendents of schools and who were asked to indicate the problems they felt their principals are experiencing.

Probably of greatest significance and interest as a single presentation of these findings, is the national scale in terms of weighted responses. This list shows for the entire country the sequential rank-listing of all items, by weighted response. This is to say, all first choices, all second choices, and all third choices have been weighted upon a basis of a value of 3 for first choice, 2 for second choice, and 1 for third choice, and then ranked in a scale of total frequency and weighted values. For the 10 leading problems, these results are shown in chart 14.

For the purpose of chart 14, only the leading 10 problems are included. However, the balance of this list follows:

<i>Administrative responsibility</i>	<i>Total weighted response of first, second, and third choices</i>
11. Assignment of pupils to classes.....	786
12. Obtaining sufficient instructional materials.....	652
13. Selection of instructional materials.....	635
14. Scheduling.....	548
15. Custodial staff.....	401
16. Transportation of pupils.....	391
17. School libraries.....	333

When considered in the light of first choices alone, the leading five problems are:

<i>Administrative responsibility</i>	<i>Weighted first choices</i>
1. Supervision of instruction.....	4,386
2. Provision for the exceptional child.....	1,737
3. Obtaining adequate physical facilities.....	915
4. Programs of special education.....	726
5. Recruitment of teachers.....	696

The listing of the leading five problems by second choices alone, shows:

<i>Administrative responsibility</i>	<i>Weighted second choices</i>
1. Provision for the exceptional child.....	1,526
2. Supervision of instruction.....	830
3. Programs of special education.....	618
4. School-community relations.....	510
5. Staff relationships.....	474

The listing of the leading five problems by third choices alone, shows:

<i>Administrative responsibility</i>	<i>Weighted third choices</i>
1. Provision for the exceptional child.....	490
2. Supervision of instruction.....	403
3. School-community relations.....	324
4. Pupil promotional policies.....	299
5. Reporting pupil progress to parents.....	265

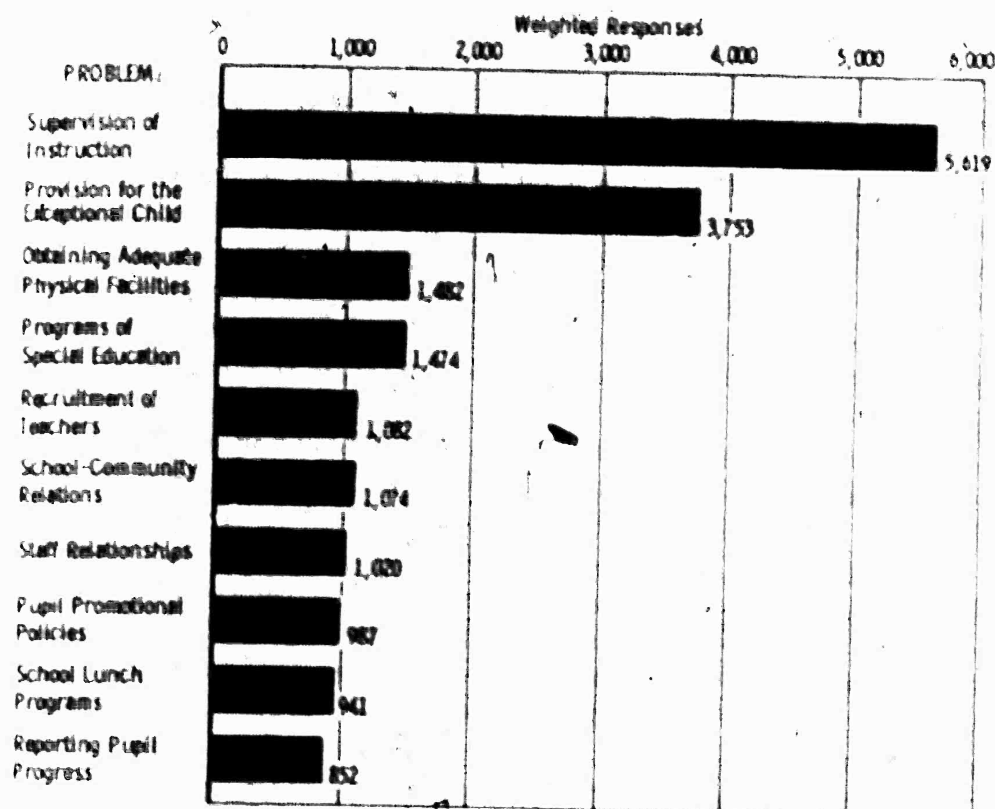


Chart 14.—Problems for public elementary school principals, by total weighted response, of first, second, and third choices, for the United States

From these national analyses it becomes apparent that the leading problem for public elementary school principals, at least as viewed by the respondents, is supervision of instruction. In a sense of relative importance, by total weighted responses, this responsibility represents 25.5 percent of the total frequencies of all 17 administrative activities. In the first choice listing it was mentioned more than twice as often as any other item. In the total weighted choice, supervision of instruction ranked first; in first choices it ranked first; in second choices it ranked second; and in third choices it also ranked second. The evidence is clear that this is at once the leading problem area and presents the greatest administrative challenge to elementary school principals.

It is of similar interest to note that provision for the exceptional child was a consistent second. It was second on the national weighted total choice, second among first choices, first among second choices, and first among third choices. The responsibility for providing programs for exceptional children was clearly the second-ranked problem and challenge to elementary school principals. In its national ranking of second, it received more than twice as much mention as any item which followed.



The choice between third and fourth places on this list is close. On the total national weighted scale, obtaining adequate physical facilities was third; it was third on the first choice list; it did not appear among the first five in the second choice list; nor did it appear among the first five in the third choice list. On the other hand, the problem of programs of special education ranked fourth on the national weighted scale, fourth in the first choice list, third in the second choice list, but was not among the first five in the third choice list. Therefore, again, obtaining physical facilities and programs of special education were closely grouped in third and fourth positions in the over-all ranking of problems for elementary school principals.

Listed in fifth place was the problem of recruitment of teachers, which also ranked fifth among first choices, but did not appear among the first five in the listings of second and of third choices.

At the opposite end of the scale, what administrative responsibilities were mentioned most infrequently as presenting difficulty to elementary school principals? On the national weighted scale, school libraries, transportation of pupils, custodial staff, scheduling, and selection of instructional materials received the least mention. A common pattern for these same five activities is also found in the first, second, and third choice listings. Just as there is a common pattern among the most frequently mentioned five activities, so is there a common pattern among the least frequently mentioned five activities.

What conclusions and inferences can be drawn from these reports? First of all, it becomes apparent that the type of responsibility which is causing the greatest difficulty lies in the field of instructional activity. The general improvement of instruction, programs of education for meeting the needs of children, and programs of special education, all cause concern, with emphasis on the qualitative aspects of the educational offerings of the school. That the educational administrators are expressing and reflecting this type of sensitivity is most reassuring. Second, these findings suggest a drive and dedication toward encouraging the principals of elementary schools to apply their efforts to the instructional phases of the administration of an elementary school. Third, the fact that many of the so-called purely administrative routine responsibilities received relatively lower mention in these rankings would, perhaps, imply that items of this operational nature are being adequately handled. Fourth, the items which consistently appear at the lower limits of each ranking may have a two-fold implication: That they are being competently dealt with, and that they are not of relative major administrative importance and priority. Finally, the message is clear that the administrators of the public schools of this country are very definitely oriented to the necessity for improvement of the quality of instruction in our schools.



When analyzed by population groups, exactly these same results appear. Without exception, each population group reflects the same priority of concern with the problems related to the improvement of instruction, provisions for the exceptional child, and programs of special education. There is a similar pattern of least amount of difficulty for the areas of school libraries, pupil transportation, custodial staff, scheduling, and selection of instructional materials. These trends parallel the national findings in all listings, total weighted responses, and listing by first, second, and third choices. Therefore, it is concluded that the problems which present the most difficulty for principals of elementary schools are common to all population groups and that the size of the urban place is not a significant influence.

On a regional basis, again, the same basic pattern appears. Major concern is with the problems of the instructional program; minor concern is with the administrative responsibilities of a general routine type. The only departure from the national pattern is a higher expression of difficulty with school lunch programs in both the North Central and the South. Once again, the conclusion follows that the problems of most frequent mention, nationally and by population groups, are also regional problems. The location of the school has no bearing upon the kinds of problems which are causing most difficulty to the principals.

In conclusion, the greatest difficulty which elementary school principals are experiencing lies in the field of instructional programs—how to improve their quality and how to provide programs for meeting the special and varied needs of children. Principals evidently are doing more effective work in routine and operational procedures. The implication for pre-service and inservice training programs for principals is that more assistance should be provided to help them to improve instruction and develop specialized programs of education for children of divergent needs and abilities. The prominence given to the needs and problems of an instructional nature reflects credit upon the school administrators of this Nation.

## Chapter 18

# Supplementary Information

IN ADDITION to the reports and findings presented in the preceding chapters of this publication, some supporting data and survey activities are summarized in this final chapter. Included are an analysis of the respondents by school position, summary of the number of children and the number of public elementary schools in this survey, the incidence of answers on the open-ended questions dealing with educational leadership and the changes in the scope and nature of the responsibility of the elementary school principal, and a mention of the questions relating to per capita expenditures for education.

### Respondents

The instructions covering this survey form indicated that it might be answered by one of the three individuals in the local school system. Officially, the form was addressed to the superintendent of schools. However, in recognition of the many demands and obligations upon his time, it was suggested that the questionnaire might be completed by either an administrative official, such as an assistant superintendent of schools, or by an elementary school principal (or group of principals). In the case of a group, members were instructed to submit their answers for all the elementary schools of the system and not for a single school.

The results show the returns were made by persons in the following classifications:

<i>Respondent</i>	<i>Percent</i>
Superintendent of schools.....	65.8
Other administrative official.....	21.8
Elementary school principal.....	10.9
Position not indicated.....	1.5

As pointed out previously, 100 percent returns were received in this national survey. Once again, sincere appreciation is expressed to these co-operating local school district officials for their professional interest and support in making this national report possible.

### Number of Children and Number of Schools Represented

Since the purpose of this study has been to investigate administrative policies, practices, and trends, no major emphasis was placed on the



collection of quantitative data relative to the administration of public elementary schools. Only in such matters as the length of the school day and the school year, and with data dealing with double sessions were quantitative approaches made.

However, the questions about the number of elementary school pupils and the number of elementary schools were included, not as a focal point of interest or concern, but solely as related sidelights. These questions, located in the preliminary information section, were not intended to be a basic finding of the study.

### **Leadership**

It will be noted from the survey instrument form, shown in appendix C, that item 45 was an open-ended type of question which reads: "In your opinion what constitutes leadership as the term applies to elementary school principals in general?"

The answers and material received in response to this request are not included in this present report. At the time of preparing the survey, it was planned that the material on leadership would eventually become the basis for a separate report. Answers were received from 77.9 percent of the respondents. It is anticipated that this material, now being held for additional study and analysis, will be included in a future report on the elementary school principal.

### **Changes in the Scope and Responsibility of the Elementary School Principal**

Item 46 in the survey instrument was another open-ended type of treatment asking respondents to: "Describe any major changes you detect in the scope and nature of the responsibility of the elementary school principal in your school system." Answers were received from 56.4 percent of the respondents. It was intended, likewise, that this material be held for additional study and analysis, and be similarly incorporated into a future report.

### **Current Expenditure Per Pupil**

The final item of the survey instrument was a request for current expenditure per pupil, either by elementary school program or by the entire public school program. This also was not a point of primary concern or emphasis. As described in appendix A, it was included for the purpose of determining if an analysis of current expenditures would suggest a method of sampling stratification in the conduct of educational surveys. Since this is a purely technical matter, not contributing to the aim of this study, these



results are not presented or treated herein. They have been gathered only for possible assistance in future sampling procedures.

## APPENDIX A

# Sampling Plan and Procedure<sup>1</sup>

THE ORIGINAL FOCUS of interest in this study was the policies, points of view, and practices affecting the education of public elementary school children in urban places over the country. Elementary education was considered to encompass the range between nursery school and kindergarten through grades 6 or 8. The study has remained focused on that original interest. It was decided to define an urban place as an incorporated or unincorporated city, borough, town, or village of 2,500 population or more as enumerated in the 1950 U. S. Census. The two principal factors relating to the matters under investigation were presumed to be population size and the geographical location of the urban place. Data with respect to these factors were readily obtainable, so it was decided to stratify the sample with respect to them. A third factor was suggested, relative wealth as represented by the current expenditure per pupil in average daily attendance, but since data with respect to this factor are not readily obtainable, it was decided not to attempt to use this factor as a basis for stratification in the sampling.<sup>2</sup>

The principal statistic secured by the questionnaire is a percentage of urban places in which a certain policy, point of view, or practice obtains. The desired precision in the case of a national estimate was set at 5 percentage points under a probability that the error would not be exceeded 95 times out of 100. (The practical meaning of this is that if the percentage were found to be, say, 38, it can be concluded on the basis of sampling theory that such a percentage would be found 95 times out of 100 if the true percentage were between 33 and 43—i.e.,  $38 - 5$ , and  $38 + 5$ , inclusive—while 5 times out of 100 such a percentage would be found, even if the true percentage were less than 33 or more than 43. By assuming that the true percentage was between 33 and 43, one would be right 95 times and wrong 5 times out of every 100 instances.) The desired precision in the case of estimates for urban places of a given population size was set at 10 percentage points under the same probability, and the same precision was set for regional estimates.

The number of urban places that would furnish estimates of the desired precision was calculated for the extreme case in which the percentage obtained is 50. The num-

<sup>1</sup> The author of this appendix is Wells Harrington, Educational Statistics Branch, Office of Education.

<sup>2</sup> However, a question relating to this factor was deliberately added to the questionnaire, and it is the intention of the author of this appendix to analyze the efficiency of current expenditures per pupil in average daily attendance as a basis for stratification as opposed to population size and geographical location.

ber required was calculated for the national estimate, for each of four population groups as follows: 100,000 and over; 25,000-99,999; 10,000-24,999; and 2,500-9,999 and for each of four regions as follows:

## NORTHEAST:

Connecticut	New Hampshire	Pennsylvania
Maine	New Jersey	Rhode Island
Massachusetts	New York	Vermont

## NORTH CENTRAL:

Illinois	Michigan	North Dakota
Indiana	Minnesota	Ohio
Iowa	Missouri	South Dakota
Kansas	Nebraska	Wisconsin

## SOUTH:

Alabama	Louisiana	Tennessee
Arkansas	Maryland	Texas
Delaware	Mississippi	Virginia
Florida	North Carolina	West Virginia
Georgia	Oklahoma	District of Columbia
Kentucky	South Carolina	

## WEST:

Arizona	Montana	Utah
California	Nevada	Washington
Colorado	New Mexico	Wyoming
Idaho	Oregon	

At the time the study was made Alaska and Hawaii had not been admitted to statehood. Consequently, they were not included.

This stratification meant that nine estimates with respect to each statistic might be expected to be reliable to the degree indicated, i.e., 1 national estimate, 4 population size group estimates, and 4 regional estimates. Diagram A gives pertinent data with respect to the sample. Note that in the diagram the two variables, population size and region, are cross-classified to give 16 cells, 8 marginal totals, and 1 total. This is necessary because, if urban places are to be selected with respect to two variables with breakdowns of four categories in each variable, 16 classifications of urban places are inevitable. However, the reader is warned that the 16 cells are the basis for stratification only, and the number of urban places in each cell taken for the sample was not calculated to yield statistically reliable results for the cell.

Diagram B presents the sampling scheme in another way, which emphasizes the statistical analysis made. Note that the entries in the total cell are the same for both variables. In this diagram, the numbers taken were calculated to yield statistically reliable results for each cell.

Practical limitations on the number of places that could be surveyed are principally responsible for taking a sample which was too small to allow reliable results in each cross-classification of the factors of stratification. Another factor considered, however, was the conviction that there is little to be gained by cross-classifying population size



Diagram A.—Number of urban places with populations of 2,500 and over in the United States which offer public elementary education, by size of urban place, and by geographical region, together with various sizes of sample which might be taken from each cell: Data from the 1950 census

Urban place	Item	Region				All regions
		Northeast	North Central	South	West	
100,000 and over	Item 1	31	28	32	15	106
	Item 2	15	14	16	7	52
	Item 3	3	2	2	2	9
	Item 4	31	28	32	15	106
25,000-99,999	Item 1	106	126	96	50	378
	Item 2	22	27	20	11	80
	Item 3	9	9	7	7	32
	Item 4	21	25	19	10	75
10,000-24,999	Item 1	291	245	206	126	778
	Item 2	28	28	24	14	89
	Item 3	18	18	14	19	69
	Item 4	21	25	21	21	88
2,500-9,999	Item 1	707	896	1,020	399	3,022
	Item 2	28	29	38	13	98
	Item 3	68	66	71	58	263
	Item 4	59	75	85	67	286
All urban places	Item 1	1,045	1,295	1,354	590	4,284
	Item 2	93	94	94	86	367
	Item 3	93	94	94	86	367
	Item 4	122	158	137	118	535

Item 1—Number of urban places in the total population.

Item 2—Size of sample on the basis of simple random sampling by urban place size category only,  $52/106 \times 51$ , etc.

Item 3—Size of sample on the basis of simple random sampling by regional category only,  $93/1045$ , etc.

Item 4—Number taken to insure standards of precision in both urban place size and regional categories.

and geographical location. Whatever characteristics apply to a given cross-classified category are probably explained upon the basis of the characteristics considered individually. In other words, it was assumed that small-city characteristics are very little different as they affect elementary education in the South as opposed to the West. Another way of illustrating the point of view is to say that southern characteristics are what they are in their effect on education regardless of the size of the urban place involved.

In each of the 16 inner cells of diagram A, the first figure is the number of urban places in the United States according to the 1950 census. The second figure in each cell of the row totals (or in each cell of the upper half of diagram B) is the number of places that would have to be taken to secure statistically reliable estimates for the population size group on the basis of simple random sampling to meet the precision criterion. In diagram A the second figure in each cell within the 16 inner cells is the result of distributing the sample size for the row over the 4 regions in proportion to the number of urban places of the given population size in a given region. Thus 52 places will yield satisfactory estimates for 106 cities of 100,000 population and over on the basis of simple random sampling. If these 52 cities are then distributed by region in proportion to the total number of large cities in those regions, the distribution will be 15 in the Northeast, 14 in the North Central region, 16 in the South, and 7 in the West, adding to 52 for the Nation. Thus  $52/106 \times 31 = 15$ , the second figure in the first cell in the upper left-hand corner.

Diagram B.—Various sizes of sample, together with number of urban places they are based upon, by urban place size and by geographical region: Data from the 1950 census

Item	Urban place				
	100,000 and over	25,000 to 99,999	10,000 to 24,999	2,500 to 9,999	All urban places
Item 1.....	106	878	778	3,022	4,284
Item 2.....	52	80	89	98	319
Item 4.....	106	75	88	286	555
	Geographical region				
	Northeast	North Central	South	West	All regions
Item 1.....	1,045	1,296	1,354	590	4,284
Item 2.....	93	94	94	86	367
Item 4.....	152	158	167	118	555

Item 1—Number of urban places in the total population.

Item 2—Size of sample on the basis of simple random sampling by urban place size category only.

Item 3—Size of sample on the basis of simple random sampling by regional category only.

Item 4—Number taken to insure standards of precision in both urban place size and regional categories.

The third figure in each cell in diagram A is the number of places that would have to be taken on the basis of simple random sampling for each region, distributed as above. In this case, the Item-3 figure in each cell of the column totals was used as the numerator of the fraction and the first figure as the denominator. Thus,  $93/1,045 \times 31 = 3$ , the third figure in the first cell in the upper left-hand corner.

The fourth figure in each cell of diagram A is the number actually taken for the sample. The essence of the sampling procedure is to observe the second and third figure in each cell and take the larger of the two. Thus the precision criterion is satisfied with respect to each stratification variable, although it may be more than satisfied with respect to one of the two variables. However, regard was given to the need for sampling fractions which would make for efficient computing, with the result that the number of places actually taken for the sample may be slightly different from the larger of the two figures above, as stated.

Further, it was decided, in the case of cities of 100,000 population and over, to take 100 percent on the general ground that the study would find greater acceptance if that was done. So for large cities in each of the four regions, the estimates are exact.

Now, the number of urban places that would be required for a national estimate of a precision of 5 percentage points with a confidence level of 95 times out of 100 is 367 on the basis of simple random sampling applied to a finite population of 4,284. This figure happens to be the same as the sum of sample requirements based on regions only. Consequently, it is clear that the sample satisfies the criterion as regards the national estimate.

Although there are only 8 internal categories for which reliable statistical estimates can be made, i.e., 4 urban place size categories, and 4 regions, there are 16 cells or strata for which separate samples were taken; and there are 16 sampling fractions which had to be considered in calculating a national estimate.

The actual selection of urban places within each cross-classification or cell was made by systematic selection after a random start. The original sampling provided

555 urban places. An unusual accomplishment of the survey is that a return was secured covering every one of these 555 urban places. There were no substitutions in the original sample as taken.

Attention is drawn to the fact that the sample is a sample of urban places, and not a sample of school systems. The elementary statistical unit in this survey is an urban place in which children of elementary school age go to public elementary schools which are operated under certain policies and practices, from certain points of view, and in which certain attitudes prevail. These are the subject of the survey. It so happened that in some cases more than one urban place in the sample was under the same school system. This was likely to occur in the case of county unit systems. In those cases, one return was secured from the school system, and the data were used as many times as there were sample urban places operating under that system.

In one case the reverse was found: a single urban place, Aurora, Illinois, was found to be operating under two separate school districts. Inspection of the returns of the two systems, however, disclosed that they were essentially the same. Consequently, Aurora was treated as one urban place.

Thus, the author of the bulletin made the survey with the procedure described.



## APPENDIX B

### Urban Places of the United States Used in the Survey, Selected by Random Sampling: Listed by Region, State, and Population Group

#### Northeast:

##### CONNECTICUT

###### Group I

Bridgeport  
Hartford  
New Haven  
Waterbury

###### Group II

Meriden  
Stamford

###### Group III

Ansonia

###### Group IV

New Milford  
Thompsonville

##### MAINE

###### Group III

Bath

###### Group IV

Ellsworth  
Madawaska  
Shelburne

##### MASSACHUSETTS

###### Group I

Boston  
Cambridge  
Fall River  
New Bedford  
Somerville  
Springfield  
Worcester

###### Group II

Beverly  
Fitchburg  
Lowell  
Newton  
Salem

###### Group III

Gardner  
Webster

###### Group IV

Foxborough  
Nantucket  
Ware

##### NEW HAMPSHIRE

###### Group II

Nashua

##### Group IV

###### Somerset

##### NEW JERSEY

###### Group I

Camden  
Elizabeth  
Jersey City  
Newark  
Paterson  
Trenton

###### Group II

Clifton  
Irvington  
Nutley  
Union City

###### Group III

Asbury Park  
Englewood  
Millville  
Ridgewood  
Westfield

###### Group IV

Boston  
Clark  
Florence-Rochlin  
Hammonden  
Lincoln Park  
Midland Park  
North Haledon  
Parsippany  
Riverside  
Toms River  
West Long Branch

##### NEW YORK

###### Group I

Albany  
Buffalo  
New York City  
Rochester  
Syracuse  
Utica  
Yonkers

###### Group II

Binghamton  
Kingston  
New Rochelle  
Troy

##### Group III

Prospert  
Johnstown  
North Tonawanda  
Rampaher

##### Group IV

Arlington  
Canandaigua  
Croton-on-Hudson  
East Rockaway  
Fredonia  
Hastings-on-Hudson  
Irvington  
Lowville  
North Pelham  
Perry  
Seneca Falls  
Thousandburg  
Wellsville

##### PENNSYLVANIA

###### Group I

Allentown  
Erie  
Philadelphia  
Pittsburgh  
Reading  
Scranton

###### Group II

Altoona  
Hazleton  
New Castle  
Wilkes-Barre

###### Group III

Bellows  
Carbondale  
Dunbury  
Hanover  
Mahanoy City  
Plymouth  
Turtle Creek

###### Group IV

Ansville  
Bangor  
Brookridge  
Charlton  
Crumm  
East Conemaugh

## Northeast—Continued

## PENNSYLVANIA—Continued

## Group IV—Continued

Elmhurst  
 Forty Fort  
 Glen Olden  
 Hummelstown  
 Kutztown  
 Lattimore  
 Mantown  
 Monaca  
 Nanty-Glo  
 Northumberland  
 Pottsville  
 Prospect Park  
 Rocky Grove  
 Shillington  
 Spring City  
 Titusville  
 Waukeville  
 White Oak

## Rhode Island

Group I  
 Providence  
 Group II  
 Newport

## Vermont

Group III  
 Rutland  
 Group IV  
 Bellows Falls  
 Winooski

## North Central:

## ILLINOIS

Group I  
 Chicago  
 Peoria  
 Group II  
 Aurora  
 Ocare  
 Evanston  
 Maywood  
 Rock Island  
 Group III  
 Cairo  
 Downers Grove  
 Jacksonville  
 Mount Vernon  
 Wheaton

Group IV  
 Alsie  
 Broadview  
 Channahon  
 Edwardsville  
 Geneva  
 Highwood  
 Lawrenceville  
 McLeansboro  
 Monticello  
 Niles  
 Olney  
 Pontiac  
 Rushville  
 Sparta  
 Villa Park  
 White Hall

## INDIANA

Group I  
 Evansville  
 Fort Wayne  
 Gary  
 Indianapolis  
 South Bend  
 Group II  
 East Chicago  
 Marion  
 Richmond  
 Group III  
 Gibson  
 Vincennes  
 Group IV  
 Beach Grove  
 Clinton  
 One City  
 Kendallville  
 Nashville  
 Rushville  
 Winchester

## Iowa

Group I  
 Des Moines  
 Group II  
 Council Bluffs  
 Mason City  
 Group III  
 Marshalltown  
 Group IV  
 Cherokee  
 Bethelville  
 Iowa Falls  
 Oswein  
 Spencer

## KANSAS

Group I  
 Kansas City  
 Wichita  
 Group II  
 Salina  
 Group III  
 El Dorado  
 Newton  
 Group IV  
 Anthony  
 Ellis  
 Iola  
 Pratt

## MICHIGAN

Group I  
 Detroit  
 Flint  
 Grand Rapids  
 Group II  
 Dearborn  
 Kalamazoo  
 Port Huron  
 Group III  
 Birmingham  
 Inkster  
 Niles  
 Ypsilanti

## Group IV

Big Rapids  
 Durand  
 Grand Lodge  
 Ionia  
 Marysville  
 Oshtemo  
 St. Louis  
 Woodlawn Orchards  
 Knollwood Park

## MINNESOTA

Group I  
 Duluth  
 Minneapolis  
 St. Paul  
 Group II  
 St. Cloud  
 Group III  
 Owatonna  
 Group IV  
 Columbia Heights  
 Glenwood  
 Litchfield  
 Pigeon  
 Stillwater

## MISSOURI

Group I  
 Kansas City  
 St. Louis  
 Group II  
 Joplin  
 Group III  
 Ferguson  
 Poplar Bluff  
 Group IV  
 Berkeley  
 Caruthersville  
 Farmington  
 Jackson  
 Marionville  
 Portageville  
 Valley Park

## NEBRASKA

Group I  
 Omaha  
 Group III  
 Kearney  
 Group IV  
 Chadron  
 Nebraska City  
 West Point

## NORTH DAKOTA

Group II  
 Fargo

## OHIO

Group I  
 Akron  
 Canton  
 Cincinnati  
 Cleveland  
 Columbus  
 Dayton  
 Toledo  
 Youngstown

## North Central—Continued

## OHIO—Continued

## Group II

Cuyahoga Falls  
Lakewood  
Mamillon  
Patterson  
Warren

## Group III

Bellvue  
Cincinnati  
East  
Rocky River  
Wesley

## Group IV

Aven  
Cary  
Dunbar  
Geneva  
Jackson  
Lancaster  
Mingo Junction  
North College Hill  
Port Clinton  
Shelby  
Wapakoneta  
Willard

## SOUTH DAKOTA

## Group IV

Lead  
Winnipeg

## WISCONSIN

## Group I

Madison

## Group II

Beloit  
La Crosse  
Sheboygan

## Group III

Janesville  
Wausau

## Group IV

Columbus  
Hudson  
Mayville  
Park Falls  
Shawano  
West Bend

## South

## ALABAMA

## Group I

Birmingham  
Mobile  
Montgomery

## Group II

Tuscaloosa

## Group III

Homewood

## Group IV

Andalusia  
Cullman  
Geneva  
Marion  
Rosa Lee  
West Hunterville

## ARKANSAS

## Group I

Little Rock

## Group III

El Dorado

## Group IV

Conway  
McOhee  
Paris  
Van Buren

## DELAWARE

## Group I

Wilmington

## Group IV

New Castle

## FLORIDA

## Group I

Jacksonville  
Miami  
Tampa

## Group II

Bartons Beach  
Miami Beach  
Tallahassee

## Group III

Fort Pierce

## Group IV

Coconut  
Ocala  
Marion  
Panama  
Stuart

## GEORGIA

## Group I

Athens  
Savannah

## Group II

Columbus

## Group III

Americus  
Milledgeville

## Group IV

Ashburn  
Canton  
Eastman  
Hawkins  
Monroe  
Sandersville  
Tifton

## KENTUCKY

## Group I

Louisville

## Group II

Covington

## Group III

Madisonville

## Group IV

Carrington  
Erlanger  
Jenkins  
Murray  
Shelbyville

## LOUISIANA

## Group I

Baton Rouge  
New Orleans  
Shreveport

## Group II

Alexandria

## Group III

Opalville

## Group IV

Covington  
Hammond  
Mandeville  
Rayne  
Winfield

## MARYLAND

## Group I

Baltimore

## Group II

Baltimore

## Group III

Salisbury

## Group IV

Eastport

## MINNESOTA

## Group II

Levee

## Group IV

Abundant  
Ellenville  
Mason Point  
West Point

## NORTH CAROLINA

## Group I

Charlotte

## Group II

Fayetteville  
Rocky Mount

## Group III

Burlington  
Monroe

## Group IV

Brevard  
East Marion  
Lenoirville  
Mount Olive  
Scotland Neck  
Wadesboro

## OKLAHOMA

## Group I

Oklahoma City  
Tulsa

## Group II

Mustang

## Group III

Adams  
Okmulgee

## Group IV

Bethany  
Dewey  
Hendrix  
Pawnee Valley  
Tulsa



## South—Continued

## SOUTH CAROLINA

## Group II

Spartanburg

## Group III

Orangeburg

## Group IV

Arendale

Clover

Fort Mill

Langley-Bath

Clearwater

Seneca

Ware Shoals

## TENNESSEE

## Group I

Chattanooga

Knoxville

Memphis

Nashville

## Group III

Morristown

## Group IV

Belle Meade

Fayetteville

Lenoir City

Newport

Trenton

## TEXAS

## Group I

Austin

Corpus Christi

Dallas

El Paso

Fort Worth

Houston

San Antonio

## Group II

Amarillo

Lubbock

Tyler

## Group III

Corpus Christi

Highland Park

Mission

Sherman

West University Place

## Group IV

Arlington

Brady

Childress

Cotulla

Eastland

Fredericksburg

Hamlin

Irving

Killeen

Livingston

Mineral

Paducah

Prenont

Rusk

Sinton

Terrell Hills

## VIRGINIA

## Group I

Norfolk

Richmond

## Group II

Danville

Roanoke

## Group III

Staunton

## Group IV

Abingdon

Chase City

Farmville

Marion

Sandston-Seven Pines

## WEST VIRGINIA

## Group II

Morgantown

## Group III

Weirton

## Group IV

Chester

McComas

Phillips

Salem

## DISTRICT OF COLUMBIA

## Group I

Washington

## West

## ARIZONA

## Group I

Phoenix

## Group IV

Casa Grande

Flagstaff

Marana

Tempe

Yuma

## CALIFORNIA

## Group I

Berkeley

Long Beach

Los Angeles

Oakland

Pasadena

Sacramento

San Diego

San Francisco

## Group II

Bakersfield

Fresno

Palo Alto

Riverside

Santa Ana

Vallejo

## Group III

Antioch

Chico

Silver City

Gardena

Lodi

Modesto

National City

Oxnard

Salinas

## San Luis Obispo

## Santa Maria

## South San Francisco

## Group IV

Atwater

Beaumont

Buena Park

Chico Viejo

Coachella

Covina

El Monte

Foster

Freedom

Grover City-Fair Oaks

Indio

Larkspur

Los Banos

Mill Valley

North Modesto

Orlando Gardens

Orville

Porterville

Roseville

Sebastopol

South Taft

Twin Lakes-Delmar

Wood

Willows

## COLORADO

## Group I

Denver

## Group III

Aurora

Trinidad

## Group IV

Brighton

Durango

Ft. Collins

Littleton

Rocky Ford

## IDAHO

## Group III

Nampa

## Group IV

Blackfoot

Grangeville

Orchards

Salmon

## MONTANA

## Group II

Billings

## Group IV

Deer Lodge

Kalispell

Roundup

## NEVADA

## Group III

Las Vegas

## Group IV

Boulder City

Sparks

## NEW MEXICO

## Group II

Roswell

West—Continued

NEW MEXICO—Continued

Group IV

Belen  
Las Vegas Town  
Raton

OREGON

Group I

Portland

Group III

Astoria  
Springfield

Group IV

Altamont  
Onquille  
Hayesville  
Lebanon  
Nyma  
Ranbury  
Tillamook

UTAH

Group I

Salt Lake City

Group II

Provo

Group IV

Cedar City

Lehi

Paysan

South Ogden

Washington Terrace

WASHINGTON

Group I

Seattle

Spokane

Tacoma

Group II

Yakima

Group III

Olympia

Richland

Group IV

Centralia

Cotville

Fruitvale

Lake Stevens

Navy Yard City

Sedro-Wooley

Toppenish

WYOMING

Group III

Sheridan

Group IV

Douglas

Powell

Worked

# APPENDIX C

## Survey Instrument Form

Form HSE-6

Budget Bureau No. 51-5007  
Approval expires 4/30/59

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
Office of Education, Washington 25, D. C.

### A SURVEY OF PUBLIC ELEMENTARY SCHOOL ORGANIZATION AND ADMINISTRATION

--

Return this form to the U. S. OFFICE OF EDUCATION in the pre-addressed envelope enclosed which requires no postage. Retain the unaddressed copy of the form for your files.

**PURPOSE:** This is a study of developments and trends in the organization and administration of public elementary schools in the United States. Its purpose is to obtain a summary of practice and problems. The results of the study will be made available in an Office of Education publication.

**SCOPE:** This survey is being conducted on a sampling basis. Your school system has been selected as a member of a sample that will insure valid and reliable coverage of the United States, and that will reduce the over-all burden of response on the elementary school systems of the country. However, to be successful, all members of the sample must respond. Your cooperation in responding is essential.

#### HANDLING OF

**INFORMATION:** The information obtained from this survey will be kept strictly **CONFIDENTIAL**. Your name and address appear above only to facilitate mailing and follow-up. The returned form will be seen only by a few survey staff members. Data about individual school systems will not be made available to other government agencies. The findings of this survey will be published in summary form so that individual school districts cannot be identified. Your cooperation will be a contribution to the value of the findings.

**INSTRUCTIONS:** It is intended that this form be answered by one of three persons in the local school system:

- (1) The superintendent of schools to whom it is addressed, OR
- (2) An administrative official, designated by the superintendent, who has responsibility for the elementary school program, OR
- (3) An elementary school principal (or group of principals) who has been designated to answer for ALL the elementary schools of the system and NOT for a single elementary school.

Please complete the following information:

Signature of reporting official:
Title of reporting official:
Official name of school district:
State:
Date:
Number of elementary schools covered by this report:
Number of elementary school pupils covered by this report (approximate, if necessary):



1. Check one to indicate the prevailing type of over-all school organization by grades in your school system. (Cross out (E) if it does not apply)

(A) ☐ (E) 6-3-3      (E) ☐ (E) 6-4  
 (B) ☐ (E) 6-2-4      (F) ☐ (E) 7-3  
 (C) ☐ (E) 6-6      (G) ☐ Other (Specify) \_\_\_\_\_  
 (D) ☐ (E) 7-6

2. If you have kindergarten, check one below to indicate type of support:

(A) ☐ Public tax funds entirely  
 (B) ☐ Private contributions entirely  
 (C) ☐ Combination of public and private funds  
 (D) ☐ Other (Specify) \_\_\_\_\_

3. Do you have nursery schools?

(A) ☐ Yes      (B) ☐ No

If "yes," check one below to indicate the type of support:

(C) ☐ Public tax funds entirely  
 (D) ☐ Private contributions entirely  
 (E) ☐ Combination of public and private funds  
 (F) ☐ Other (Specify) \_\_\_\_\_

4. With reference to publicly supported nursery schools and kindergartens in your school system, during the next five years do you anticipate:

Nursery school: (A) ☐ Expansion  
                           (B) ☐ Retrenchment  
                           (C) ☐ No change  
 Kindergarten: (D) ☐ Expansion  
                           (E) ☐ Retrenchment  
                           (F) ☐ No change

5. Are you experiencing concerted efforts from the community to increase programs of nursery schools and kindergartens in your school system?

Nursery school: (A) ☐ Yes      (B) ☐ No

Kindergarten: (C) ☐ Yes      (D) ☐ No

6. Are you experiencing concerted efforts from the community to reduce programs of nursery schools and kindergartens in your school system?

Nursery school: (A) ☐ Yes      (B) ☐ No

Kindergarten: (C) ☐ Yes      (D) ☐ No

As applied in questions 7 and 8, "primary unit" means an administrative device by which children are grouped to permit continuous progress during a period of two or more consecutive years. The teacher may remain with the same group for more than one year.

7. If you use the "primary unit," indicate which of the following standard grade groups it encompasses. (Check one)

(A) ☐ K-1      (B) ☐ 1-2  
 (C) ☐ K-2      (D) ☐ 1-3  
 (E) ☐ K-3      (F) ☐ Other (Specify) \_\_\_\_\_

8. If you are not using the "primary unit" at present, do you contemplate its adoption in the foreseeable future?

(A) ☐ Yes      (B) ☐ No

As applied in question 9, "multi-graded" means the type of elementary school class in which the pupils are not identified by any standard grade level and which includes more than one grade usually provided for in the standard grade system. This class may or may not have the same teacher for more than one year.

9. Indicate the prevailing type of basic classroom organization applicable in your elementary school.

Check one column for each grade level.

Grade	One teacher responsible for the total program, with assistance in the special subjects	Multi-graded	Departmentalized		
			Partial	Complete	Other (Specify)
1					
2					
3					
4					
5					
6					
*7					
*8					

\* Applicable only when considered in the elementary school organization.

10. What is the approximate prevailing length of the elementary school day for pupils, exclusive of noon lunch periods, but inclusive of recess, play periods, etc., in your school system? (Check one column for each grade level.)

Grade	Hours					Other (Specify hours)
	4	4½	5	5½	6	
1						
2 and 3						
4, 5, 6						
*7 and *8						

\* Applicable only when considered in the elementary school organization.

11. With reference to the length of the elementary school day for pupils in your school system, during the next five years do you foresee (Check one)

- (A) ☐ An increase  
 (B) ☐ A decrease  
 (C) ☐ No change

12. How many days were your elementary schools in session during the school year 1957-1958?

13. With reference to the length of the elementary school year for pupils in your school system, during the next five years do you foresee (Check one)

- (A) ☐ An increase  
 (B) ☐ A decrease  
 (C) ☐ No change

14. Do you anticipate the use of additional school time on an optional basis for elementary school pupils in your system during the next five years to provide programs for gifted children?

- (A) ☐ Yes (B) ☐ No

As applied in questions 15, 16, 17, 18, 19, and 20, "double sessions" means a plan in which two different groups of pupils use the same school during different parts of the school day.

15. Which of the following types of daily schedule for the elementary schools occur in your school system? (Check as many columns as apply for each grade.)

Grade	Single session of 5 hrs. or more per day	Single session of less than 5 hrs. per day	"Double sessions" (Record hours of each session)		Other (Specify)
			1st session	2nd session	
1					
2					
3					
4					
5					
6					
7					
8					

\* Applicable only when considered in the elementary school organization.

16. If you have indicated use of "double sessions" in your elementary schools in the previous question, report:

- (A) The number of pupils on "double sessions" \_\_\_\_\_  
 (B) The number of schools on "double sessions" \_\_\_\_\_

17. If you use "double sessions" in your elementary schools, do you employ? (Check as many as apply)

- (A) ☐ The same principal for both sessions  
 (B) ☐ A different principal for each session  
 (C) ☐ The same teachers for both sessions  
 (D) ☐ Separate teachers for each session  
 (E) ☐ Teams of two teachers for both sessions  
 (F) ☐ Other (Specify) \_\_\_\_\_

18. If you use "double sessions" in your elementary schools, what is the reason? (Check as many as apply)

- (A) ☐ Educational policy  
 (B) ☐ Space shortage expediency  
 (C) ☐ Other (Specify) \_\_\_\_\_

19. If you use "double sessions" in your elementary schools, what do you foresee during the next five years? (Check one)

- (A) ☐ Increased use  
 (B) ☐ Decreased use  
 (C) ☐ No change

20. If you do NOT now use "double sessions" in your elementary schools, do you foresee their use during the next five years?

- (A) ☐ Yes (B) ☐ No

21. What policy do you apply to instructional time-allocation per subject in your elementary schools? (Check one for each column.)

Policy	Grades						
	1, 2, 3	4, 5, 6	7 <sup>a</sup> , 8 <sup>a</sup>				
(A) No recommended time per subject							
(B) Prescribed time per subject							
(C) Suggested time per subject							
(D) Block time per subject							

\* Applicable only when considered in the elementary school organization.



22. If you have a policy of time-allocation per subject, what do you base it on? (Check one for each column.)

Basis	Grade					
	1, 2, 3	4, 5, 6	7*	8*		
(A) Minutes per week						
(B) Percentage of time per week						
(C) Other (Specify)						

\* Applicable only when considered in the elementary school organization.

23. Do you receive inquiries from the public relative to the amounts of time allocated to the various subjects in the elementary school? (Check one)

(A) ☐ Frequently  
(B) ☐ Seldom  
(C) ☐ Never

24. With respect to pupil promotion in the elementary schools in your system, which policy do you apply? (Check one)

(A) ☐ Promotion based exclusively upon group progress  
(B) ☐ Promotion based exclusively upon academic achievement  
(C) ☐ Promotion based upon group progress with academic achievement as a minor factor  
(D) ☐ Promotion based upon academic achievement with group progress as a minor factor  
(E) ☐ Other (Specify) \_\_\_\_\_

25. What is the character of the prevailing parental reaction which you experience with respect to the pupil promotion policies in your elementary schools? (Check one)

(A) ☐ Favorable  
(B) ☐ Unfavorable  
(C) ☐ Indifferent  
(D) ☐ None experienced

26. Think of the following policies for reporting pupil progress to parents in your elementary schools does your system provide? (Check one)

(A) ☐ A uniform system-wide plan used by all schools  
(B) ☐ Alternate plans from which each school may select  
(C) ☐ An opportunity for each school to develop its own plan  
(D) ☐ Other (Specify) \_\_\_\_\_

27. Which of the following is the prevailing basic method of reporting pupil progress to parents in use at the present time in your elementary schools? (Check one)

(A) ☐ Exclusively by the use of a letter scale (A, B, C, etc.)  
(B) ☐ Exclusively by the use of a word scale (Excellent, Good, etc.)  
(C) ☐ Exclusively by the use of a number or percentage scale (90, 85, etc.)  
(D) ☐ Exclusively by the use of a two-point scale (Pass or Fail, etc.)  
(E) ☐ Exclusively by the use of informal, written notes  
(F) ☐ Exclusively by the use of regularly scheduled personal conferences with parents  
(G) If a combination of some of the six methods listed above is used, indicate the methods included in your combination by writing the letters designating the methods on the line below:

(H) ☐ Other (Specify) \_\_\_\_\_

28. At the present time, does the process of reporting elementary school pupil progress to parents require (Check one)

(A) ☐ Major administrative attention  
(B) ☐ Minor administrative attention  
(C) ☐ Routine attention only

29. What is the character of the prevailing parental reaction which you experience with respect to the current method of reporting pupil progress to parents in your elementary schools? (Check one)

(A) ☐ Favorable  
(B) ☐ Unfavorable  
(C) ☐ Indifferent  
(D) ☐ None experienced

30. With reference to significant changes of basic purpose and procedure, which of the following describes the situation in your school system for reporting elementary school pupil progress to parents? (Check as many as apply.)

(A) ☐ It has been revised during the past five years  
(B) ☐ It is under revision at the present time  
(C) ☐ A revision is planned during the next five years  
(D) ☐ Other (Specify) \_\_\_\_\_

21. Which of the following groups have been officially and formally involved, past or present, in any variation of your plan for expanding elementary school pupil programs to parents? (Check as many as apply.)

- (A) ☐ Board of Education  
 (B) ☐ Central office administrators  
 (C) ☐ Classroom teachers  
 (D) ☐ Elementary school principals  
 (E) ☐ Outside consultants  
 (F) ☐ Parents  
 (G) ☐ PTA  
 (H) ☐ Pupils  
 (I) ☐ Others (Specify) \_\_\_\_\_

22. With reference to standard contributions of three- to four-year-old children, emotional stability, physical development, academic achievement, and social capacity, which basic policy of classroom assignment of pupils prevails in your elementary schools? (Check one column for each grade grouping.)

Grades	Heterogeneous grouping	Heterogeneous grouping
1, 2, 3		
4, 5, 6		
7, 8		

\*Applicable only when contained in the elementary school organization.

23. With reference to future possible trends in the classroom assignment of elementary school pupils in your school system, do you foresee? (Check one)

- (A) ☐ An increase in heterogeneous grouping  
 (B) ☐ An increase in homogeneous grouping  
 (C) ☐ No change

24. In your present experience, do you consider the classroom assignment of elementary school pupils to be? (Check one)

- (A) ☐ A major administrative problem  
 (B) ☐ A minor administrative problem  
 (C) ☐ No problem

25. Indicate by a check mark the professional staff positions (either full-time or part-time) included in your elementary school instructional program.

**Administrative/Supervisory Personnel**

- (A) ☐ Assistant Superintendent of Schools  
 (B) ☐ Director of Curriculum/Innovation  
 (C) ☐ Director of Elementary Education  
 (D) ☐ General Elementary Supervisor

**Helping Teachers**

- (E) ☐ Permanent building assignment  
 (F) ☐ Rotating from Central Office

**Special Subject Teachers/Supervisors**

- (G) ☐ Art  
 (H) ☐ Library  
 (I) ☐ Music  
 (J) ☐ Physical Education/Health  
 (K) ☐ Reading  
 (L) ☐ Science  
 (M) ☐ Speech  
 (N) ☐ Others (Specify) \_\_\_\_\_

**Special Services Personnel**

- (O) ☐ Audio-visual  
 (P) ☐ Guidance  
 (Q) ☐ Other (Specify) \_\_\_\_\_

The area of inquiry covered by questions 26, 27, and 28 deals with the quantity of teacher contacts with pupils during the school day, contacts which are not relieved through "breaks" of various types. It does not deal with a quantitative approach to the working schedule of the teacher, but solely with the existence of these contacts.

26. Do you consider at the present time that you have an administrative problem with respect to the amount of time your elementary classroom teachers are in direct contact daily with pupils?

- (A) ☐ Yes (B) ☐ No

27. Do you consider any expenditures of time on the part of your elementary school teaching staff for planning to this situation? (Check one)

- (A) ☐ Frequently  
 (B) ☐ Often  
 (C) ☐ Never

30. Do you anticipate that the assignment of teacher-pupil materials will become a specific problem in the administration of your elementary schools?

(A) ☐ Yes (B) ☐ No

31. At the present time are you making any use of any form of "teacher-aids" materials in your elementary schools?

(A) ☐ Yes (B) ☐ No

32. If you are not using any materials of this type at this time, what is your present judgment with respect to the possible value suggested by the various "teacher-aids" materials? (Check one)

(A) ☐ Favorable

(B) ☐ Unfavorable

(C) ☐ No opinion

33. At the present time do you use substituted teachers (i.e., those not meeting full and regular certification requirements) in your elementary schools?

(A) ☐ Yes (B) ☐ No

If your answer is "yes," do you find that the use of these substituted teachers makes the administration of your elementary schools more difficult?

(A) ☐ Yes (B) ☐ No

34. Report below the administrative activities for which responsibility has been transferred within the past three years or is presently in the process of being transferred from the Central Office to the individual local elementary schools of your system. (Check as many as apply.)

(A) ☐ Assignment of pupils to classes

(B) ☐ Budget preparation

(C) ☐ Building maintenance

(D) ☐ Community relations

(E) ☐ Curriculum improvement

(F) ☐ Evaluation of staff

(G) ☐ Improvement of instruction

(H) ☐ Lunch programs

(I) ☐ Pupil promotional policies

(J) ☐ Pupil transportation

(K) ☐ Reporting to parents

(L) ☐ Selection of educational materials

(M) ☐ Selection of staff

(N) ☐ Other (Specify) \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

35. What is your judgment of the effectiveness of your elementary school principals in school-community relationships? (Check one)

(A) ☐ Superior

(B) ☐ Satisfactory

(C) ☐ Need assistance

36. From the following list of responsibilities of the elementary school principal, select the THREE which, in your judgment, present the most difficulty for elementary school principals in your school system. (Indicate the relative degree of difficulty by marking the most serious "1", second most serious "2", and third most serious "3".)

(A) Assignment of pupils to classes \_\_\_\_\_

(B) Custodial staff \_\_\_\_\_

(C) Obtaining adequate physical facilities \_\_\_\_\_

(D) Obtaining sufficient instructional materials \_\_\_\_\_

(E) Programs of special education \_\_\_\_\_

(F) Provision for the exceptional child \_\_\_\_\_

(G) Pupil promotional policies \_\_\_\_\_

(H) Recruitment of teachers \_\_\_\_\_

(I) Reporting pupil progress to parents \_\_\_\_\_

(J) Scheduling \_\_\_\_\_

(K) School-community relations \_\_\_\_\_

(L) School libraries \_\_\_\_\_

(M) School lunch programs \_\_\_\_\_

(N) Selection of instructional materials \_\_\_\_\_

(O) Staff relationships \_\_\_\_\_

(P) Supervision of instruction \_\_\_\_\_

(Q) Transportation of pupils \_\_\_\_\_

(R) Other (Specify) \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_



45. In your opinion what constitutes "leadership" as the term applies to elementary school principals in general?

46. Describe any major changes you detect in the scope and nature of the responsibility of the elementary school principal in your school system.

Please complete the following information

What was the current expenditure per pupil at average daily attendance in the program of elementary education during the school year 1957-58?

(A current expenditure is any expenditure except one for capital outlay and debt service. If accounts are kept on the accrual basis, current expenditures include total charges incurred, whether paid or unpaid. If accounts are kept on the cash basis, they include only actual disbursements.)

For the elementary school program only. . . . . \$

If it is not practical to give that figure, give the current expenditure per pupil for the entire public school program . . . . . \$

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