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**A STUDY OF THE SMALLER
ELEMENTARY SCHOOLS
OF FLORIDA**

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FOREWORD

The data for this study were obtained chiefly from county superintendents and principals of Florida, during the school year 1921-1922. This is a cooperative piece of work. The questionnaires thru which most of the facts were obtained were prepared as a class project in an advanced course in Education in Teachers College, at the University of Florida. The following students, who were seniors at the time the study was made, assisted in the formation of the questionnaire: W. J. Bullock, Ray L. Hamon, William Jeacle, Horace O'Bryant, G. Ballard Simmons, P. J. Sweeney, J. R. Wells, D. E. Williams and A. L. Work. The same students tabulated the data, made many of the tables, and all of the graphs. The writer wishes to express his appreciation of the faithfulness and painstaking work of this group of young men.

To the county superintendents and principals who gave so freely of their time and energy in filling out the questionnaires, the writer wishes to acknowledge his deep obligation. They made the study possible.

The delay in the publication of this study is regretted by the writer. To my wife, Nellie Swanson Fulk, who, by her skillful, patient work, whipped the manuscript into shape for publication, should go the credit for its completion at this time. There have been very few changes in conditions as shown by the data used. Where changes are important, attention will be called to them in the body of the study.

This is not put forth as a scientific study in education. It is an effort to place some facts concerning the smaller elementary schools of Florida in a form that shows something of the strength and weakness of the foundation of our educational system. Our educational organization makes it possible for us to know quite definitely the conditions in our secondary schools. Standardizing agencies take care of that. Our elementary schools do not have a State supervisory and inspectorial force large enough to do this service. In this State elementary education lies largely in "No Man's Land" of the field of education.

A general revival of interest in elementary education is now taking place thruout the nation. Evidence of this movement is shown by the organization of the National Council of Primary Education in 1915; by the organization and remarkable growth of the National Association of Elementary School Principals, formed in 1921; by the attention elementary education is receiving from the National Education Association, thru committees and special studies; by the distinct recognition of the elementary school curriculum in the 1924 Year Book of the Department of Superintendence; by the consideration given to elementary schools in educational surveys; and by the large number of excellent books dealing with various phases of elementary education that have appeared within the last few years. A partial list of recent publications that treat of the elementary school is given at the close of this study.

It is hoped that the superintendents and principals of the State will find some help in the management of smaller elementary schools in the facts and suggestions given in the following pages.

Firm belief in the following words of Phillips Brooks stands back of this effort: "He who helps a child helps humanity with a distinctness, with an immediateness, which no other help given to human creatures in any stage of their life can give."

JOSEPH R. FULK

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CHAPTER I

Introduction

Childhood, until within the last half century, has been quite generally considered as a condition or state to be escaped from as early as possible, as merely a stage preparatory for adulthood. The elementary school* has been and is yet very largely a "tool" school—a text-book school confined chiefly to the three R's. It has been a clumsy attempt to teach children adult, educational texts. Secondary education at its best has been systematically and progressively organized. Standardizing agencies have set definite and high qualifications for teachers in high schools and fixed minimum equipment, length of school year, etc. Officers thru inspection and supervision see to it that these standards are attained in accredited secondary schools. The smaller and weaker high schools, tho they may not be able to meet in full the standards set by the accrediting agencies, do have definite goals, which they ambitiously attempt to reach. Every high school hopes and strives to get on the accredited list. We have no effective plan for standardizing elementary education. The elementary school has been in a large measure the free-lance of our educational system.

The Rural School Inspectors of the State of Florida, Mr. R. L. Turner and Mr. M. P. Geiger, have instituted a system of state accrediting of elementary schools. A list of 160 State accredited elementary schools, distributed over 39 counties, is given in the last report of these supervisors. (74:192-200.)† Of these schools, 137 have from one to four teachers, including the principal. There are in the list 40 two-teacher schools and 48 one-teacher schools. "The eligibility of a school to be classified as an 'Accredited School' will be determined thru an inspection by the County Superintendent and State Inspector." (74:191.) These officials grade the schools under the following general heads: 1. Building. 2. Grounds. 3. Equipment.

*Thruout this study the term elementary school means the eight-year elementary school, Grades I-VIII.

†The first number in parentheses refers to the corresponding number in the Bibliography following the last chapter; the second number refers to the page number of the reference.

4. Teacher. 5. School Organization. 6. Community Activities. A grade of 80 per cent of all the requirements under each head places a school on the list. "These requirements will not remain fixed, but as educational progress takes place and the number of Accredited Schools increases, they will from time to time be raised." (74:191.) This is a commendable beginning in setting standards for the elementary schools of the State.

In the reorganization of education that is now taking place thruout the United States, the elementary school has so far been little influenced, except in the larger cities. The colleges and universities have exerted a powerful influence in raising the standards of the secondary schools. The high schools have not strengthened and encouraged the elementary schools as the higher institutions have the secondary schools. The text-book-tool conception of elementary education still largely dominates. This condition weakens our entire educational system.

Dr. Flexner in his "A Modern School", states the case as follows: "A modern secondary school can not be built on a conventional elementary school. If the primary years are lost in the conventional school, the child's native freshness of interest in phenomena has to be recovered in youth—a difficult and uncertain task, which, even if successful, does not make up the loss to the child's fund of knowledge and experience." (39:20.) In like manner, it could just as truthfully be said that a modern college cannot be built on a secondary school with such an insecure foundation.

We are beginning to recognize the facts that in the elementary school the child should have the beginnings of all knowledge; that there is unity and continuity in all education; and that the early years are the most important physically, mentally and morally. This recognition is largely responsible for the reorganization of elementary education that is now taking place. The work-study-play or platoon plan and the companion class are examples of recent developments in organization that are improving the form of the elementary school and the content of its curriculum. (6: Chapter VIII; 2.) These new types of organization make it possible to recognize the complexity of modern life situations, and to provide means by which the child is placed in an interest-provoking, useful

and developmental contact with these situations under trained leadership.

The chief purpose of this study is to present some of the significant facts of the smaller elementary schools of Florida, grouped under the following heads: 1. General character of the schools. 2. The principal and his supervision. 3. The teachers. 4. The pupils. To give a reasonable basis of comparison and for convenience of study the schools are placed in three groups: Group A, having from 2 to 4 teachers, inclusive; Group B, having from 5 to 8 teachers, inclusive; and Group C, having from 9 to 15 teachers, inclusive. Many of the schools have both an elementary department and a high school department. The number of teachers reported include those in both departments. The study, however, deals only with the elementary school.

The data used in the following chapters came directly from county superintendents and from principals of the schools, thru questionnaires. Questionnaires were sent to all county superintendents of the State in December, 1921. Replies came from 60 of the then 61 county superintendents. During the months of January, February and March, 1922, other questionnaires were sent to 511 principals of schools having from 2 to 15 teachers, including the principal. Usable replies were returned from 152 schools, distributed over 48 counties of the State. Of these, 96 were Group A schools in 40 counties; 33 Group B schools, in 25 counties; and 23 Group C schools, in 18 counties. The following thirteen of the then 61 counties are not represented: Baker, Bradford, Broward, Charlotte, Hardee, Hernando, Highlands, Holmes, LaFayette, Liberty, Monroe, Nassau, and St. Lucie. The map of the State on page 5, shows the counties in which the schools are located.

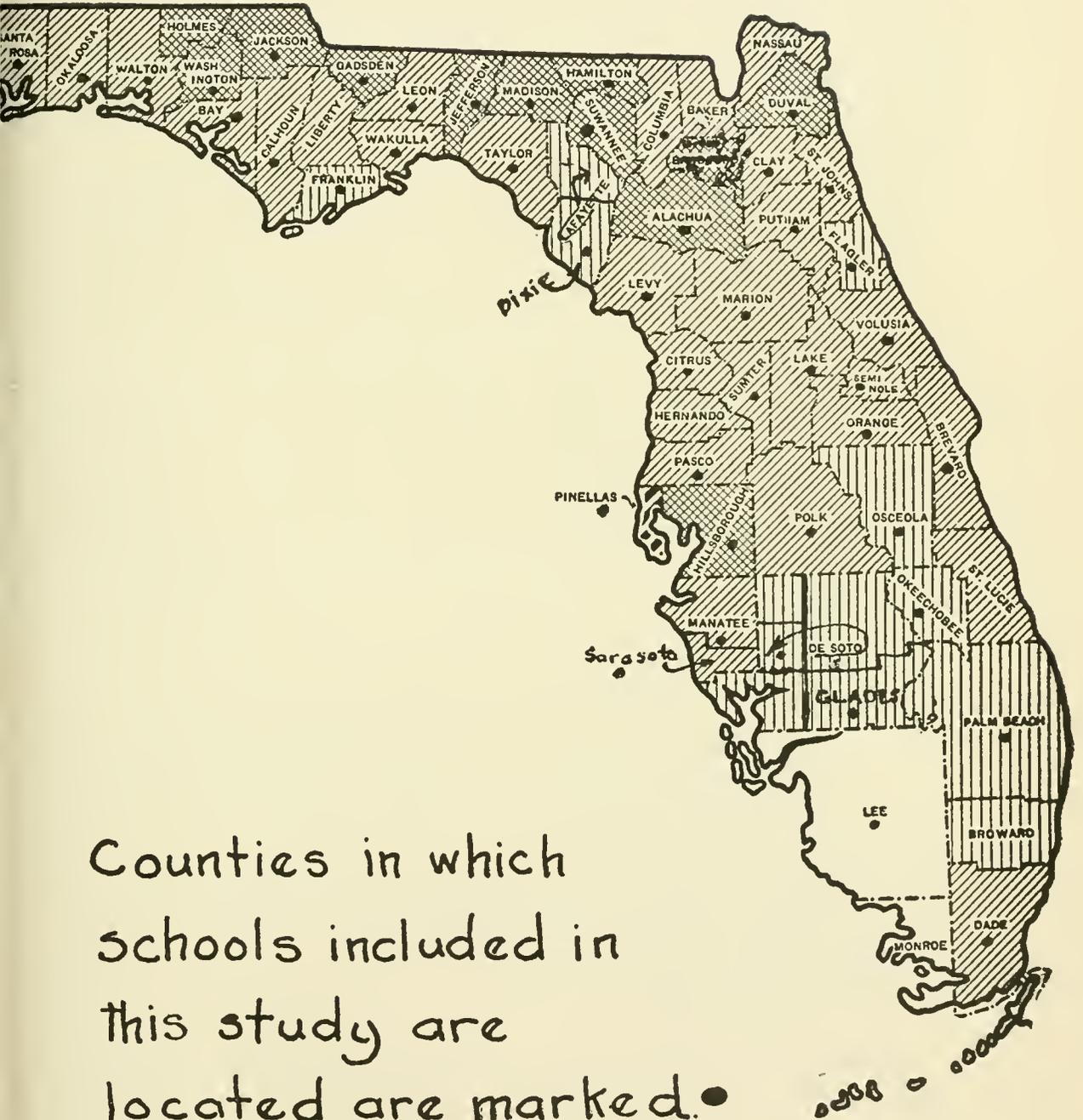
In many cases all of the facts called for in the questionnaire were not given by the principals. In the summaries and discussions the actual number reporting on the item or items under consideration will be given.

Florida has a centralized State school system. There is a uniform State curriculum. A State text-book law provides for "a uniform system of text-books for use in the high schools and in the elementary schools." The county unit system of organization is State-wide. These and other centralizing regulations tend to unify the schools of the State. There is gen-

erally less variation from types in the smaller schools than in the larger ones. Because of these regulations and conditions, the random samplings considered in this study are believed to be representative of all the schools of the three types included. The largest number of schools included in any part of the study is 23.2 per cent of the white schools of the State having more than one teacher. (See Table I.) The enrollment in 119 of the schools, given in the age-sex-grade tables on pages 45-47, include 10.8 per cent of the total enrollment in the white elementary schools of the State in 1921-1922. (74:88-93.)

The distribution and conditions mentioned above, however, are such that the study represents a fair sampling, and it is very improbable that the findings would be appreciably different if the study included every school of the State in each of the three Groups.

Miss McArthur's "A Study of the Conditions of the Rural Schools of Peninsular Florida," (76.) and Dr. Roemer's "A Study of Florida High Schools," (79.) together with this study, give in broad outlines the elementary and secondary school situation in Florida.



Counties in which schools included in this study are located are marked. •

CHAPTER II

General Character of Schools Studied

A. DISTRIBUTION AND TYPES OF SCHOOLS

The counties in which schools included in this study are located are marked on the map given on page 5. At a glance this map shows the State-wide distribution of the schools. The distribution of the schools in Groups A, B and C, is given in Table I.

The following facts drawn from this table show more clearly the distribution of the schools of the different Groups :

1. The 96 Group A schools are in 40 counties.
2. The 33 Group B schools are in 25 counties.
3. The Group C schools are in 18 counties.
4. Schools of each of the Groups are in 12 counties—Alachua, Dade, Escambia, Gadsden, Hillsborough, Jackson, Jefferson, Lake, Marion, Orange, Sumter, Volusia.
5. Schools of Groups A and B only are in 8 counties—Bay, Duval, Levy, Manatee, Okaloosa, Okeechobee, Polk, Taylor.
6. Schools of Groups A and C only, are in 3 counties—Brevard, Citrus, Pasco.
7. Schools of Group A only are in 15 counties—Calhoun, Clay, Columbia, Flagler, Leon, Palm Beach, Pinellas, Putnam, St. Johns, Santa Rosa, Sarasota, Suwanee, Union, Wakulla, Walton.
8. Schools of Group B only are in 5 counties—DeSoto, Franklin, Hamilton, Lee, Madison.
9. Schools of Group C only are in 3 counties—Glades, Osceola, Seminole.

Fifty-two schools were reported as consolidated schools. Of these, 28 were in Group A, 12 in Group B, and 12 in Group C. In Group B there were 5 grammar or grade schools in cities, and 7 of the same type in Group C. The Group B grammar schools were in the following counties: Dade (2), Escambia (1), Hillsborough (1), and Manatee (1). Those of Group C were in: Escambia (1), Hillsborough (2), Orange (2), and Seminole (2).

TABLE I. DISTRIBUTION OF SCHOOLS IN GROUPS A, B, AND C, IN 48 COUNTIES, NUMBER OF SCHOOLS IN EACH COUNTY OF THE STATE HAVING 2 OR MORE TEACHERS, AND NUMBER OF SCHOOLS TAUGHT IN EACH COUNTY IN 1921-1922.

Counties	No. of Schools in Groups				No. of Schools in Each Co. Having 2 or More Teachers	Total No. Schools Taught in Each County 1921-1922 (74:87.)
	A	B	C	Total		
1. Alachua	2	3	1	6	26**	58
2. Baker	0	0	0	0	12	36
3. Bay	1	2	0	3	9	28
4. Bradford	0	0	0	0	9	25
5. Brevard	1	0	1	2	5	21
6. Broward	0	0	0	0	6	7
7. Calhoun	4	0	0	4	12	34
8. Charlotte	0	0	0	0	2	9
9. Citrus	3	0	1	4	9	18
10. Clay	1	0	0	1	7	30
11. Columbia	3	0	0	3	15	39
12. †Dade	2	3	2	7	20	25
13. DeSoto	0	1	0	1	9	12
14. Dixie	1	0	0	1	2	17
15. Duval	7	1	0	8	15	49
16. *†Escambia	2	2	1	5	37	55
17. Flagler	1	0	0	1	2	13
18. Franklin	0	1	0	1	2	4
19. Gadsden	3	2	1	6	14	30
20. Glades	0	0	1	1	1	8
21. Hamilton	0	1	0	1	5	45
22. Hardee	0	0	0	0	12	31
23. Hernando	0	0	0	0	3	14
24. Highlands	0	0	0	0	3	11
25. *†Hillsborough	1	2	2	5	46	70
26. Holmes	0	0	0	0	23	61
27. Jackson	2	1	1	4	51	69
28. Jefferson	1	1	1	3	7	14
29. LaFayette	0	0	0	0	7	31
30. Lake	5	1	2	8	16	36
31. Lee	0	1	0	1	10	31
32. Leon	1	0	0	1	4	30
33. Levy	3	1	0	4	11	44
34. Liberty	0	0	0	0	2††	12
35. Madison	0	1	0	1	20	44
36. †Manatee	2	1	0	3	12	38
37. Marion	9	1	1	11	22	46
38. Monroe	0	0	0	0	2	6
39. Nassau	0	0	0	0	4	41
40. Okaloosa	1	2	0	3	11	45
41. Okeechobee	1	1	0	2	2	10
42. *Orange	3	1	2	6	15	30
43. Osceola	0	0	1	1	4	11
44. Palm Beach	2	0	0	2	12	34
45. Pasco	3	0	1	4	9	29
46. Pinellas	2	0	0	2	15	32
47. Polk	2	1	0	3	37	74
48. Putnam	3	0	0	3	18	26
49. St. Johns	1	0	0	1	3	20
50. St. Lucie	0	0	0	0	7	14
51. Santa Rosa	3	0	0	3	17	61
52. Sarasota	1	0	0	1	2	13
53. *Seminole	0	0	2	2	8	9
54. Sumter	1	1	1	3	10	26
55. Suwanee	2	0	0	2	20	63
56. Taylor	1	1	0	2	17	43
57. Union	2	0	0	2	17	23
58. Volusia	6	1	1	8	16	33
59. Wakulla	4	0	0	4	6	23
60. Walton	2	0	0	2	18	54
61. Washington	1	0	0	0	17	37
Totals	96	33	23	152	655	1887

**Reported by County Superintendents.

†Grade school in city, Group B.

*Grade school in city, Group C.

††Estimated, no report from Superintendent.

B. THE SCHOOL YEAR, AND THE NUMBER OF YEARS IN THE HIGH SCHOOL COURSE

The length in months of the elementary school year, and of the high school year, is given in Table I.

TABLE II. THE SCHOOL YEAR IN MONTHS

No. of Months....	Elementary School						Total	High School						Total
	4	5	6	7	8	9		4	5	6	7	8	9	
Group A	4	10	15	12	53	0	94	1	3	2	3	20	1	30
Group B	0	1	4	3	24	1	33	0	1	1	3	18	0	23
Group C	0	0	0	0	22	1	23	0	0	0	0	12	5	17
Totals	4	11	19	15	99	2	150	1	4	3	6	50	6	70

Two Group A schools did not report the length of the elementary school year. In Group A, 30 schools reported high school departments. Of these, 11 had one year of high school work; 15 had two years; 4 had three years.

In Group B, 25 high school departments were reported, but only 23 gave the number of months in the high school year. Of the 25, fourteen had two-year high school courses, five had three-year courses, and six had four-year courses.

Only 17 of the 23 schools in Group C had high school departments. Of these two had three-year courses, and 15 four-year courses.

Table II shows that eight months was the usual length of the school year. Of the high schools, 70.1 per cent had the school year of eight months, and 66.6 per cent of the elementary schools had the same. A year of nine months was reported by two elementary schools, and by six high schools. There is a tendency to give a longer school year to the high school than to the elementary school in Group A schools. In that Group 56.3 per cent of the elementary schools had a school year of eight months, and 70 per cent of the high schools had eight or nine months. In Group B these percentages were 75.7 and 78.2 respectively, and Group C 100 and 100.

C. THE MINOR SUBJECTS OF THE CURRICULUM

“The Course of Study for Elementary and High Schools of Florida,” (1919), page 6, divides the subjects to be taught in the elementary schools in two groups: major subjects, those required by law to be taught in all elementary schools; and

minor subjects, those that may be required by the local school authorities. The major subjects are: reading, grammar, arithmetic, spelling, history, geography, physiology, civil government and agriculture. The minor subjects are: manual training, home economics, nature study, music, art, drawing and physical culture.

TABLE III. MINOR SUBJECTS TAUGHT IN EACH GRADE OF THE THREE GROUPS OF SCHOOLS

	Groups	Grades							
		I	II	III	IV	V	VI	VII	VIII
Drawing	A	35	36	36	26	19	16	14	13
	B	13	13	15	11	5	5	2	2
	C	20	21	20	15	7	6	4	4
*Handwork	A	17	17	17	14	14	14	13	11
	B	7	6	5	3	1	1	0	0
	C	12	8	6	2	3	3	4	5
Home Economics	A	0	0	0	2	4	4	7	7
	B	0	0	0	1	1	1	1	1
	C	0	0	0	0	0	4	4	5
Music	A	12	13	14	13	12	11	10	9
	B	4	4	4	3	3	3	1	1
	C	10	10	9	8	7	7	4	4
Nature Study	A	39	40	33	23	15	13	11	10
	B	20	20	17	9	5	4	2	2
	C	19	20	17	12	6	4	1	1

*Includes Industrial Arts and Manual Training.

Table III gives the number of schools in which the minor subjects, drawing, handwork (including industrial arts and manual training), home economics, music and nature study were taught, and the grades in which each was taught.

The principals in reporting the items in Table III, checked the grades in which these subjects (as defined in the State Course of Study) were regularly taught in their schools by public school teachers. Work done in these subjects by private teachers was not reported. No effort was made to get data concerning physical education.

In Group A, 73 principals checked the minor subjects taught; 23 checked no subjects. In Group B, 26 of the 33 principals checked subjects taught, and all of the Group C principals checked the subjects taught. It is reasonably safe to assume that these subjects were not taught in the 23 Group A schools, and in the 6 Group B schools not checked. The form in the questionnaire for reporting these subjects was clearly

explained, and was filled by checking only. Omission of checks meant that the subjects were not regularly taught by public school teachers.

In discussing the occurrence of the minor subjects in the schools, Grades II, IV, VI, and VIII will be considered. These grades represent the practice and tendencies with reference to these subjects.

Considering the Groups as a whole, drawing was reported in Grade II from 46 per cent of the schools; in Grade IV from 35 per cent; in Grade VI, 18 per cent; and in Grade VIII, 13 per cent. From the same grades, music was reported as follows: Grade II, 18 per cent; Grade IV, 16 per cent; Grade VI, 14 per cent; Grade VIII, 9 per cent.

The absence of handwork, including industrial arts and manual training, is especially noticeable. Handwork in all Groups was given as follows: Grade II, 20 per cent; grade IV, 13 per cent; Grade VI, 12 per cent; Grade VIII, 11 per cent. In Groups B and C taken together, percentages are somewhat lower, except in Grade II. They are as follows: Grade II, 25 per cent; Grade IV, 9 per cent; Grade VI, 7 per cent; Grade VIII, 9 per cent.

In all Groups, home economics was reported 3 times in Grade IV, 9 times in Grade VI, and 13 times in Grade VIII. Expressed in percentages, home economics was taught in these grades as follows: Grade IV, 2 per cent; Grade VI, 5.9 per cent; Grade VIII, 8.6 per cent. Home economics was reported once in each of these grades in Group B.

Music was reported in Grade II, from 17.7 per cent of all the schools; in Grade IV, from 15.1 per cent; in Grade VI, from 13.8 per cent; and in Grade VIII, from 9.2 per cent.

In all Groups, nature study was reported as follows: Grade II, 52.5 per cent; Grade IV, 22.4 per cent; Grade VI, 13.8 per cent; Grade VIII, 8.6 per cent. Altho nature study is scheduled in the State Course of Study in Grades I, II and III, only, it was reported as taught in all grades.

An examination of Table III will show that all minor subjects, except home economics, in all Groups, and handwork in Group C, begin to fall out of the schools with Grade V. The very nature of the subject matter would cause this decrease in the case of nature study, and would cause the increase in home economics. Drawing, handwork and music should, in the very

nature of their subject matter, continue fixed thru all the grades.

From the data given it is clearly evident that these schools do very little outside of the old-time elementary school subjects. The nine major subjects, required by law, have crowded out, or have succeeded in keeping out, the minor subjects. In some cases, perhaps, this is due to lack of funds, in others, to over-emphasis of the three R's, in others, to an over-crowded program, and in others, undoubtedly, to inexperienced, untrained teachers and principals.

In fairness to all who have to do with the local causes of this neglect of the richest parts of the elementary curriculum, it should be stated, that these subjects are set apart in the State Course of Study, as *minor* subjects, not required. Also, these subjects do not receive the attention in the State course that their importance deserves. The outlines of the five minor subjects, given in Table III, are given 18.5 per cent of the space devoted to the outlines of the subject matter of the elementary school. Music is not outlined at all. One and one-half pages of general suggestions are given to music in the introductory remarks preceding the outlines by grades. The nine major subjects are given 80 per cent of the total space. Arithmetic alone is given 16 per cent of the total space; language, 15 per cent; hygiene and physiology, 14 per cent; spelling, 11 per cent. The five other major subjects receive 24 per cent of the total space, as follows: history 7, agriculture 6, geography 5, reading 4, civics 2.

D. DEPARTMENTAL TEACHING

In the questionnaire, these questions were asked concerning departmental teaching: Do you have departmental teaching in Grades I-VIII? If so, in what grades?

Departmental teaching was reported from one Group A school, four Group B schools (three in Grades VII and VIII, and one in Grades VI, VII and VIII). Only one Group C school reported such teaching. That was in Grades VI, VII and VIII. The grade plan of organization seems firmly established in these schools. In the smaller schools one teacher often taught two or more grades, but in such cases the pupils of these grades were taught in all subjects by the teacher in whose room they were seated. This plan often results in a very uneven distri-

bution of the pupils among the teachers, and in an unjust distribution of the work of the teachers. In schools of Group C, one grade only is often given to a teacher, regardless of the number of pupils in the grade. This, also, often leads to an unfair distribution of the teaching load, and to the neglect of pupils in the larger grades. Departmental teaching, especially in Grades VI, VII and VIII, offers a means, by which these injustices may be removed. In the other grades it is sometimes best to divide a large grade, giving a part to a teacher that has a small grade. The two sections of the divided grade may be seated in one room, and one section pass to another room for part or all of its recitations.

E. THE KINDERGARTEN, AND THE CHART CLASS

Kindergartens were reported by three schools of Group A, and two of Group B. The reports from the Group A schools, as shown by other data from the schools, were due to a misunderstanding of the term kindergarten. The two Group B schools each listed a kindergarten teacher as a member of the teaching force. No kindergartens were reported from the Group C schools. Five kindergartens were reported from the entire State by 60 county superintendents—one from each of these counties: Bay, Leon, Monroe, Santa Rosa, Sarasota. There is no mention of kindergartens in last Biennial Report of the Superintendent of Public Instruction.

Altho State law permits county boards of education, and boards of trustees in any special tax district "to establish and maintain kindergartens in communities guaranteeing the attendance of twenty-five kindergarten children," (81:32) it is evident that few communities have felt the need of this important part of the public school system. Financial difficulties have undoubtedly prevented the establishment of public kindergartens in many districts. Boards of education have found it extremely difficult in most counties to support the regular eight-year elementary school.

The elementary school must be extended downward, so that the little child may receive proper attention in earlier years. The reconstructed kindergarten is becoming a part of the elementary school. Such books as Dr. Gesell's "The Pre-School Child", (75:Chap. IV) are educating the teaching profession and the public to the great need of care for the child old enough to look after itself, after a fashion, and not legally

old enough to attend the public school. The International Kindergarten Union, and other groups of people interested in early elementary education, are formulating a kindergarten-first-grade curriculum. (53 and 54.) There is surely something radically wrong with the present first grade work when thruout the nation one child in every four fails to do the work of that grade in one year. Kindergartens are growing in numbers in nearly all the States of the union, especially in the small towns. (33 and 48.) There are State kindergarten associations in 24 States.

The chart class seems to be an introductory grade in many of the schools of Florida. Table IV gives the number of schools of each Group having such a class, and its relation to Grade I.

TABLE IV. NUMBER OF SCHOOLS HAVING CHART CLASSES, AND THE RELATION OF THESE CLASSES TO GRADE I

	No. of Chart Classes	Chart Classes Part of Grade 1	Chart Classes Independent
Group A	74	55	19
Group B	21	16	5
Group C	11	10	1
Total	106	81	25

There is a decided tendency in these schools to eliminate the chart class, by making it a part or section of Grade I. An effort was made to find out how long children were held in the chart class before entering Grade I. The replies were very indefinite, ranging from six weeks to one year in Group B schools, and from four weeks to one year in Group C schools.

The chart class seems to be generally a supplementary Grade I class, organized for beginners who enter school late in the year. That the chart class is a fixed and recognized part of the elementary school organization is shown by the fact that in the Biennial Report of the Superintendent of Public Instruction of the State of Florida, for the year ending June 30, 1922, there are 11,711 white children of the State listed as belonging to that class. (74:90.) Chart classes are reported from every county of the State, except Charlotte and Escambia. Eight per cent of the white school children are given as members of the chart class. The chart class of the State, in 1922, was somewhat larger than Grade VIII. The exact numbers are, chart class 11,711, Grade VIII, 11,487. There must be many nine-year elementary schools in the State. Further attention will be given to this class in Chapter V. (See page 54.)

F. PARENT-TEACHER ASSOCIATIONS

It is conceded that the home and school must work together for the good of the child, if the child is properly cared for. This necessary close cooperation can best be secured in most communities thru parent-teacher associations. The number and per cent of schools reporting parent-teacher associations are given in Table V.

TABLE V. NUMBER AND PER CENT OF PARENT-TEACHER ASSOCIATIONS IN EACH GROUP

	Number	Per Cent of Group
Group A	21	21.8
Group B	16	48.5
Group C	13	56.5
Totals	50	32.9

In Group A there is a noticeably small per cent of associations, compared with those of Groups B and C. This may be due to a lack of leadership on the part of the principals in the smaller places, also to the greater difficulty of organizing cooperative groups in such communities. The first is probably the larger factor in the problem. The study of the principals in chapter III may help somewhat in explaining this.

A properly managed parent-teacher association will smooth many rough places for the principal and teacher; one not properly managed may make many rough places. In some communities other organizations may be used to do the work generally done by it. Dr. Cubberley's statement found in his "The Principal and His School," covers the question so well that it is here quoted: "Whether a principal or a superintendent will want to organize a Parent-Teacher Association will depend somewhat on conditions in the community. If the town or city is already over-organized with churches, lodges, and clubs, it probably will be better to do what is needed by working through committees of existing organizations. There are after all only about so many leaders in any community, and if the energies of these are absorbed in existing organizations, an additional and less prominent organization may bring to the front only a group of poorly balanced but energetic souls who have failed to secure advancement in the older and more general undertakings. Such a Parent-Teacher Association is likely to prove troublesome and hard to handle because of its lack of

good leaders. In such a case it would be better to try to work through educational committees of the Women's Club, the Rotary Club, or the Chamber of Commerce, and to leave the educational direction of these club activities more to the central school authorities to handle." (6:549-550.)

Dr. Cubberley's chapter, *The Parent-Teacher Association*, in the book mentioned above, gives very full information on the organization, purposes, and management of associations. A selected bibliography is given at the close of the chapter. Information as to organization and purposes may be obtained free of charge from the Secretary of the National Association, 1201 Sixteenth Street Northwest, Washington, D. C. The United States Bureau of Education has published several bulletins that contain very useful suggestions for programs and plans of work. These may be obtained, in most cases free, by writing to the Bureau of Education, Washington, D. C.

A word of further caution to principals may not be out of place here. A parent-teacher association is not a teachers' association, and it is not a parents' association. It must include both. As soon as organized, the association should be set at a definite, important, local problem. It should generally do one thing at a time. The principal must lead and guide. However, this should be done by others thru him. The association should not be permitted to tamper with the management of the school, and it should not ordinarily provide equipment or any thing for the school that is not called for by the school authorities.

CHAPTER III

The Principal and Supervision

A. THE NECESSITY FOR SUPERVISION

In the United States we train most of our soldiers after we declare war. By this means we develop when needed a type of soldier that has not been excelled by the compulsory military training systems of Europe. In most of the States of the Union many of our school teachers begin teaching without training. By this means we have not developed an efficient body of teachers. Educationally we are the least efficient of all the great nations of the world. (78.)

There are many reasons for this difference. Only two or three need to be considered here. Our federal government thru its military educational system gives thoro training to leaders. These leaders train the privates in service. Intensive training under skillful officers in a thoroly organized system soon changes selected men into fighting machines. As soldiers in the ranks these men continue in service under the same competent leadership.

The states thru their teacher-training institutions send out a few men and women fitted for educational leadership. These experts become administrators, organizers and supervisors of schools. Most of the classroom teachers, the educational privates, that come to these leaders, are practically untouched by training for their work. The leaders in most cases are handicapped by a centralized system, a multiplicity of duties, and overhead interference. They can not give the intensive training that the classroom teacher needs, can not closely supervise their work; so they can not change unselected men and women into skillful teachers. Most of our classroom teachers continue in service from year to year without adequate leadership, without direct supervision.

It seems that as a nation we are about as far from compulsory teacher training as we are from compulsory military training. At least, it is certain that for many years to come, many of our teachers, if trained at all, must be trained in service. Also, we know that thoroly prepared teachers grow under proper leadership.

In the work of the public school as well as in all other lines of human effort where an end is reached by the combined labor of many, there is need of a coordinating and evaluating agency with a vision of the completed whole—there is need of supervision.

School education has become in form at least a factory process. The teacher is a "piece worker". At the close of the elementary school period, and again on entering college there is a definite assembling and scrutinizing of the combined specialized educational operations that have been performed on the child and youth. In a somewhat less serious way this assembling and scrutinizing takes place also at the end of each elementary and secondary school promotion period.

We are told by those who know that 39 different persons perform different specialized operations in the manufacturing of a man's coat. We know that in many cases almost as many teachers perform different specialized teaching operations in the production of a standardized youth, that is, one technically qualified to enter college.

Each of the 39 individuals that in modern industry produces a man's coat, is a specialist. One makes button holes, another sews on buttons, another cuts the lapel, and so on. Each is trained to do his part, and to do it so perfectly that when all parts are assembled, the completed coat, a properly shaped and well made garment, is produced. These specialists work under the direction and inspection of superintendents or inspectors, who from the beginning see the completed and perfect garment.

Although the education of a human being is not such a simple mechanical matter as the making of a coat, there are some factors in the two processes that are somewhat comparable. In the schools we do certain things to and for children and youth in order to bring about more or less definite results. Our school organization makes it necessary that specific operations be performed in each grade and subject, and by different teachers. The assembled product, the child plus what the school has done to him, is labeled, "fourth grade education", "elementary school education", "secondary school education", and so on. While no absolute point can be fixed at which an individual may be accurately labeled "educated", grades completed, and diplomas received, do represent more or less definite results of specialized operations.

If all teachers were trained specialists in their respective fields, if all organizers, administrators and supervisors of schools were so thoroly and broadly professionally trained that they could thru all the mazes of the educational processes, see the assembled individual, then would school education be definite, scientific, and continually developmental.

The coat would not fit well if the buttons were not properly placed. It would not wear well if the sleeves were sewed in slovenly. If John's reading is poorly taught in grade four, and his language is bungled in grade six, can he ever fully recover what was lost? In a thoroly organized clothing factory buttons improperly placed, and sleeves carelessly sewed would not pass

the inspector. In a thoroly organized, administered and supervised school, John's reading and language would be saved by expert supervision.

It is well to keep in mind the fundamental meaning of supervision. The professional supervisor has super-vision. He sees all from above; sees the whole and its parts, and their relations. He sees all these, and is prepared to guide the teacher. Perhaps, we have counted too much on school organization and administration, and not enough on supervision, especially class room supervision of instruction. The terms organization, administration, and supervision are here employed as used by F. A. Welch in his "Manual for School Administrators". He says: "Organization is creating a machine, and administration is running the machine. Supervision, however, * * might be compared to feeding the machine and examining the product. This must receive constant attention so long as the machine is running. Supervision is the real professional end of school management, and is the real test of a good superintendent." (35:92.)

Dr. Charles A. Ellwood asserts that the American people have "a childish, almost an absurd faith in the power of governmental machinery". It seems that this "childish, almost absurd faith" in the power of the machinery of school organization and administration has kept many American educators from getting at the most fundamental process in school management—direct classroom supervision.

We are apt to rely too much on the 8-4, the 6-6, or the 6-3-3 plan; on logical long drawn out curricula; on teachable textbooks; on elaborate reports; on standard schoolhouses; on scientific equipment. While all of these are necessary, and have their places, they can not take the place of a well trained teacher, professionally supervised. A house, elegantly and scientifically furnished does not make a home. A thoroly organized school in a house scientifically equipped in every way does not necessarily make a good school.

The classroom teacher at her best is a "piece worker." She may have vision for her grade or grades or for her subjects but she can not have super-vision. She can not see the whole and the parts in their proper relations; her present duties and obligations loom so large that these are hidden or dimmed. The graded system, the multiplication of school subjects, the spe-

cialization within subjects, and the lifting of school education from a knowledge basis to a social basis, have thrown a tremendous burden and responsibility upon the classroom teacher. She should not be expected to carry this burden, and to meet these responsibilities alone. She needs the guidance and counsel of some person or persons who see the school as a whole. Left to herself, even the well trained teacher tends to lapse into a lower plane of work; tends to become a teacher of grade four, or a teacher of English, instead of a teacher of children in grade four, or in English.

The classroom teachers of the United States, however, are not professionally trained; four-fifths of all our teachers have had schooling less than two years beyond the high school; one-fourth have not completed a two-year high school course. In 1921-1922, there were 5845 white teachers employed in Florida. Of these, 52.4 per cent held second grade, third grade or temporary certificates. The Rural School Inspectors, Mr. Turner and Mr. Geiger, in their last report give the certificates of 538 teachers from 283 schools, in 29 counties as follows:

In 251, one-, two-, and three-teacher schools, 75.3 per cent of the teachers held second or third grade certificates; in the one-teacher schools, 86.7 per cent, and in the 32, four- to ten-teacher schools, 51.8 per cent held the same grades of certificates. The schools were not the poorest in the counties represented. These Rural School Inspectors say of them: "These schools were all that were closely graded in those counties in the last scholastic year (1922). They are the ones to which the county superintendent directed us." (74:163.) Certification facts just given furnish a measure of our teachers' preparation for their work.

B. THE INEFFICIENCY OF SUPERVISION BY COUNTY SUPERINTENDENTS

The teachers in our small schools, with one to four or five teachers, have except in a few counties, practically no supervision further than that given by the county superintendents. During the school year 1921-1922, the county superintendents of the State made 3204 visits of one hour or more to the white schools of the State. These visits were usually made to the small schools, and were in many cases the only attempts at direct supervision in those schools during that period. Keeping

in mind the fact, that there were in 1922, 5845 white teachers employed in the schools of the State, the direct supervisory influence of these 3204 visits by county superintendents becomes almost negligible.

The various duties of the county superintendent and the number and distribution of his schools make it impossible in most counties for him to be of service to the schools as a classroom supervisor. (See Table I.) The number of one-teacher schools in the different counties of the State will help determine the seriousness of the situation. In the questionnaire to county superintendents, 60 superintendents reported the number of one-teacher schools as follows: none, 2 counties; 2 to 10, 16 counties; 11 to 20, 23 counties; 21 to 30, 11 counties; 31 to 40, 5 counties; 41 to 56, 3 counties. There were more than ten one-teacher schools in each of 48 counties. Last year (1923) there were in the State, as stated by Rural School Inspector, Mr. Turner, 1008 one-teacher white schools. Five counties, Duval, Escambia, Orange, Putnam and Volusia, had rural school supervisors. In these five counties there were in the order named 8, 21, 14, 12, and 13 one-teacher schools. During the two school years, ending June 30, 1922, the State Rural School Inspectors visited and examined 1,137 schools. (74:185.)

These facts substantiate the generally accepted opinion that there is practically no direct supervision in the one-teacher schools of the State. (74:185-188.)

C. THE PRINCIPAL AS CLASSROOM SUPERVISOR

In village and city schools there is more care given to this important phase of school management. However, in many cases the principal is little more than a teaching principal. Some principals taught as few as 3 classes daily, others as many as 35. Of the 92 principals in Group A who reported the number of classes taught, 77 taught from 11 to 35 classes daily; 12, from 6 to 10; 3, from 3 to 5. In Group B, 32 schools reported. The greatest number of classes taught daily by the principal was 14; 21 taught from 6 to 14 classes; 8, from 2 to 5 classes; 3 did no teaching. In the Group C schools 6 principals taught from 4 to 8 classes daily; 11, from 1 to 3; 6 did no teaching. In Group A, 96 per cent of the principals were really

teaching principals; in Group B, 65 per cent; in Group C, 22 per cent.

When one considers the manifold duties that fall to the principals of these schools, it is evident that there was no direct classroom supervision by the Group A principals, and very little by those of Group B. In 13 of the Group C schools no principal taught more than two classes daily. In these 13 schools, the principal could find time for classroom supervision. In many cases, also, the principals were primarily high school principals, and devoted very little time to this phase of supervision, especially in the elementary grades, where it is most needed. In 10 schools in Group A, 7 in Group B, and 8 in Group C, there was some classroom supervision in the elementary school by regular teachers or supervisors.

In the questionnaire each principal was asked to give the per cent of his time, while school was in session, given to classroom supervision of his elementary teachers. Below is given a tabulation of the principals' replies.

TABLE VI. RANGE AND DISTRIBUTION OF PER CENT OF TIME GIVEN BY PRINCIPALS TO CLASSROOM SUPERVISION

	Range in Per Cent	Distribution in Per Cent						Total No. Reporting
		0-10	10-20	20-30	30-40	40-50	Above 50	
Group A	0-50	89	5	0	0	2	0	96
Group B	0-90	22	3	1	4	1	2	33
Group C	0-100	7	4	2	2	4	3	22
Totals		118	12	3	6	7	5	151

While Table VI shows a wide range in the time given by principals to classroom supervision, only 7.3 per cent of Group A principals gave more than 10 per cent of their school time to such supervision; 33.3 per cent of Group B principals gave more than 10 per cent of their time and 65.2 per cent of Group C principals, more than 10 per cent of their time.

It can safely be assumed that most of the principals reporting the per cent of time used in classroom supervision did not follow a time distribution schedule. Their reports were undoubtedly careful estimates, but are apt to be higher rather than lower than the actual time used. This would follow, because most principals know the importance of this duty, and

would wish to measure up to it. The maximum school day in Florida, exclusive of recesses, is 360 minutes in length. (81:-10.) On this basis, 92.7 per cent of the Group A principals spent 36 minutes or less daily in class room supervision; 66.6 per cent of the Group B principals and 31.8 per cent of the Group C principals spent the same time. In all Groups, 78.1 per cent of the principals spent 36 minutes or less daily in classroom supervision. Expert authorities hold that from 30 per cent to 50 per cent of a supervising principal's time should be spent in classroom supervision in all its forms. (34:115-120; 30:142.) Classroom visitation for the purpose of supervising instruction is of little value unless the principal remains in the room at least thru one class period, and this visit should usually be followed by a conference between the principal and the teacher.

Expert opinion places supervision as the most important duty of the principal. In practice, administrative and clerical duties receive more of the principal's time than supervision. Constructive supervision of classroom instruction is so important, and so much neglected that it seems fitting to give here some definite references to readings, that will help principals to help their teachers, help their pupils. All references are to the bibliography following the last chapter.

Supervision:

1. General: (15:56-59; 6: Chap. XXII-XXIII; 9:58-60; 30; 10: Chap. I; 8:24-33; 35: Chap. IX; 17:Chap. V.)

2. Grading teachers for efficiency: (10: Chap. II; 34: Chap. XIV; 23:238-263; 4: Chap XV; 15: 209-210; 8:27-28; 9:44-49; 17:Chap. VII.)

3. What teachers think of supervision: (34: Chap. I and XIX; 49; 4:427-434.)

D. THE PRINCIPAL AND TEACHERS' MEETINGS

Classroom supervision is without doubt the most important means by which the principal may assist his teachers in the fundamental work of the school—the instruction of children. There are, however, indirect means that may be used to the same end. Among these is the teachers' meeting. In these meetings the principal must be leader. Their frequency and regularity, and the type of meetings, and the topics or prob-

lems discussed, depend almost entirely upon the principal. He is not often handicapped in this matter by regulations of boards or by the superintendent.

In this study the following information was called for concerning teachers' meetings: (a) Do you have fixed times for teachers' meetings? If so, how often?

(b) Do you hold separate meetings for your elementary teachers?

(c) List important topics discussed at your teachers' meetings.

TABLE VII. TIME OF HOLDING TEACHERS' MEETINGS

	Fixed Time	Bi-Monthly	Monthly	Bi-Weekly	Weekly	Indefinite
Group A	22	5	4	1	12	74
Group B	17	7	5	0	5	16
Group C	17	3	3	1	10	6
Totals	56	15	12	2	27	96

Table VII gives the replies to (a) above. In all Groups 56 principals reported fixed times for holding teachers' meetings. That is, 36.4 per cent of the principals held these meetings at regular intervals. Of these 56 meetings, 15 were held bi-monthly, 12 monthly, 2 bi-weekly, and 27 weekly. A number of principals reported "called" meetings as necessity demanded. "Called" meetings, in most cases, are for the purpose of discussing or "settling" some emergency problem in school management.

As the number of teachers increases, there is a marked, regular increase in the per cent of schools that have fixed times for teachers' meetings. Group A reported 23 per cent fixed; Group B, 51 per cent; and Group C, 74 per cent. There is a decided tendency to hold regular teachers' meetings weekly.

Only one school in Group A reported separate meetings for the elementary teachers; Group B reported 4, and Group C, 13.

The irregular occurrence of teachers' meetings in almost two-thirds (63.1 per cent) of the schools, and the fact that 27 of the 56 schools reporting regular meetings held them bi-monthly or monthly, place these meetings on the whole as an

inefficient means of supervision or of professional advancement.

Some measure of the value of these meetings may be obtained by a study of the topics discussed. In Table VIII are shown the topics discussed, as listed by the principals of 39 Group A schools, 20 Group B schools, and 19 Group C schools. This table also gives the number of times each topic was listed as discussed in each Group. The table is read as follows: *Discipline* was listed as discussed 21 times in Group A schools, 12 times in Group B schools, and 12 times in Group C schools—a total of 45 times in all groups.

TABLE VIII. NUMBER OF TIMES IMPORTANT TOPICS WERE DISCUSSED AT TEACHERS' MEETINGS

TOPICS	No. of Times Discussed			
	Groups			Total
	A	B	C	
1. Discipline	21	12	12	45
2. How and What to Study.....	13	4	3	20
3. Grading and Promotion.....	3	9	5	17
4. Play and Athletics.....	8	5	3	16
5. Course of Study.....	4	3	6	13
6. School Welfare	8	3	2	13
7. Parent-Teacher Association	4	4	2	10
8. Attendance	0	2	5	7
9. School Improvement	2	2	2	6
10. Individual Differences	2	2	0	4
11. Library Work	1	2	1	4
12. Schedule	0	1	3	4
13. Student Government	2	1	1	4
14. Intelligence Tests	0	1	2	3
15. Chapel	0	2	0	2
16. Humane Work	1	1	0	2
17. Interest	0	2	0	2
18. Sanitation	1	0	1	2
19. Supervised Study	1	1	0	2
20. All Necessary Topics.....	0	1	0	1
21. County Fair	0	1	0	1
22. Phonics	0	0	1	1
23. School Spirit	0	1	0	1
24. Teachers' Welfare	1	0	0	1
Totals	72	60	49	181

The 24 important topics, from 78 schools were reported 181 times. *Discipline* was reported 45 times, and is 24.9 per cent of the total number reported. In each Group, *Discipline* led in the number of times reported. The first seven topics given in Table VIII, were reported 134 times, and they are 74.6 per cent of the total number reported.

The lead that *Discipline* takes in these topics is significant. It indicates that the problem of school control, as such, occupies an unduly large place in the management of these schools. It is not at all likely that discipline was discussed in these teachers' meetings from the standpoint of the moral development of the child. Discipline in such situations usually has reference to means of meeting concrete, immediate cases of misconduct on the part of pupils in the schools. In such circumstances, principals and teachers are apt to discuss and think of discipline as a distinct and separate part of school management, as arithmetic is a distinct and separate part of the curriculum.

The 24 important topics listed may be grouped under four heads: 1. Pupils and their direct care. 2. Organization. 3. Community cooperations. 4. Miscellaneous. The first head includes the following topics of Table VIII: 1, 2, 3, 4, 5, 6, 8, 10, 11, 13, 14, 17, 19, and 22; the second: 9, 12, 15 and 23; the third: 7 and 21; the fourth: 16, 18, 20 and 24. The topics under the first head were discussed 151 times in all Groups, or 83.4 per cent of the number of times all topics were discussed. These topics deal directly with the fundamental purposes of the school—the care and the teaching of children. However, it should be noted that more than one-fourth (29.8 per cent) of the total number of topics discussed under the first head had to do directly with discipline. That is, the discipline of pupils seems to receive more than one-fourth of the attention given to the care and teaching of pupils. On the basis of the number of times discussed, discipline receives more attention than supervised study, intelligence tests, individual differences, student government, attendance, library work, and grading and promotion.

The following references will assist principals in organizing and conducting teachers' meetings and in school control:

1. Teachers' Meetings: (47: Index; 6: Chap. XXV; 5a; 17: Chap. VI; 15: Chap. V; 4:324-325; 8:30-33.)

2. Discipline: (47: Index; 6: Chap. XIV; 35: Chap. IX; 5a; 15: Index; 4: Index; 34: Bibliography V.)

E. THE PRINCIPAL AND THE PROMOTION OF PUPILS

Another means by which a principal may aid or hinder his teachers is by taking a proper part in the promotion of pupils. The principals were asked the following questions: Are pro-

motions in the elementary schools made by (a) Teachers alone, (b) Principal alone, (c) Teachers and principal, (d) Teacher and county superintendent?

Table IX gives the replies as made by 92 Group A principals; 28 Group B principals, and 23 Group C principals.

TABLE IX. PROMOTIONS IN ELEMENTARY SCHOOLS

Promotions Made By	Group A	Group B	Group C	Total
Teachers Alone	20	5	1	26
Principal Alone	2	0	0	2
Teacher and Principal	67	23	22	112
Teacher and Superintendent	3	0	0	3
Total	92	28	23	143

In 20 per cent of the schools in Group A, the teachers promoted their pupils without any advice or help from their principals; in Group B, the same was done by 18 per cent of the teachers; in Group C by 4 per cent of the teachers. Among the 143 principals who reported, two promoted pupils without consulting their teachers. These were Group A principals. Three Group A principals reported promotions made by teachers and county superintendents. Two Group B, and two Group C principals reported that county superintendents had some part in making promotions, but did not make them independently of principals and teachers.

Table IX indicates that about one-fifth of the Group A and Group B schools are made up of independent or semi-independent teachers, one of which is called principal. Such schools are not really a unit of a system. The principal is a teaching principal. However, the number of schools in which promotions are made by teachers and principals together, points toward the development of units of school systems headed by supervising principals. This development seems to have been attained in 96 per cent of the Group C schools.

F. THE PRINCIPAL AND HIS PROFESSIONAL QUALIFICATIONS

A supervisor is one who has super-vision. A principal can not in the fullest sense of the word be a supervising principal unless he has this vision. His efficiency must depend in a large measure upon his education, and his experience in school work. However, even with high qualifications educationally, and with wide experience, a principal can not do his best for a

school and its community unless he is retained as its head for a number of years—perhaps, three at least.

The principals were asked to write their own educational history. Table X groups their replies under four heads. In all groups, 141 gave definite information.

TABLE X. EDUCATION OF PRINCIPALS

Types of Education	Group A	Group B	Group C	Total	Per Cent of Total
No. Holding College Degrees.....	11	7	12	30	21.2
No. Normal—Two Years Beyond High School	20	12	9	41	29.1
No. Completed Four-Year High School.....	28	12	1	41	29.1
No. Not Completing High School.....	29	0	0	29	20.6
Totals	88	31	22	141	100.0

The total number of principals holding college degrees is practically the same as the total number not completing high school. It should be noted that those not completing high school all belong to Group A. Also, that only 13 per cent of Group A principals, and 23 per cent of Group B hold college degrees, while degrees are held by 55 per cent of Group C principals. Of the Group A principals, 65 per cent have not had as much as two years of college work, and 33 per cent had not completed a four-year high school course. In Group B, 39 per cent have not had the equivalent of a normal course. In all Groups, practically one-half (49.7 per cent) of the principals had not completed the lowest standard requirements for teaching in the elementary schools—two years beyond a four-year high school.

The school experience of the principals as principals, and as classroom teachers is given in Table XI.

In all Groups, 70.4 per cent of the principals had served as principal three or more years; in Group A, 65.6 per cent; in Group B, 75.8; in Group C, 82.6 per cent. In all Groups, 40.8 of the principals had had 6 years or more experience as principal.

More than half (54.7 per cent) of all principals had had experience in elementary schools only before becoming principals. In Group A, 61.3 per cent had had elementary school experience only. Including the principals who had taught in both elementary schools and high schools, more than three-

TABLE XI. SCHOOL EXPERIENCE OF PRINCIPALS

	As Principal No. of Years				Total No. of Prin.	As Teachers in				
	1-2	3-5	6-10	11+		El. S. only	H. S. only	El. and H. S.	No. Experience	Total
Group A	33	33	18	12	96	57	3	17	16	93
Group B	8	9	9	7	33	15	5	6	7	33
Group C	4	3	5	11	23	9	2	9	2	22
Totals	45	45	32	30	152	81	10	32	25	148
Per Cent of Totals	29.6	29.6	21.1	19.7	100.0	54.7	6.8	21.6	16.9	100.0

fourths (76.3 per cent) of the total number had taught in elementary schools. A surprisingly small number of principals, only 6.8 per cent, had taught in high schools only before becoming principals. The largest percentage of principals with no experience in classroom teaching was in Group B. More than one-fifth (21.2 per cent) of Group B principals began school work as principals.

The annual shifting of teachers and principals is characteristic of our educational system. Table XII gives the number of years 134 principals had served in the positions held at the time the report was made.

TABLE XII. TENURE OF PRINCIPALS

No. of Years in Present Position	1 yr.	2 yrs.	3 yrs.	4 yrs. +	Total
Group A	61	10	7	6	84
Group B	17	4	3	7	31
Group C	7	5	2	5	19
Total	85	19	12	18	134
Per Cent of Total	63.4	14.2	8.9	13.5	100.0

Table XII explains itself. Almost three-fourths (72.6 per cent) of Group A principals were new in their positions; more than one-half (54.8 per cent) of the Group B principals were new; and more than one-third (36.8 per cent) of the Group C

principals were new. Authorities generally agree that it takes a principal at least three years to know his school and his community well enough to do his best work. Of these 134 principals, only 13.5 per cent had held their positions more than three years.

G. SUMMARY

The schools exist primarily for the influence of the teaching process as it affects the child. In a school system, expert supervision is one of the chief means by which this process may be improved. In the schools under consideration it is evident that whatever supervision is done, must be done almost entirely by the principals. The data given show clearly that most of the principals of these schools were teaching principals. Even with adequate professional preparation and experience, these principals, because of teaching and other duties, could not effectively supervise their schools.

The irregular and indefinite times of holding teachers' meetings, and the educational quality of the topics reported and discussed at these meetings, indicate a rather meager use by the principals of this important means of teacher improvement in service.

The part that principals take in promoting pupils in the elementary grades is evidence of healthful cooperation with their teachers, and of interest in the work of these grades. This common practice points towards the development of distinct units in systems of schools.

"As is the principal, so is the school." The principal can not be a progressive leader of his teachers unless he knows his business thoroly, and feels deeply the importance of it. He must have educational vision before he has the power of effective leadership. As the classroom teacher should be able to throw light ahead, to light up new fields of thought, new interests, for her pupils, so should the principal be able to illuminate the field of education, throw light ahead for his teachers, and lead them forward.

"Leadership in any field involves a broad fundamental knowledge of the work in which the man is engaged." (6:562.) One can not hope for a generally high quality of leadership in principals one-half of whom have not completed the first two years of college work. This leadership must be especially lack-

ing in the smallest schools, where more than one-third of the principals had not completed a high school course. With more than one-half of the principals college graduates, there would be a much higher grade of leadership in the largest schools.

More than three-fourths of all principals had had experience as teachers in elementary schools before they became principals. This would add to their usefulness as principals.

Even with high educational qualifications and long experience, a principal must hold the same position for a number of years in order to know and meet the needs of his community. When one considers the facts that almost three-fourths of the principals in the smallest schools were new in their positions, and that only 13.5 per cent of all the principals had held their positions more than three years, the evil effects of the teaching "procession" become evident.

Finally, the quality of leadership, and the handicaps placed upon the leaders, stand out as very positive weaknesses in most of these schools. Competent leadership is necessary to make unified, purposeful schools out of the usually conglomerate schools of our villages and small towns. This leadership in our system of schools is lodged primarily in the principal. Dr. Cubberley is undoubtedly right when he says: "The principal virtually decides the fate in his school of many constructive policies of the authorities above him." (6:548.) Making application to the Florida school system in its practical working, it can be added with safety, that in a large measure, not only the fate of the "constructive policies", but the constructive policies themselves, must depend upon the principal. Our county unit system, as at present organized and administered, forces the county superintendent in most cases to delegate this leadership to his principals.

CHAPTER IV

The Classroom Teacher

A. THE TEACHER AND SCHOOL POLICIES

While the general policies of any school system must grow into the classroom thru overhead authorities—the State department of education, boards of education, superintendents, and principals—the actual working out of these policies depend finally on the classroom teachers. In thinking of the or-

ganization, administration, and supervision of schools, one is apt to understress the fact that there must be efficient teachers thru whom these mechanisms must work, in order to successfully reach the pupils for whom the schools exist. Sometime enough people will awaken to the importance of the early years of education to see to it that the best educated, and in all respects the best teachers are placed where they belong—in the elementary school.

B. CERTIFICATES A MEASURE OF THE TEACHER

The certificates held by teachers is one means of measuring their preparation for teaching. Table XIII gives the kinds of certificates held by 722 teachers—248 in Group A, 200 in Group B, and 274 in Group C.

TABLE XIII. CERTIFICATES HELD BY TEACHERS

	Tem- porary		Third Grade		Second Grade		First Grade		Pri- mary		State		Spe- cial		Total
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number
Group A	7	2.8	40	16.2	96	38.7	78	31.5	9	3.6	14	5.6	4	1.6	248
Group B	5	2.5	18	9.0	63	31.5	76	38.0	16	8.0	16	8.0	6	3.0	200
Group C	3	1.3	17	6.2	78	28.4	74	27.0	20	7.3	52	18.9	30	10.9	274
Total No.	15	.....	75	.....	237	.....	228	.....	45	.....	82	.....	40	.....	722
Per Cent of Total	.....	2.1	.....	10.4	.....	32.8	.....	31.6	.....	6.2	.....	11.4	.....	5.5	.....

One-eighth of the 722 teachers held temporary or third grade certificates. Almost one-third of all held second grade, and 31.6 per cent of all held first grade. So, slightly more than three-fourths (76.9 per cent) of the 722 teachers held one of the four types of certificates—temporary, third grade, second grade, or first grade. Less than one-fourth of all (23.1 per cent) held primary, state or special certificates. It is at least interesting to note here that the percentages of the kinds of certificates held by these teachers were practically the same as those held by the total number of white teachers of the State. According to the last Biennial Report of the Superintendent of Public Instruction of the State of Florida, 74.2

per cent of the white teachers of the State held certificates of the first four kinds given in Table XIII, and 25.8 per cent held one of the last three kinds given in Table XIII. (74:95-96.)

The following additional facts should be noted in connection with Table XIII:

1. More than one-half of the Group A teachers held third or second grade certificates.
2. Forty per cent of the Group B teachers held third or second grade certificates.
3. Almost 35 per cent of the Group C teachers held third or second grade certificates.
4. Third grade certificates were in all Groups, decreasing from Group A to Group C.
5. State certificates increased from Group A to Group C in about the same rate that third grades decreased.

6. The total number of third grade certificates is a trifle less than the total of State certificates—75 and 82, respectively.

Measured by certificates these teachers do not rank high. Too many of them hold certificates below the first grade.

C. THE TEACHERS' EDUCATION AND EXPERIENCE.

In Table XIV, the education and teaching experience of 722 teachers are considered—248 in Group A, 200 in Group B, and 274 in Group C.

TABLE XIV. EDUCATION AND EXPERIENCE OF CLASSROOM TEACHERS

Grades Taught	Education			Years Taught		
	Groups			Groups		
	A	B	C	A	B	C
1		12	14		7	5
2		12	13		4	4
3		12	13		3	4
4	11	12	13	4	3	5
5		12	14		4	3
6		12	14		4	4
7		12	14		5	5
8	12	13	13	8	8	8
High School	14	14	15	12	10	4

In Table XIV Group A teachers have been placed in three classes—those teaching in Grades 1-4, inclusive; those teaching in Grades 5-8, inclusive; and those teaching in the high school. In Groups B and C, the elementary teachers have been

taken by grades, and the high school teachers as one class, as in Group A.

The columns under *Education* give the median school grade completed by the teachers in Groups A, B and C. This means, for example, that one-half of the teachers in Grade 1, Group B, had completed at least Grade 12, or the high school; in Group C, one-half of the teachers in Grade 1 had completed at least Grade 14, or the normal school.

The columns under *Years Taught* give the median number of years taught in each of the three Groups. This means, for example, that in Grade 1, Group B, one-half of the teachers had taught seven years.

The following facts from Table XIV will help to measure the education and teaching experience of these teachers:

1. One-half of the Group A teachers, in Grades 1-4 had not completed the third year of the high school; half of those teaching in the four upper grades of the elementary school had not completed high school; and one-half of those teaching in high school had not completed a normal course.

2. In Group B, one-half of the elementary teachers in Grades 1-7 had not completed high school; one-half of the eighth grade teachers had not taken work one year beyond the high school; and one-half of the high school teachers had not completed two years work beyond the high school.

3. In Group C, one-half of the teachers in Grades 1, 5, 6, and 7 had not completed a normal course; the other elementary teachers had not completed one year beyond high school; and one-half of the high school teachers had not completed work three years beyond the high school.

4. Only in Grades 1, 5, 6, and 7, in Group C, did one-half of the teachers have the standard minimum educational qualifications for elementary teachers—two years beyond high school—and in no group did one-half of the high school teachers meet the minimum standard for high school teachers—four years beyond high school.

5. In Group C, teachers of Grade 8 have a lower mean education than the teachers of Grades 1, 5, 6 and 7, by one year.

6. In all groups, more than half of the teachers had taught three or more years.

7. In Groups B and C, half of the teachers of Grade 8 had taught longer than teachers of any other elementary grade of these groups; also in Group A, the teachers of the four upper elementary grades had taught twice as long as those of the first four grades.

8. In Groups A and B, the mean term of service of the high school teachers was greater than the term of service in any of the elementary grades of these Groups.

9. The median number of years taught in the high school, Group C, is lower than in Grades 1, 4, 7 or 8 of that Group, and is only half as great as in Grade 8.

From the facts given in Table XIV, it is evident that at least half of the teachers in these schools had taught long enough to become experienced practitioners in education. This is a significant condition. Tho not well educated for teaching, as shown by Table XIV, they had been teaching long enough to have become quite well trained in service, if they had been all the time aided and encouraged by professional, progressive leadership. Here, again, the crying need for expert superintendents, principals and supervisors becomes apparent.

CHAPTER V

The Pupils

A. ENTERING TIME FOR BEGINNERS

In Florida, children may legally enter school when they are six years of age. It seems that this regulation is taken literally, and that children actually begin school when they attain that age. The principals were asked to answer these questions: Do beginners enter at any time? If not, at what time in the school year may beginners enter school? Table XV gives the replies from 137 schools.

In 64.2 per cent of these schools beginners entered at any time. Beginners were admitted at any time in more than three-fourths (76.7 per cent) of Group A schools. In Group B, more than one-half (56.6 per cent) permitted them to enter at any time, but in Group C less than one-fourth (23.8 per cent) permitted entrance at any time. These irregular entrants can not do the work with those of the first grade who entered at the beginning of the term or semester, so they are

placed in a sub-first grade group and called the chart class. Table XVI brings out the fact that there is a tendency in the schools of all Groups to admit beginners at the first of the term and at mid-term, that is, at the beginning of each semester. This was done in 16.8 per cent of all the schools. This is a movement in the right direction. For the protection of the pupils entering and for the good of the schools, the time of entering should be fixed definitely in each semester. In some States it is a common practice to permit beginners to enter only during the first two weeks of each semester. In the smaller schools where one teacher must care for two or more grades, and where promotions are made only at the end of the school year, it might be advisable to admit beginners only during the first two weeks of school. There would be fewer failures in Grades I and II, if such a regulation was made by the school authorities of the State, and rigidly enforced. If such a regulation is fully explained to parents, there will be little difficulty in enforcing it.

TABLE XV. TIME BEGINNERS MAY ENTER SCHOOL

Time Beginners Enter	Group A	Group B	Group C	Total
1. At any time.....	66	17	5	88
2. First 2 weeks of term.....	0	0	2	2
3. First 3 weeks of term.....	0	1	0	1
4. First 6 weeks of term.....	2	2	0	4
5. First month of term.....	3	3	3	9
6. First of each month.....	2	0	0	2
7. First 2 months of term.....	0	1	2	3
8. First of term and mid-term.....	10	5	8	23
9. Until Christmas	0	0	1	1
10. First Semester	3	0	0	3
11. Indefinite	0	1	0	1
No. of schools reporting.....	86	30	21	137

B. PROMOTIONAL PLANS

Children should be successful in school. Every effort should be made by parents, teachers and school authorities to place children in school when they are ready for school, to keep them there regularly, and to see to it that they are happy and successful in their school work.

The rate at which pupils pass through the various grades of the elementary school is determined chiefly by the intelli-

gence and effort of the pupils, the quality of the instruction, and the promotional plan or plans used in the school. The graded system of schools with its fixed curriculum (running course) developed the economical plan of teaching pupils in groups, classes of grades. These grades were moved forward as grades, at a set time, usually at the end of a school year. Thus grew up the annual promotional plan, sometimes called the "lock-step" plan. The pupils who could not keep step were held back another year, and, with a new group of pupils, passed over the same work the following year. A third of a century ago this plan was so well described by J. L. Pickard in his "School Supervision", that his statement is quoted here:

"One method of administration places the several grades, as it were, in a series of rooms adjoining, but separated by a wall in which is a closed door. Once a year the door is opened for the passage of those who are provided with cards bearing the requisite percentage marks, and then closed for another year. To obtain these cards is the sole aim of the children, who think only of release from one cell and of admission to another, which they hope may prove more attractive, but of whose attractions they have no knowledge. They are not lured upward and onward. They are goaded by the dread of continuance for another year in the room which has lost all of its attractions for them. Wise supervision has succeeded in opening the doors more frequently." (77:91.)

"Wise supervision has succeeded in opening the door more frequently" in many schools, altho annual promotions are still common thruout the United States, especially in rural and smaller towns and city schools. In Table XVI the promotional plans are given as reported by the principals of 135 schools—82 in Group A, 30 in Group B, and 23 in Group C.

TABLE XVI. PROMOTIONAL PLANS

Time Promotions Are Made	Groups			Total
	A	B	C	
Regularly Once a Year.....	80	28	21	129
Each Semester or Half Year.....	2	2	2	6
Individual Promotions at Any Time.....	81	22	17	120

It is clearly evident that the annual promotion plan is almost universal in these schools. Only six schools (4.7 per cent) reported semester or semi-annual promotions—two schools in

each Group. The question, Are individual pupils promoted whenever they show ability to do the work of the next grade? was answered in the affirmative by 81 of the 82 principals of Group A schools, by 22 of the 30 Group B principals, and by 17 of the 23 Group C principals. In view of the fact that such a small number of the schools reported semi-annual promotions, it is surprising that so many promoted individuals at any time during the school year. Such individual promotions are rather difficult to handle even with regular semi-annual promotions. However, many pupils may without serious loss or inconvenience "skip" a half-year's work, especially in Grades III, IV, V and VI. Very few children are able to successfully "skip" a full year's work. With the annual promotion plan so firmly established, it is not at all probable that these schools make any considerable number of individual promotions.

A year is a long time in the life of a child. If children must be promoted regularly by the almanac, such promotions should, if possible, be made at least twice a year. The slow pupil may need three semesters or half years for a year's work. The superior child may easily do two years' work in three semesters. There is room for some safe recognition of individual differences in the semi-annual promotion plan. In most cases, schools having at least one teacher for each of the elementary grades, may promote pupils regularly twice a year. In elementary schools with less than eight teachers, and with a small enrollment for each of the three upper grades, departmental teaching will make it possible to promote pupils twice a year. In schools where the classroom teacher is required to care for 60 or 70 pupils, the plan may be difficult to use. However, in such a case, the teacher will usually find it necessary to divide her pupils into at least two groups or classes for recitation work. These classes could just as well be High and Low classes; that is, the work of the High could be a half year in advance of the Low.

In introducing the semi-annual promotion plan into a school that has been using annual promotions, there are at least two difficult problems to be solved. Some plan has to be devised by which the pupils of each grade may be placed with fairness in two classes, the High and Low. The other problem is to combine and alternate the work of the two classes so that

the teacher will not be swamped by the multiplicity of daily recitations. It takes time to solve these two problems. Unless achievement and mental tests can be used, it will take one school year to make a just division of pupils into High and Low classes. If the principal at the beginning of the school year, explains the plan to his teachers, and takes plenty of time to discuss it thoroly with them in teachers' meetings, the division can be made without any serious objection either by parents or pupils. A standard for each class should be established at the beginning of the year. Without the use of standard tests, the teachers and principal can during the year determine the class for which each pupil is fitted by the quality of his work, the efforts he puts forth, and his physical condition. At the close of the school year all pupils would be promoted as usual, but some of the pupils in each grade would be moved forward one-half year, and others a full year. For example, pupils in Grade V would be promoted regularly to Grade V High and Grade VI Low. Most grades by this plan will fall into two almost equal divisions. For evident reasons the plan should not be discussed with pupils until the change is made at the close of the school year.

The problem of combining and alternating the work of the High and Low classes must be solved by a thoro study of the content of each subject of the State course of study, followed by casting the results of this study into a workable daily program of recitation and study periods. This, the principal and teachers, must also work out before the change is made. The High and Low classes in the same grade may, without serious hindrance to either class, be combined in the following so-called minor subjects: manual training, home economics, nature study, music, drawing and health lessons. The two classes may also be combined in spelling and penmanship in Grades V, VI, VII, and VIII; in reading in Grades VI, VII, and VIII; and in civil government and agriculture in Grade VIII. The number of pupils in the grade and in the classes might make possible other combinations. The State course of study permits many alternations that would help in the formation of the daily programs. In Grades V, VI, VII, and VIII, the number of recitations a week in the different subjects, and the time given to each recitation, could be varied according to the ability of the class, and the number of pupils in the class.

Semi-annual promotions are not urged here as the best solution of the promotional problem, but as a plan that offers decided advantages over the annual plan both to pupils and teachers.

C. NUMBER OF PUPILS PER TEACHER IN THE ELEMENTARY SCHOOL AND IN THE HIGH SCHOOL

The growth of the high school has been very rapid in the last forty years. High school attendance in the United States has increased 500 per cent in the last thirty years. During the same period the population has increased 68 per cent. The growth of High Schools in Florida has been very rapid in recent years. (79:4.) There is a decided tendency in some communities to develop the high school at the expense of the elementary school. Standardizing agencies and organized inspection have made it possible for school authorities to appeal directly to local pride when asking for improvements and extensions for high schools. The elementary school is too often taken for granted.

One means of determining whether or not there is a fair distribution of funds and effort between the elementary school and high school is by comparing the number of pupils per teacher in the two types of schools. Table XVII shows the number of pupils per teacher in 26 Group A schools, 18 Group B schools, and 15 Group C schools. Each of the 59 schools considered in the table consisted of an elementary school and a high school, and was the only school in the district.

TABLE XVII. ENROLLMENT AND NUMBER OF PUPILS PER TEACHER IN ELEMENTARY SCHOOL AND IN HIGH SCHOOL

	Total Enrollment		Average Enrollment			Per Cent in High School	Av. No. Pupils per Teacher	
	El. School	High School	El. School	High School	Total		El. School	High School
Group A (26 Schools)	2129	213	82	8	90	9.1	29	12
Group B (18 Schools)	2767	330	154	18	172	10.6	28	17
Group C (15 Schools)	4321	939	287	63	350	17.8	34	17

The number of pupils per teacher is based on the actual enrollment at the time the data were gathered. The Group A

principals were teaching principals. Their full time was given to teaching. In most of the schools of Group B and C the principals did some teaching. In every case the teaching time of the principals was reported by classes or grades taught, and counted as one-fourth, one-half, three-fourths, or full teaching time as the case might be. Many of the principals of the Group A schools taught part time in the elementary school, and part time in the high school. A few classroom teachers in each of the Groups did the same. In these cases the teaching time was counted as reported—part in the elementary school and part in the high school. The divided time of teachers and principals was in all cases considered in fourths.

The average number of pupils per teacher as given in Table XVII is not over large for the elementary school, but the elementary teacher in Group A has more than twice as many pupils as the high school teacher in the same Group; in Group B the elementary teacher has almost twice as many as the high school teacher.

A study of the enrollment, and the per cent of pupils in the high school, given in Table XVII, will show more clearly the unequal distribution of teachers. Below is given the actual number of high school pupils and teachers in each Group.

Group A—In 7 schools, 7 teachers gave full time to 93 high school pupils.

In 8 schools, 6 teachers gave full time to 75 high school pupils.

In 6 schools, 3 teachers gave full time to 31 high school pupils.

In 5 schools, $1\frac{1}{4}$ teachers gave full time to 14 high school pupils.

Group B—In 11 schools, 11 teachers gave full time to 180 high school pupils.

In 3 schools, 6 teachers gave full time to 85 high school pupils.

In 1 school, 3 teachers gave full time to 36 high school pupils.

In 1 school, $1\frac{1}{2}$ teachers gave full time to 14 high school pupils.

In 2 schools, $1\frac{1}{4}$ teachers gave full time to 15 high school pupils.

Group C—In 10 schools, 40 teachers gave full time to 597 high school pupils.

In 1 school, 7 teachers gave full time to 100 high school pupils.

In 1 school, 6 teachers gave full time to 81 high school pupils.

In 1 school, 5 teachers gave full time to 100 high school pupils.

In 1 school, 3 teachers gave full time to 35 high school pupils.

In 1 school, 2½ teachers gave full time to 26 high school pupils.

Table XVIII brings out more clearly the number of pupils in the high schools.

TABLE XVIII. NUMBER OF YEARS IN HIGH SCHOOL COURSE AND NUMBER OF PUPILS ENROLLED IN EACH TYPE OF HIGH SCHOOL

	Number of Years in High School Course							
	One Year		Two Years		Three Years		Four Years	
	No. of Schools	No. of Pupils	No. of Schools	No. of Pupils	No. of Schools	No. of Pupils	No. of Schools	No. of Pupils
Group A (26 Schools)	8	39	14	145	4	29	.....	.....
Group B (18 Schools)	.....	.....	10	153	4	89	4	88
Group C (15 Schools)	.....	.....	.....	.....	2	57	13	882
Totals.....	8	39	24	298	10	175	17	970

The following facts derived from Table XVIII, and from other data given by the principals throw some light on the high school enrollment, and the distribution of teachers:

- In Group A—av. enroll.: 1-yr. high school= 5, range 2- 11
2-yr. high school=11, range 1- 23
3-yr. high school= 7, range 3- 13
- In Group B—av. enroll.: 2-yr. high school=15, range 4- 22
3-yr. high school=22, range 14- 48
4-yr. high school=22, range 15- 30
- In Group C—av. enroll.: 3-yr. high school=28, range 26- 31
4-yr. high school=69, range 35-110

D. PUPILS COMPLETING GRADE VIII, 1920-1921

The holding power and efficiency of a school is measured largely by the proportion of pupils that complete the curriculum. While Grade VIII is not the end of the public school course, custom has made much of its completion, and it does mark the close of the elementary school period. Complete data on the number of pupils completing Grade VIII at the end of the school year, 1920-1921, were given by the 59 schools considered in Section C of this chapter. The facts are brought together in Table XIX.

TABLE XIX. PUPILS COMPLETING GRADE VIII, 1920-1921

	Boys		Girls		Total	No. of Pupils in Average Class
	Number	Per Cent	Number	Per Cent		
Group A (26 Schools)....	61	48.8	67	51.2	128	5
Group B (18 Schools)....	71	39.4	109	60.6	180	10
Group C (15 Schools)....	125	46.4	144	53.6	269	18
Totals.....	257	45.5	320	54.5	577	10

In each Group the percentage of girls exceeded that of boys. This difference was very marked in Group B. In Group A, the number of pupils finishing Grade VIII was 6 per cent of the elementary school enrollment for 1921-1922; for Group B, the per cent was 6.5; for Group C, 6.2 per cent. (In 1920-1921, 6.7 per cent of all white children in the elementary schools of Florida were in Grade VIII.)

The average number of pupils completing Grade VIII, in the Group A schools was 5. The range was from 0 to 12. In Group B, the average was 10 pupils, ranging from 3 to 22; in Group C, 18 pupils, ranging from 9 to 33.

The number of pupils who complete Grade VIII, and go on into high school is another important measure of a school system. The number of pupils who completed Grade VIII, in 1920-1921, and entered either the home high school or some other secondary school in 1921-1922, was reported by 83 principals. The reports are shown in Table XX.

TABLE XX. PUPILS COMPLETING GRADE VIII, 1920-1921, AND ENTERING HIGH SCHOOL, 1921-1922

	Grade VIII Completed	Number and Per Cent Entered High School	
Group A (45 Schools)....	274	172	62.8
Group B (22 Schools)....	237	199	83.9
Group C (16 Schools)....	327	295	90.2
Totals.....	838	666	79.5

The per cent of pupils who entered high school was not surprisingly low, when one considers the fact that 21 of the 45 Group A schools had no home high schools. In those 21 schools, 132 pupils completed Grade VIII, and 62 of these pupils or 46.9 per cent entered some high school the following term. From the 7 Group B schools having no home high school no pupils entered high school. In these seven schools 40 pupils completed Grade VIII.

The holding power of the Group C schools was very high. In this Group 9 out of every 10 pupils completing Grade VIII passed on into high school. In Group B a fraction over 8 out of 10 entered high school. Taking the three Groups as a whole, 8 pupils out of every 10 completing Grade VIII entered high school.

E. AGE—GRADE DISTRIBUTION OF ELEMENTARY SCHOOL PUPILS

In Florida, children may enter school at six years of age. The compulsory school age is "between the ages of seven and sixteen years, both inclusive". (81:99.) The present State-wide compulsory school attendance law became effective July 1, 1919. This law requires children between the ages of seven and sixteen "to attend a public or private school each year, for a term or period of not less than substantially the number of days" school is held in the district in which the children reside. Several classes and types of children are exempted from this attendance. (81:99-101.) A local option compulsory attendance law was passed in 1915. A comparatively small number of districts and counties made use of this law, which required children between the ages of eight and fourteen to attend school at least 80 days each year.

As shown in chapter II, the length of the school year in the schools included in this study ranged from four months to

nine months. The State course of study for elementary schools is based on a school year of eight months. No provisions or suggestions are made in the State course for adapting the subject matter outlined for the various studies to schools that have less than eight months in their school year. Should a child attending school in a district which has four months of school each year, spend sixteen years in passing thru the elementary school? If not, how many years should be required?

The above legal requirements and facts concerning attendance and the school year are given here in order to partially explain the wide range of the ages of pupils in the different grades of the elementary school as shown in the tables which follow.

Each principal was asked to place in a table given in the questionnaire, the number of pupils enrolled in each grade of the elementary school, with the age and sex of each pupil. These facts placed in a convenient form make up what is commonly called an age-sex-grade distribution table. Usable tables containing these facts were returned by 118 principals—76 Group A schools, from 36 counties; 24 Group B schools, from 18 counties; and 18 Group C schools, from 14 counties. The data combined for each Group are given in Tables XXI, XXII and XXIII. In the three tables are included 16,833 pupils.

Because of the difference in the permissive entrance age and the compulsory entrance age, a range of two years is allowed for each grade, also for the chart class. For example, pupils in Grade IV, 9 or 10 years of age are neither over-age nor under-age for Grade IV. They are called normals. Pupils in Grade IV less than 9 years of age are under-age for Grade IV. They are called accelerates. Those in Grade IV more than ten years of age are over-age for Grade IV. They are called retards. The normals are in heavy faced type. The accelerates are at the left of these heavy faced figures.

These tables consider only the chronological age, sex, and grade position of the pupils. No recognition is given to individual differences in other respects.

TABLE XXIII. AGE-SEX-GRADE DISTRIBUTION, GROUP C SCHOOLS—
18 SCHOOLS IN 14 COUNTIES

Age	5		6		7		8		9		10		11		12		13		14		15		16		17		18		19		20		21		Total		Total by County		
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F			
Chart Class			54	59	228	228	139	191	77	41	30	20	18	23	9	8	9	3	2	1	0																163	131	294
Grade I	17	27	228	228	139	191	77	41	30	20	18	23	9	8	9	3	2	1																	531	542	1073		
Grade II			10	16	132	185	116	104	53	61	33	30	13	16	15	8	5	7					1	0											382	431	813		
Grade III					39	32	134	148	148	191	82	54	48	36	37	17	16	6					0	1									511	492	1003				
Grade IV							0	5	25	34	114	127	108	196	74	74	58	35	27	24			16	10	4	1	0	2	0	1			426	509	935				
Grade V									2	3	22	33	129	124	83	85	73	71	46	42			35	17	8	4	2	2	0				404	385	789				
Grade VI											0	4	19	43	93	111	80	88	64	47			31	54	20	14	10	19	1	0			318	380	698				
Grade VII											4	10	21	33	82	102	80	82					47	30	27	16	3	2	1	0	1		266	278	544				
Grade VIII															3	3	16	22	71	94			68	65	43	41	23	26	5	5	1	2	0	0	1	0	231	258	489
Totals, Sexes and Ages	17	27	292	303	353	446	382	347	382	448	403	485	351	368	375	348	312	303					204	186	108	82	41	53	10	7	1	3	0	0	1	0	3232	3406	6638
Totals by Ages	44	595	799	729	830	888	719	723	615														390	190	94	17	4	0	0	1							6638		

An age-grade table in a school or system of schools in which there is a uniform or nearly uniform school year for all pupils, and in which the curriculum is in every way adapted to the needs and abilities of the pupils, will show approximately the following distribution of pupils: 15 per cent retards, 70 per cent normals, and 15 per cent accelerates. In general, over-ageness or retardation should balance under-ageness or acceleration. This last statement is supported by the fact that intelligence testing within the last few years has proved conclusively that "taking large groups of unselected children, there are approximately as many children of superior ability, per thousand, as there are of inferior ability." (6:351-352.)

The retardation of pupils in any school or system of schools may be the result of one or more of the following chief causes: 1. Mental under-ageness. 2. Short school year. 3. Physical defects and diseases. 4. Improper home care. 5. Irregular school attendance. 6. Too many grades per teacher. 7. Too many pupils per teacher. 8. Faulty curriculum. 9. Poor teaching. 10. Inflexible promotions. 11. Lack of efficient supervision. It becomes evident from an examination of Tables XXI, XXII, and XXIII that a child of superior mental ability, under unfavorable school conditions may become a retarded child.

Keeping in mind that under ideal conditions the retards and accelerates should each be approximately 15 per cent, and the normals approximately 70 per cent, Table XXIV shows a distressing situation, especially in Group A schools. Conditions are much better in Groups B and C.

TABLE XXIV. PERCENTAGE OF RETARDS, NORMALS AND ACCELERATES IN ALL GROUPS, AND IN ALABAMA, KENTUCKY AND INDIANA

Schools	Retards	Normals	Accelerates
Florida: Groups A, B and C....	37.0	56.9	6.1
Group A	45.5	49.6	4.9
Group B	31.9	61.8	6.3
Group C	32.3	61.1	6.6
¹ Alabama: Rural and Village.....	54.4	40.1	5.5
City	43.6	52.1	4.3
² Kentucky: Rural	39.0	53.2	7.8
Graded District	32.0	61.7	6.3
City	23.6	72.2	4.2
³ Indiana: County	26.5	64.3	9.2
City	23.9	68.9	7.2

¹An Educational Study of Alabama. 1919, pp. 92-93, 2-yr, range as in this study.

²Public Education in Kentucky. 1921, p. 204, reduced to 2-yr. range.

³Public Education in Indiana. 1922, p. 25, reduced to 2-yr. range.

A comparison with somewhat similar types of schools in three other States indicates that conditions with reference to retardation and acceleration are not very different in Florida from those found in Alabama, Kentucky and Indiana. Group A schools have a higher percentage of retards and a lower percentage of normals than any other schools given in Table XXIV, except rural and village schools in Alabama. Group A also has the lowest percentage of accelerates, except Kentucky and Indiana city schools.

From the data given in previous chapters, the high percentage of retardation, and the low percentage of acceleration in Group A schools, are undoubtedly due largely to the following causes: 1. Short school year. 2. Too many pupils, or grades, or both, per teacher. 3. Poor teaching. 4. Lack of supervision. Other causes may be more important than these in particular schools, but these stand out as the fundamental causes.

Considering the retardation of the three Groups (37 per cent), as the rate for the State, there were enrolled in the elementary schools of Florida, in 1921-1922, 57,934 retarded white pupils. (74:90-92.)

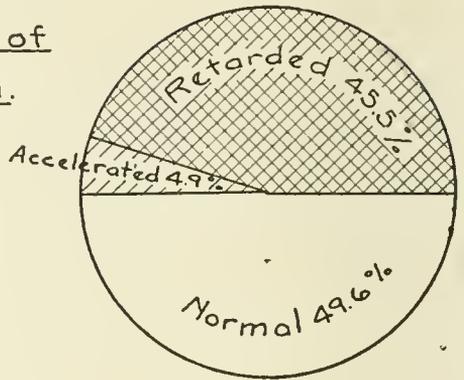
In Table XXV are given the percentage of retardation and acceleration by grades in each Group, and for all Groups combined. The same facts with reference to acceleration and retardation are shown in Graphs I-XII.

TABLE XXV PERCENTAGE OF RETARDATION AND ACCELERATION
BY GRADES

Grades	Group A		Group B		Group C		All Groups	
	Ret.	Accel.	Ret.	Accel.	Ret.	Accel.	Ret.	Accel.
Chart	37.6	0.0	25.1	0.0	61.2	0.0	39.9	0.0
I	34.6	1.6	15.1	3.0	22.6	4.0	24.0	3.1
II	39.0	4.2	28.9	4.9	38.0	3.2	33.4	4.0
III	44.9	6.0	32.9	5.4	31.0	7.0	35.8	6.3
IV	49.9	4.1	34.1	9.6	34.9	6.8	39.5	6.7
V	52.8	8.0	38.4	7.4	39.1	7.6	43.5	7.6
VI	53.0	7.5	32.3	10.7	37.2	9.4	41.5	9.2
VII	51.0	6.2	40.8	7.1	23.9	12.5	38.1	8.8
VIII	52.3	7.9	51.4	6.7	30.1	8.8	42.7	8.1
All Grades.....	45.5	4.9	31.9	6.3	32.3	6.6	37.0	6.1

Graph I. Distribution of School Population.

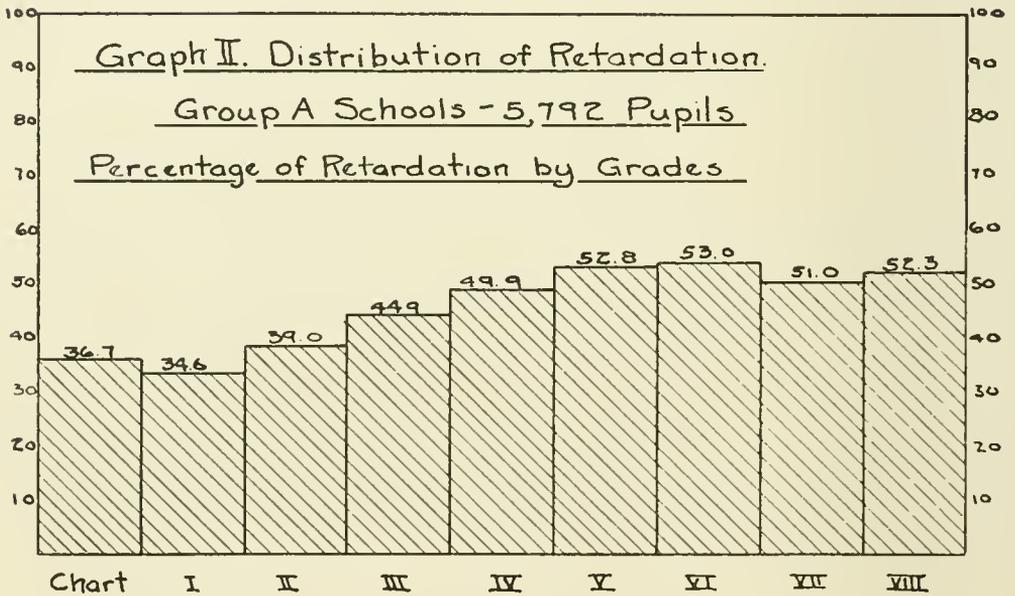
Group A Schools
5,792 Pupils



Graph II. Distribution of Retardation.

Group A Schools - 5,792 Pupils

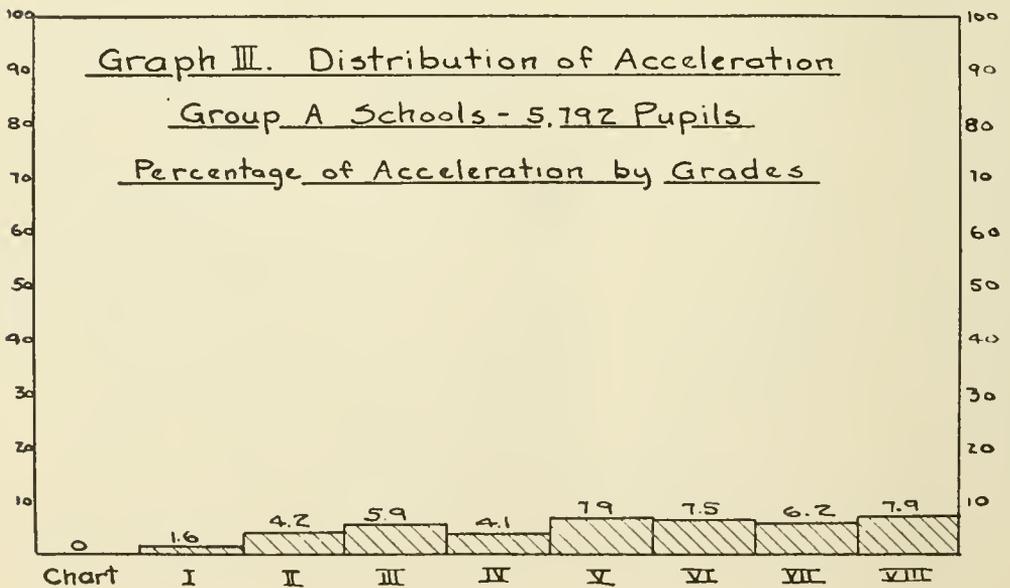
Percentage of Retardation by Grades



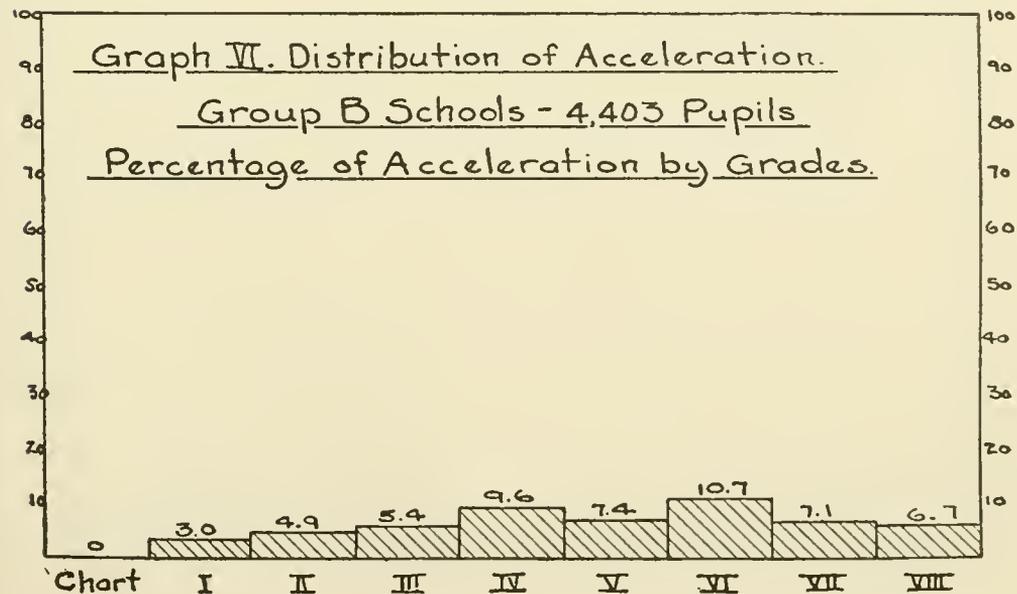
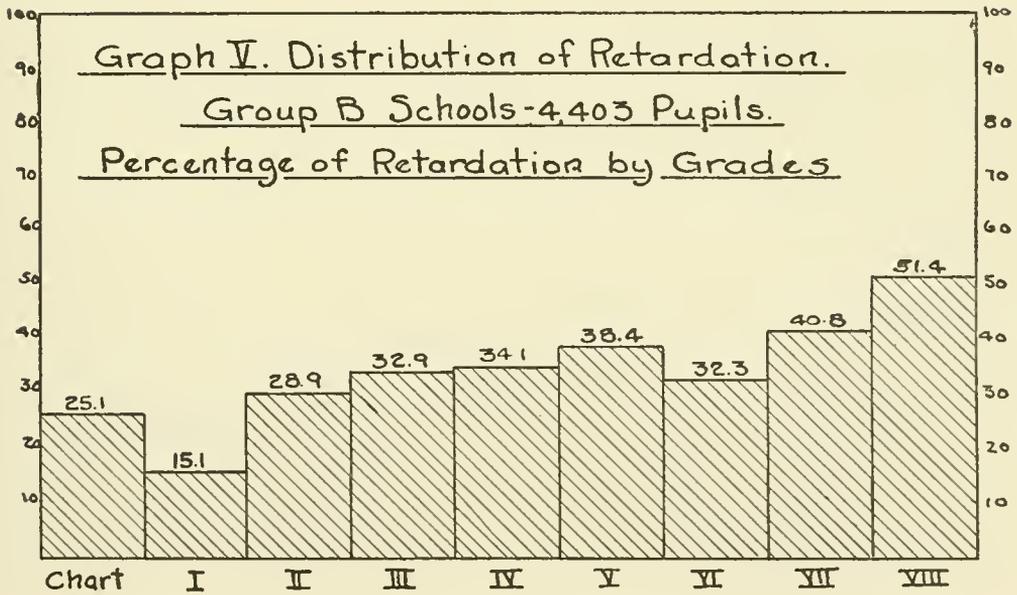
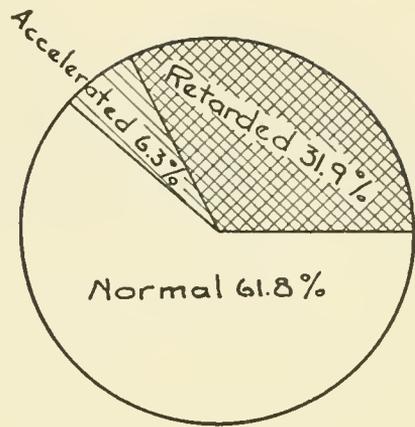
Graph III. Distribution of Acceleration

Group A Schools - 5,792 Pupils

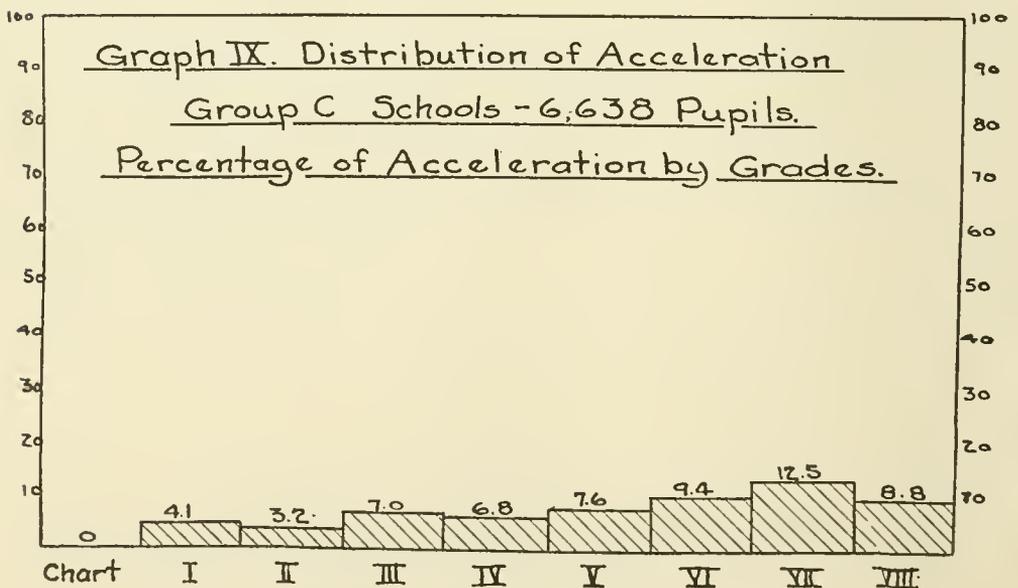
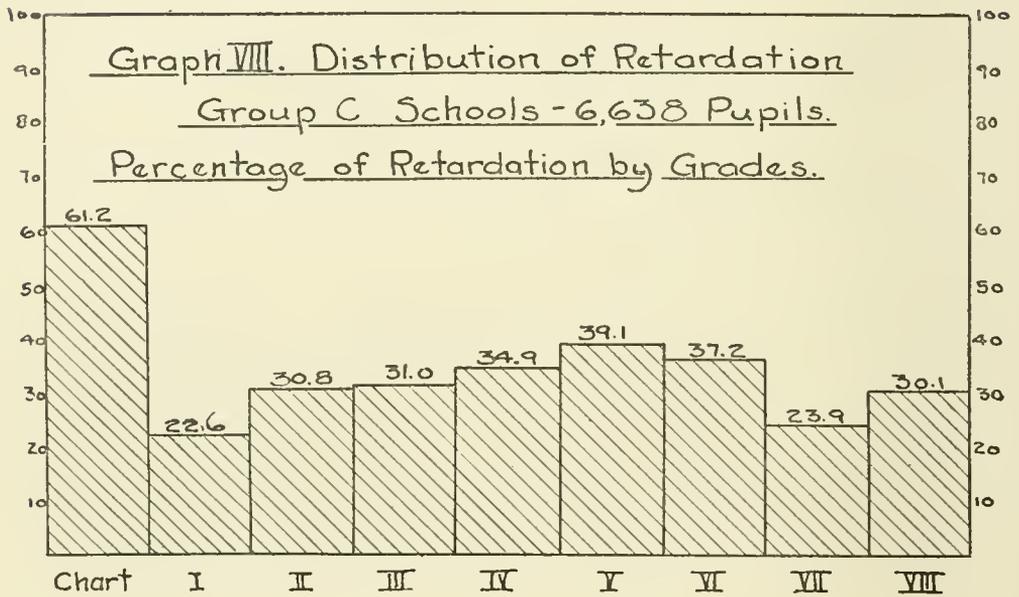
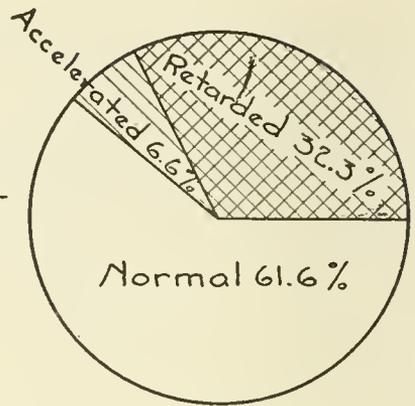
Percentage of Acceleration by Grades



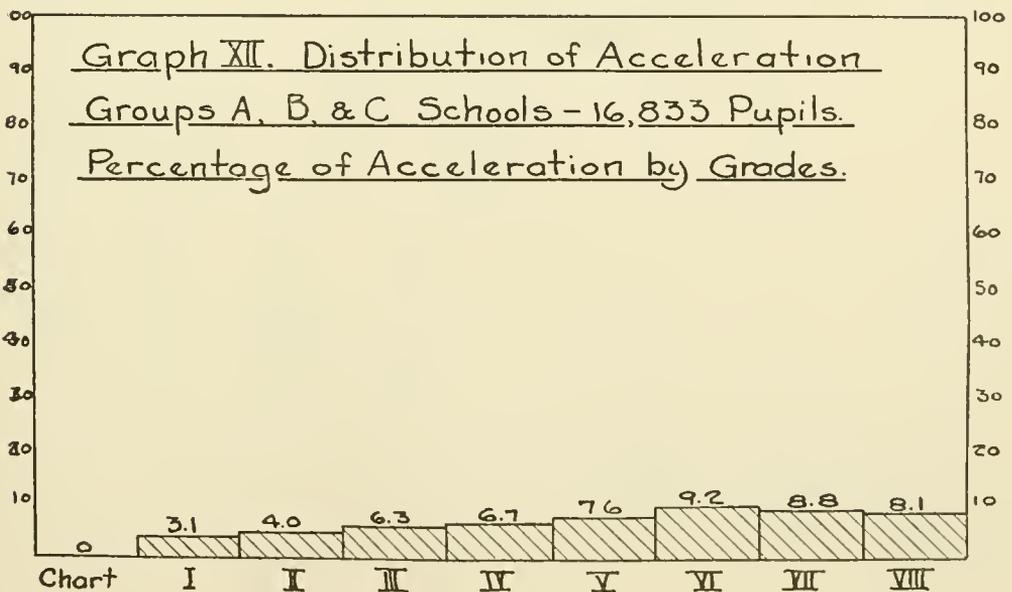
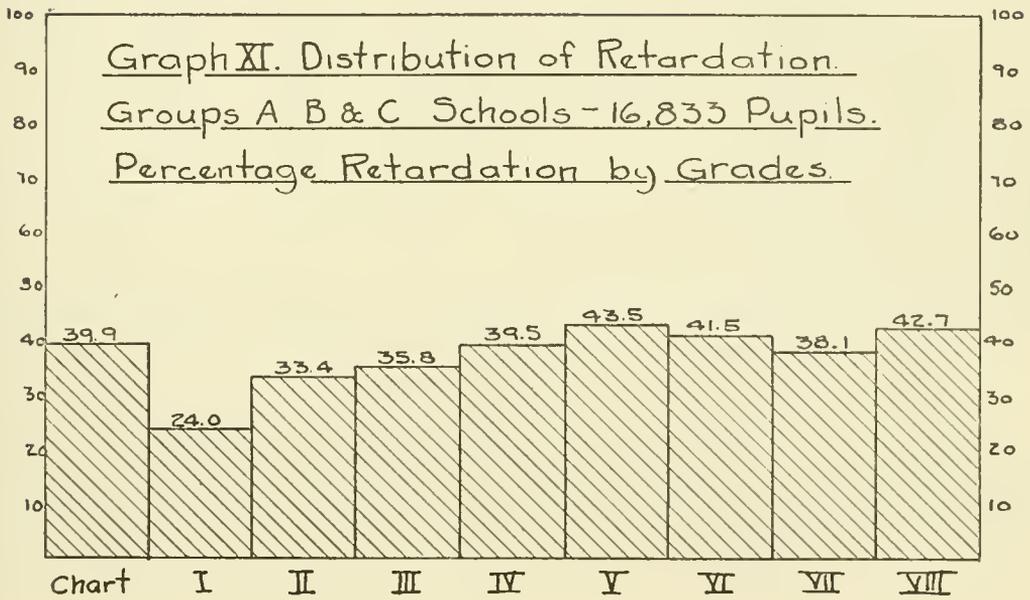
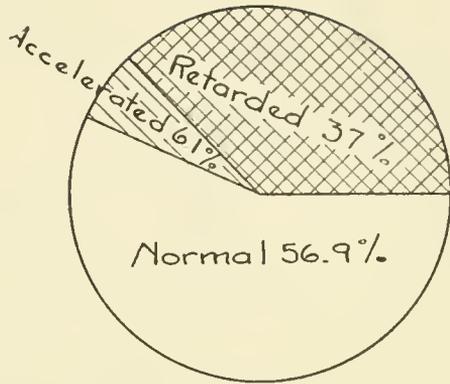
Graph IV. Distribution of School Population.
Group B Schools - 4,403 Pupils



Graph VII. Distribution of School Population.
Group C Schools - 6,638 Pupils.



Graph X. Distribution of School Population.
Groups A, B, & C Schools - 16,833 Pupils



The excessive over-age-ness of the pupils is shown in Table XXVI. This table gives the distribution of the 6,213 retarded or over-age pupils.

TABLE XXVI. DISTRIBUTION OF RETARDED PUPILS BY YEARS IN ALL GROUPS

Number of Years Retarded	Number of Retarded Pupils			
	Group A	Group B	Group C	Totals
One year retarded.....	1089	783	1008	2880
Two years retarded.....	701	340	600	1641
Three years retarded.....	435	172	304	911
Four years retarded.....	229	90	154	473
Five years retarded.....	105	22	55	182
Six years retarded.....	52	8	24	84
Seven years retarded.....	24	2	8	34
Eight years retarded.....	3	0	1	4
Nine years retarded.....	2	0	1	3
Ten years retarded.....	0	0	0	0
Eleven years retarded.....	1	0	0	1
	2641	1417	2155	6213

A study of Tables XXI, XXII and XXIII discloses the facts that there are more retarded boys than retarded girls in each Group, and that there are more accelerated girls than accelerated boys in each Group. Table XXVII gives the data for each case and Group.

TABLE XXVII. TOTAL NUMBER OF RETARDS AND ACCELERATES BY GROUPS AND SEXES

	Retards		Accelerates	
	Boys	Girls	Boys	Girls
Group A	1461	1180	110	178
Group B	753	664	123	158
Group C	1194	961	178	265
Totals.....	3408	2805	411	601
Per Cent of Totals.....	54.9	45.1	40.6	59.4

The enrollment in the Chart Class, as shown in Tables XXI, XXII, and XXIII, supports the statement made in chapter II, that there must be many nine-year elementary schools in Florida.

TABLE XXVIII. ENROLLMENT IN CHART CLASS AND GRADE VIII

Schools	Enrollment	
	Chart Class	Grade VIII
Group A	585	432
Group B	299	252
Group C	294	489
Totals.....	1,178	1,173
State of Florida (74:90, 92).....	11,711	11,487

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For the convenience of those who may wish to so use it, space is left between each item of the bibliography. In these spaces names and addresses of other publishers, and authors and titles of other books and articles may be placed alphabetically. These may be lettered under their respective numbers, as 3a and 5a, pp. 92 and 93. At the end of the bibliography are blank pages which may be used for bibliographic or other notes.

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The names and addresses of publishers of books, pamphlets and periodicals in this bibliography are given below, preceded by abbreviations used in the lists.

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A. B. Co. American Book Co., New York.

Appleton. D. Appleton and Co., New York.

Badger. R. G. Badger, Boston.

Bobbs. Bobbs-Merrill Co., Indianapolis, Ind.

Bruce. Bruce Publishing Co., Milwaukee, Wis.

Bu. of Ed. Bureau of Education, Washington, D. C.

Century. Century Co., New York.

- Character. Character Education Co., Washington, D. C.
- Ed. Ad. and Sup. Educational Administration and Supervision, Warwick and York, Baltimore, Md.
- El. Sch. J. Elementary School Journal, University of Chicago.
- Flanagan. A. Flanagan Co., Chicago, Ill.
- Gen. Ed. Bd. General Education Board, New York.
- Ginn. Ginn & Co., New York.
- Gov. P. Of. Government Printing Office, Washington, D. C.
- H. M. Co. Houghton Mifflin Co., Boston.
- J. of N. E. A. Journal of National Education Association, Washington, D. C.
- Lincoln. Lincoln School of Teachers College, New York.
- Lipp. J. B. Lippincott and Co., Philadelphia.
- Long. Longmans, Green and Co., New York.
- Macm. Macmillan Co., New York.
- N. E. A. National Education Association, Washington, D. C.
- N. T. Assoc. National Tuberculosis Association, 370 Seventh Ave., New York.
- Peabody. Peabody Journal of Education, George Peabody College for Teachers, Nashville, Tenn.
- Sch. and Soc. School and Society. The Science Press, Utica, N. Y.

Sch. Rev. School Review. University of Chicago Press.

Scribner. Charles Scribner's Sons, New York.

S. B. & Co. Silver, Burdett and Co., Chicago.

Teach. Col. Teachers College, University of Florida,
Gainesville.

Uni. Pub. Co. University Publishing Co., Chicago.

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78. Research Department of the National Education. The Menace of Illiteracy. *J. of N. E. A.*, Oct. 1922 :343-344.
79. Roemer, Joseph. *A Study of Florida High Schools*. 1921. Teach. Col.
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VII. PERIODICALS

A. Professional

82. *American Educational Digest*, Lincoln, Nebraska.
"The school executives' magazine."
83. *American School Board Journal*. Bruce.
For superintendents and principals.
84. *Education*. The Palmer Co., Boston.
85. *Educational Administration and Supervision*. Ed. Ad. and Sup.
86. *Educational Review*. Doubleday, Page and Co., Garden City, N. Y.
87. *Elementary School Journal*. *El. Sch. J.*
88. *Journal of Educational Research*. Public School Publishing Co., Bloomington, Ill.
89. *Journal of the Florida Education Association*. Winter Park, Fla.
90. *Journal of the National Education Association*, N. E. A.
91. *National School Digest*. 2457 Prairie Ave., Chicago.

92. School Life. Bu. of Ed.
93. School Review. Sch. Rev.

B. Current Events in School

94. Current Life. The Current Life Co., 500 Fifth Ave., N. Y. City.
"An illustrated survey of the world for junior students and busy adults."
95. Looseleaf Current Topics. Institute of Public Service, 1125 Amsterdam Ave., New York City.
Excellent for elementary school.
96. The Scholastic. Scholastic Publishing Co., Pittsburgh, Pa.
"An ideal magazine for the classroom," so say the publishers.

