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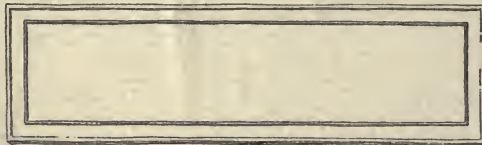
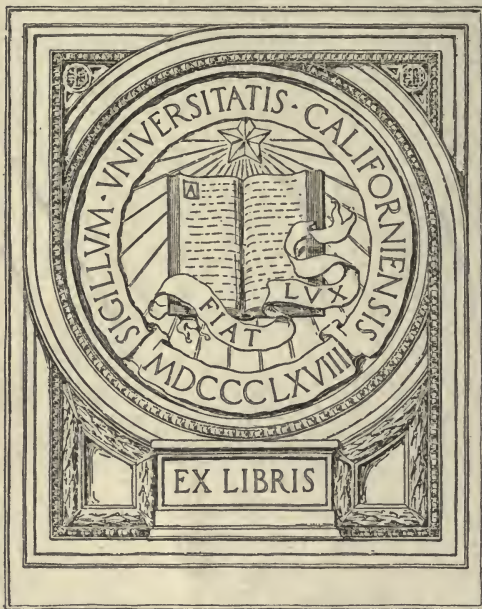
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*Expert Survey of
Public School
System*

Boise, Idaho

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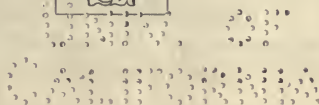


EXPERT SURVEY

OF

PUBLIC SCHOOL SYSTEM

BOISE, IDAHO



EDWARD C. ELLIOTT

Professor of Education and Director of Course of Training of
Teachers, University of Wisconsin

CHARLES H. JUDD

Director School of Education, Professor of Education
University of Chicago

GEORGE D. STRAYER

Head of Department and Professor of Educational Administration
Teachers' College, Columbia University

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TO THE
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To the Honorable Board of Education of Boise, Idaho.

Gentlemen: Acting on the invitation of your honorable body and of the Superintendent of Schools, the undersigned have made an inquiry into the conduct, organization and equipment of the public schools of Boise and beg leave to report as follows:

SCOPE OF THE EXAMINATION.

All of the members of the committee of inquiry were able to canvass in detail the course of study, the methods of supervision, the character of the teaching staff, the distribution and progress of children through the grades, the material and equipment and the expenditures involved in the conduct of the system, and concur in the findings with regard to these matters.

The inquiry was greatly facilitated through the co-operation of the superintendent, supervisors and staff in the office of the superintendent. A very large part of the information necessary was immediately available in the form of the records collected in the routine of ordinary administration, and where additional facts were required, these were promptly supplied by the school officers or secured through personal inspection on the part of one or more of the members of the committee. The joint report is supplemented by the individual report of one of the members of the committee who visited the schools and observed the class of work in various parts of the district

THE COURSE OF STUDY.

The course of study is comprehensive. It includes the fundamental subjects which have long been recognized as essential in any school training, and also includes those forms of organized knowledge and activity which in the last generation have transformed and enriched the course. Especially commendable is the full and unqualified recognition of the importance of such matters as health, recreation and various types of practical industrial activity.

There seems to be an opportunity to enlarge somewhat the amount of instruction in nature study offered in the elementary grades. There will undoubtedly develop an increas-

ing emphasis upon study as distinguished from recitation within the school. Without attempting to comment more fully on the technical matters involved in the enlargement of the course, all of which has been discussed with the superintendent and supervisors, the committee would report that in point of richness of the course of study the Boise school system takes high rank among American city systems.

The course of study is closely adapted to practical and local needs. One of the most conspicuous virtues of the course of study is its elimination of irrelevant matter and its emphasis upon types of training which will connect school work with the practical activities into which graduates go. Comment will be made later upon the conspicuous enlargement in school attendance which has resulted from the improvement of the course of study. Special commendation is due at this point to the success with which industrial and intellectual interests have been co-ordinated without sacrificing the legitimate emphasis upon reading, mathematics, history, languages and all of the common types of training. The pupils have been brought into an environment of practical activity which gives them a respect for industry and at the same time develops personal efficiency in dealing with domestic and business problems. The course of study which results is the broadest and best solution of the demand for industrial education. While not overlooking many other excellent lines of work, the committee finds that the various courses in agriculture are highly commendable as distinct solutions of a practical local problem.

The committee begs leave to call attention to three logical developments of the situation which have already been worked out.

First, the Boise schools are admirably equipped by virtue of the broad, practical course of study which has been adopted to take care of more of the time of the pupils than is systematically provided for in the present school program. The course of study is rich enough so that it would be advantageous to spread it over more hours. The activities called for on the part of the pupils is varied enough to avoid the kind of fatigue that results from over-confinement. The individual program of teachers need not be lengthened. The advantages of such an extension of the school day would be found in the systematic organization of children's activities. The

city of Boise has taken a long step in advance of most American communities in providing for the recognition of recreation and agriculture as legitimate phases of school training. The complete utilization of the equipment now on hand dictates the extension of the time, during which these opportunities shall be used. The use of schools during the summers as well as during a longer school day and week is urgently recommended.

Second, the Boise schools are organized with respect to subjects of instruction with such a clear recognition of the demand of economy that it is a very short step to a readjustment of the relation of elementary schools and high school, such that a year or more of time is saved for each child. The present eighth grade has, through the reorganization of the work, become a mixture of high school courses and elementary courses. The pupils will gain in enthusiasm for their work and in breadth of opportunities, if the eighth grade is abandoned and the minor adjustments needed are worked out in the high school course. These minor adjustments have been canvassed in detail and can be made without any sacrifice whatsoever of the interests of the pupils.

Third, the development of the course of study in the high school has no upper limits except those which are dictated by the ability of the city to equip advanced courses. In agriculture, in mechanics, the character of work now under way is such as to suggest strongly the desirability of a conservative but steady extension of the course into the field commonly thought of as belonging to the college. There is no legitimate reason why a fully developed city school system should not offer to adults in the community advanced courses in science and letters. There is no reason why students who want more than four years of training should not get five years. The Boise high school could carry on such advanced work without serious additional expenditure. Such advanced courses are the natural sequel to the comprehensive organization already developed. ✓

SUPERVISION.

The supervisory staff of the school system is organized in accordance with the practice prevailing in the most progressive cities of the United States. Under the immediate direction of the Superintendent of Schools are the three general

supervisors: one for the primary grades, one for the grammar grades, and one for the high school. There are, in addition to these general supervisory officers, directors of the work in physical education, industrial arts, household arts, music and art. There are also a director of playgrounds and a school nurse working in co-operation with all who give instruction or who supervise the work in the schools to the end that the physical well being of the children may not be neglected.

We have been impressed by the recent careful reports presented to the superintendent by these supervisory officers. There is evidence throughout of genuine co-operation among the officers, and between them and the teachers. We believe that these supervisors in their contact with the teachers, through constructive criticism and suggestions, have done much to improve and to unify the work of the schools. We suggest that the high school would profit by the development of a system of conferences with the teachers in the upper grades of the grammar schools. The supervisor of these grades should certainly be in contact with the high school. The supervisor of the primary grades should in like manner be in intimate contact with the upper grades. It is interesting to note that all of the supervisors devote their principal energies to direct contact with pupils and teachers.

We believe that the work of the supervisory staff might to advantage be further developed along three lines. First, in addition to the present irregular exhibits of the work of pupils there should be provided a continuing, but constantly changing, exhibit of the various phases of school work in order that the best results accomplished in the system may be made constantly available for all of the teachers. Such an exhibit would consist of the following types of materials: Written work of pupils, examples of the work in drawing, suggestions for supplementary reading for pupils and teachers, collections of illustrative material found valuable in classroom teaching, examples of constructive work, whether in paper, wood, clay or other medium, teachers' plans which have been successfully carried out, and the like.

In addition to the work done by the supervisors in demonstrating methods of work, it would seem advantageous to call upon the teachers who are doing superior work to demonstrate to their colleagues by actually teaching their classes

under observation. Such a demonstration lesson followed by discussion of the methods employed offers one of the best means available for improving teachers in service. We venture to suggest that exercises of this sort more certainly modify the practice of the teachers than to discussions or reading of pedagogical literature without relation to genuine classroom situations.

The courses of study are constantly in process of being revised or remade. We believe that the co-operation of the teachers in the making of the courses of study offers another valuable means of bringing about that continued professional growth, which is so essential to the developing of the successful teacher. It might be wise to allow the teachers to form themselves into voluntary groups according to their preference, and to have each of these groups consider the problem of modifying the course in the light of their experience in the Boise school system.

THE TEACHING STAFF.

The most evident source of strength of a school system is the standard of qualification maintained for the teaching and supervisory staff. To be eligible for appointment to a position in the elementary schools, under the existing regulations of the Board of Education, a teacher must have completed a four-year course of study in high school; must be a graduate of a standard (two-year) normal school; and in addition, must have had at least two years of successful experience in a school system of recognized standing. Eligibility for appointment in the high school is based upon college or university graduation and two years of approved teaching experience.

We find upon examination that both the letter and the spirit of these conditions for appointment are observed. No teacher is selected without having had the required minimum of education, training and experience. Usually those appointed have additional qualifications; for example, one-quarter of the present elementary school teachers are graduates of some one of the leading American universities.

Besides the distinctly high standard of qualifications necessary for appointment, other influences have contributed toward the effectiveness of the teaching staff. Among others may be noted the following:

Salaries: The schedule of salaries for teachers in elementary schools is applied without respect to the grade of which the teacher has charge. The initial annual salary is \$780, with three increments of \$60, to a maximum of \$960. Increase of salary is based entirely upon quality of service as estimated by the Superintendent of Schools and the several supervisors.

It is a noteworthy fact that two-thirds (52) of the total number of elementary school teachers (78) are now receiving an annual salary of \$900 or more. This is exclusive of the principals (8), all of whom receive more than the maximum salary. This is, when compared with other cities of the country, a most commendable showing. In fact, in this particular respect Boise stands near the head of the list of cities of its population. Nevertheless, it must be borne in mind that the Boise schools must compete for competent and experienced teachers with such cities as Salt Lake City, which has a maximum salary of \$1020, for elementary teachers; Butte, with a maximum of \$1050, and Spokane, with a maximum of \$1000. In education, as in all other branches of the public service, the standard of service is largely conditioned by the standard of compensation. The community receives no more than it pays for.

Selection: The established practice of the Board of Education in giving to the Superintendent of Schools complete control over the nominations, assignments and promotion of teachers represents an enlightened and progressive policy of school administration. This has resulted in a marked permanency of tenure. The teaching force is not subjected to the disturbing uncertainties of annual re-election. Even though apparently twenty per cent of the total number of teachers must be replaced each year on account of resignations, a careful analysis of these resignations for the past year indicates that they are due to causes over which the school authorities may not expect to exercise any control.

The present policy of the Superintendent of Schools in encouraging teachers to take leaves of absence for the purpose of further professional study cannot but be of great ultimate benefit to the schools of the city. At the present time six teachers are on leave of absence attending higher professional schools for teachers. It is anticipated that each will return to Boise at the conclusion of the period of leave.

While we are confident that every effort is being made to maintain the entire teaching staff on a high level of efficiency, and that the Board of Education and the Superintendent of Schools are utilizing every means to raise this level, we suggest the institution of a more systematic record of teachers as to training, experience, promotion and performance. Under the existing practices, the control and supervision of the teaching staff is effective because it is in the hands of competent and far-sighted individuals. The community and the teaching staff should have some guarantee that changes in the administrative and supervisory direction of the school system will not result in any injustice to individuals or breaks in the present established policy. A record more complete than the present formal contract is needed to satisfy this suggestion.

CLASSIFICATION AND PROGRESS OF CHILDREN THROUGH THE SCHOOL SYSTEM.

One of the most satisfactory tests of the efficiency of the direction of a school system is found in the provision made for the proper classification of children and for their progress through the schools. The investigations which have been made in recent years with respect to the amount of retardation of children in our public school systems have led to great emphasis upon this aspect of school administration. It is interesting in this connection to compare the situation in the country at large with the facts for the Boise school system, and to indicate briefly the progress that has been made in Boise during the past three years.

In an investigation of 318 cities in the United States it was discovered that one-half of the cities had more than 36 per cent of their children over age for the grade in which they were found. Children were called over age if they were above eight years old in the first grade; above nine years old in the second grade; above 10 years old in the third grade, and so on. In the city of Boise during the current year only 27 per cent of the children are over age for their grades. Two years ago 46 per cent of the children were over age; one year ago 39 per cent of the children were too old for their grade. There is a very definite indication here of a most successful handling of the problem of proper classification of children.

For the whole United States one-half of the cities have

less than 4.5 per cent of their children under age for their grade, that is, under seven years of age in the first grade, under seven years in the second grade, under eight years in the third grade, and so on. In the Boise school system two years ago, five per cent of the total number of children enrolled were under age for their grade. Last year this group had been increased to 8.2 per cent, and during the current year amounts to 10.7 per cent of the total number of children enrolled. This places Boise among the best cities in the United States from the standpoint of allowing children of unusual ability to advance rapidly.

Further evidence along the same line is found in the fact that during the past year there were 200 double promotions in the Boise school system. That is, there were 200 children who, because of their superior ability, have saved a half year in their school careers. It is interesting to note that while the majority of these double promotions are found in the lower grades, it is still not unusual or impossible for children in the upper grades to make rapid progress.

Another measure of the efficiency of a system of schools is found in the extent to which children are retained through the several grades. The elimination of children from schools becomes large enough to merit careful attention in the fifth grade. For the 318 cities for which the figures are available one-half of the cities have more than 20 per cent of their children eliminated by the time the fifth grade is reached. Boise has only seven per cent eliminated at this stage of their school career. One-half of the cities of the United States have more than 35 per cent of their children eliminated by the time the sixth grade is reached, 50 per cent by the time the seventh grade is reached, and 60 per cent before the eighth grade. The city of Boise eliminates only 12 per cent by the time they have reached the sixth grade, 19 per cent before the seventh grade and 25 per cent before the eighth grade.

The figures for the high school are quite as striking and argue as favorably for the Boise school system. For the whole of the United States one-half of the cities show 65 per cent of their children eliminated by the time the high school is reached. The Boise school system has eliminated only 35 per cent of their children at this stage of their school careers. At the end of the high school course one-half of the cities of the United States show 14 per cent or less of the children

who entered school still in attendance. In Boise 28 per cent of the children who entered the first grade are found in the last year of the high school. This is a most unusual retention of children in the schools.

In considering the problem of elimination by grades, we are concerned with the amount of education which children in a school system receive. Another method of treating the problem which has been under discussion throughout this section is to ask at what age children leave schools. In most school systems children between 12 and 14 years of age begin to be eliminated on account of inability to do the work required of them in school or because of special provisions in the compulsory education law, which allow them to be employed. After 14 years of age the amount of elimination increases very rapidly. In Boise there is practically no elimination of children until after the 14th year has been reached. The 15th year group shows 21 per cent eliminated, the 16th year group shows 29 per cent eliminated, and the 17th year group 60 per cent eliminated.

Because of the provision for rapid progress in the Boise school system some of those who are eliminated at 17 years of age have disappeared because of graduation from the high school. The record of elimination by ages is again most creditable for Boise, placing it among the cities of the United States which retain children the longest.

In connection with the problem of classification and progress of children through the grades two recommendations occur to us which may, we believe, be followed to advantage by the school system.

First, for the notably slow or backward children special classes should be provided. The boy or girl who is mentally not capable of making the progress made by the normal children is not usually happy in his associations with them, and his presence in the class room is a distinct handicap to the teacher. The best practice in the United States today provides special classes for children who are by virtue of their lack of capacity three or more years over age. We believe that two or three teachers specially trained to give instruction to backward children should be employed. There should be a specially arranged curriculum for these classes. Probably more work in the manual and household arts should be provided for these children than is common in the regular classes.

It is timely to note in this connection that a beginning of work of this sort has already been made in Boise by sending some of the backward boys to the high school manual training department for special instruction one hour a day.

Our second recommendation has to do with a system of cumulative records of pupils. Any adequate study of the problems of classification and progress of children in public schools requires a record which traces each child from the time he enters the system until the time he leaves it. Cards which carry cumulative records will give for any child in the school system a history of his school career, including the date of birth, parentage, age at which he entered school, the number of days of attendance for each year, the date of each promotion, his transfer from one school to another, his scholarship for each grade through which he has passed, his general physical condition and his deportment. If schools are to do the most for each boy or girl found in them, it is necessary always to consider the present condition of these pupils in terms of their past history. It is only by keeping cumulative record such as has been suggested that it is ever feasible to give such adequate consideration to the problems of individual pupils as is demanded by the best educational practice. These cumulative record cards for each pupil can be kept by the teacher with but very little additional labor and can be transferred to permanent records, kept in the superintendent's office, for a city the size of Boise by making available approximately one-fourth of the time of a clerk.

PARKS AND PLAYGROUNDS.

The committee visited the forty acres which are being developed into a school park. They found the plans for ample playgrounds well advanced toward realization and the plans for an auditorium and outdoor gymnasium projected.

This enterprise cannot be too highly commended. The use of outdoor exercises is beneficial to pupils and teachers as a regular part of the school program. The creation of habits of systematic, healthful recreation is as important to the individual as any phase of his education. From the point of view of public economy it is distinctly advantageous to organize the park as a part of the public school system for it gives to the pupils large opportunity for organized outdoor exercises and it insures the development of sport under com-

petent supervision. The disadvantages of duplication which would arise if schools and playground were separate is a most impressive example of educational foresight. Boards of Education have in general failed to initiate movements of this type. The establishment of a play park is therefore a feature of the Boise system which stands out as unique. In the opinion of your committee the Board of Education has not only rendered a service to the city of Boise, but has offered an example to other cities which is sure to be imitated. This, like other units of the general school equipment, offers large possibilities of service to the older members of the community. There is every reason to look forward to a general development of legitimate recreation in the whole community through the use of this play park.

THE SCHOOL PLANT.

The committee, after a personal inspection is agreed that the school plant is in a highly satisfactory condition. The construction of new buildings, the repair of old buildings and the care of all school buildings is under the immediate charge of a superintendent of buildings. To this superintendent of buildings, the janitors are immediately responsible. All of the school buildings appear to be in charge of competent janitors and caretakers.

On every hand, there is evidence of the desire and readiness of the school administration to provide the best and most economical buildings and equipment. Special care has been given to the lighting, ventilation and heating of all buildings. In several of the older buildings, modern ventilating appliances have been installed. At the present time 75 per cent of all class rooms are heated and ventilated according to modern hygienic standards.

We note with commendation the fact that class rooms in elementary schools do not ordinarily contain more than 40 seats, thus providing a guarantee against the overcrowding of these schools.

In every instance special care appears to have been exercised in selecting sites for new school buildings, so as to provide proper neighborhood surroundings as well as suitable playground spaces. We desire, especially, to mention with approval the present practice of the Board of Education in acquiring

sites for school buildings in anticipation of the future growth of the school system and of the city.

EXPENDITURES.

Every citizen of a community is vitally concerned with the expenditures for public schools. In this examination of the Boise school system the committee has utilized statistics published by the United States Bureau of Education for 37 cities. The cities selected were taken from among the 90 which, in common with Boise, have adopted a system of accounts which enabled them to report their fiscal statistics in the form recommended by the committee of the National Educational Association on Uniform Records and Reports. In part they are cities which are comparable in size; in part they are in the same geographic region; in part they were selected because of recognized excellence of school organization and administration. Boise was one of the first cities to introduce a system of accounts which made possible the adequate distribution of expenditures among the several items of the school budget in conformity with the recommendations of the committee above referred to.

The tables which follow compare the cost per pupil of elementary and of high school education among the several cities; show the percentage of the total cost which is to be charged to elementary schools and to high schools; the percentage of the total cost chargeable to instruction, to maintenance and to cost of operation of school plant, and the percentage of the total average daily attendance enrolled in elementary and in high schools. In all of these comparisons, there is included in the column called total cost, the expenses of general control, the cost of instruction in day elementary and high schools, the cost of operating and maintaining the plant for these schools. Under general control are included salaries and other expenses of the Board of Education and secretary's office, the expenses of school elections and school census, the expenditures for financial offices and accounts, for legal services, for operation and maintenance of school offices, for officers in charge of buildings and supplies, for the office of Superintendent of Schools, and for the enforcement of compulsory education and truancy laws. The amount charged to instruction includes the salaries of supervisors of grades and subjects, the salaries of principals and their clerks, the salaries of teachers, and

expenditures for text books and for stationery and supplies. Under the operation of plant are included the expenditures for wages of janitors and other employes, for fuel, for water, for light and power and for janitors' supplies. Maintenance of plant includes expenditures for repairs of buildings and upkeep of grounds, for repair and replacement of equipment and for insurance.

It will be seen by this analysis of the items which are used in our comparison, that only current expenditures are considered. We believe that any comparison of the expenditures of school systems must be made upon this basis, since the practice with regard to handling capital outlay varies so great among cities, that any comparison of these expenditures is practically impossible.

TABLE I.

COST OF ELEMENTARY EDUCATION PER PUPIL IN
AVERAGE DAILY ATTENDANCE.

1. New Rochelle, N. Y.	\$ 49.59
2. Clinton, Iowa	48.47
3. Seattle, Wash.	43.92
4. Oakland, Cal.	43.64
5. San Francisco, Cal.	42.27
6. Newton, Mass.	41.41
7. Spokane, Wash.	41.05
8. East Orange, N. J.	40.54
9. BOISE, IDAHO	39.92
10. Fresno, Cal.	39.32
11. Berkeley, Cal.	39.29
12. Salt Lake City, Utah	38.24
13. Pittsburg, Pa.	37.80
14. Troy, N. Y.	37.40
15. Springfield, Ill.	37.19
16. Tacoma, Wash.	36.22
17. San Diego, Cal.	35.44
18. Newark, N. J.	35.33
19. Denver, Colo.	35.04
20. Quincy, Mass.	34.57
21. Holyoke, Mass.	34.55
22. Dayton, Ohio	33.54
23. Evansville, Ind.	33.38
24. East St. Louis, Ill.	33.16
25. Detroit, Mich.	32.05
26. Sioux City, Iowa	31.62
27. Ithaca, N. Y.	29.65
28. Cambridge, Mass.	29.23
29. Baltimore, Md.	28.42
30. Everett, Mass.	28.06
31. Battle Creek, Mich.	27.97
32. Lynn, Mass.	27.77
33. Decatur, Ill.	25.93

34. Muskegon, Mich.	25.65
35. Louisville, Ky.	24.55
36. Quincy, Mass.	24.24
37. New Britain, Conn.	23.15

TABLE II.

COST OF SECONDARY EDUCATION PER PUPIL IN AVERAGE DAILY ATTENDANCE.

1. Seattle, Wash.	\$101.04
2. Pittsburg, Pa.	98.18
3. Evansville, Ind.	92.78
4. San Diego, Cal.	91.15
5. Newark, N. J.	89.50
6. Dayton, Ohio	86.67
7. New Rochelle, N. Y.	86.56
8. Louisville, Ky.	82.90
9. Spokane, Wash.	82.37
10. East St. Louis, Ill.	82.28
11. Newton, Mass.	80.84
12. Troy, N. Y.	80.82
13. Cambridge, Mass.	79.93
14. Fresno, Cal.	79.23
15. San Francisco, Cal.	78.24
16. Oakland, Cal.	77.40
17. Detroit, Mich.	77.30
18. Baltimore, Md.	75.50
19. BOISE, IDAHO	74.19
20. Denver, Colo.	72.93
21. East Orange, N. J.	72.41
22. Holyoke, Mass.	70.67
23. Salt Lake City, Utah	69.80
24. Tacoma, Wash.	67.87
25. Berkeley, Cal.	65.42
26. Clinton, Iowa	63.32
27. Quincy, Ill.	63.14
28. Springfield, Ill.	61.43
29. Lynn, Mass.	59.23
30. Battle Creek, Mich.	54.00
31. Muskegon, Mich.	53.03
32. Everett, Mass.	53.00
33. New Britain, Conn.	52.84
34. Quincy, Mass.	45.73
35. Decatur, Ill.	45.00
36. Sioux City, Iowa	44.51
37. Ithaca, N. Y.	40.16

Tables 1 and 2 show the relative cost of elementary education and of high school education in Boise, as compared with the other cities considered. It will be discovered that Boise ranks fairly high in the cost of elementary education. This is due in part to the qualifications demanded of teachers. It is also accounted for by the fact that the size of classes in Boise is smaller than in some of the other cities. It is our belief

that these classes should be made still smaller rather than larger. The cost of elementary education is also increased by the richness of the program of instruction, the variety of activities provided for children in these schools. It seems to us unwise to curtail any of the activities now provided in the Boise elementary schools in order to reduce the cost.

The cost of high school education in Boise is exceeded in half of the cities for which we have data. When one considers the great variety of courses offered in the Boise high school he is forced to believe that the cost has been kept as low as it has only by the most careful management.

Another comparison among the several cities is found in the percentage of the total expenditure devoted to high schools and to elementary schools. Any such comparison must, of course, be checked by inquiring concerning the percentage of the total average daily attendance to be found in each of these parts of the school system.

TABLE III.

THE PERCENTAGE OF THE TOTAL AMOUNT EXPENDED
FOR PUBLIC EDUCATION DEVOTED TO
ELEMENTARY SCHOOLS.

1. Newark, N. J.	90%
2. San Francisco, Cal.	87
3. Pittsburg, Pa.	87
4. East St. Louis, Ill.	85
5. Salt Lake City, Utah	85
6. Clinton, Iowa	85
7. Sioux City, Iowa	84
8. Baltimore, Md.	84
9. Troy, N. Y.	82
10. New Rochelle, N. Y.	82
11. Springfield, Ill.	81
12. Decatur, Ill.	81
13. Everett, Mass.	81
14. New Britain, Conn.	80
15. Holyoke, Mass.	79
16. East Orange, N. J.	79
17. Oakland, Cal.	79
18. Detroit, Mich.	79
19. Quincy, Mass.	79
20. Quincy, Ill.	79
21. Lynn, Mass.	78
22. Denver, Colo.	78
23. Fresno, Cal.	78
24. Tacoma, Wash.	77
25. Evansville, Ind.	77
26. Spokane, Wash.	77
27. Cambridge, Mass.	76
28. Dayton, Ohio	76
29. Battle Creek, Mich.	75

30.	Louisville, Ky.	71
31.	Muskegon, Mich.	70
32.	Seattle, Wash.	70
33.	BOISE, IDAHO	69
34.	Berkeley, Cal.	68
35.	San Diego, Cal.	68
36.	Ithaca, N. Y.	64
37.	Newton, Mass.	64

TABLE IV.

THE PERCENTAGE OF THE TOTAL AMOUNT EXPENDED
FOR PUBLIC EDUCATION WHICH IS DEVOTED
TO THE HIGH SCHOOL.

1.	Ithaca, N. Y.	36 %
2.	Newton, Mass.	36
3.	San Diego, Cal.	32
4.	Berkeley, Cal.	32
5.	BOISE, IDAHO	31
6.	Seattle, Wash.	30
7.	Muskegon, Mich.	30
8.	Louisville, Ky.	29
9.	Battle Creek, Mich.	25
10.	Cambridge, Mass.	24
11.	Dayton, Ohio	24
12.	Tacoma, Wash.	23
13.	Spokane, Wash.	23
14.	Evansville, Ind.	23
15.	Lynn, Mass.	22
16.	Denver, Colo.	22
17.	Fresno, Cal.	22
18.	Detroit, Mich.	21
19.	Oakland, Cal.	21
20.	East Orange, N. J.	21
21.	Holyoke, Mass.	21
22.	Quincy, Ill.	21
23.	Quincy, Mass.	21
24.	Decatur, Ill.	19
25.	New Britain, Conn.	20
26.	Springfield, Ill.	19
27.	Everett, Mass.	19
28.	New Rochelle, N. Y.	18
29.	Troy, N. Y.	18
30.	Sioux City, Iowa	16
31.	Baltimore, Md.	16
32.	Salt Lake City, Utah	15
33.	Clinton, Iowa	15
34.	East St. Louis, Ill.	15
35.	Pittsburg, Pa.	13
35.	San Francisco, Cal.	13
37.	Newark, N. J.	10

TABLE V.

THE PERCENTAGE OF THE TOTAL NUMBER OF CHILDREN IN AVERAGE DAILY ATTENDANCE TO BE FOUND IN HIGH SCHOOL AND IN ELE-

	High School.	Elementary Schools.
1. Ithaca, N. Y.	30 %	70 %
2. Newton, Mass.	22	78
3. Berkeley, Cal.	22	78
4. BOISE, IDAHO	19	81
5. Muskegon, Mich.	18	82
6. San Diego, Cal.	16	84
7. Seattle, Wash.	15	85
8. Battle Creek, Mich.	15	85
9. East Orange, N. J.	14	86
10. Spokane, Wash.	14	86
11. Tacoma, Wash.	14	86
12. Quincy, Mass.	13	87
13. Quincy, Ill.	13	87
14. Oakland, Cal.	13	87
15. Holyoke, Mass.	12	88
16. Lynn, Mass.	12	88
17. Sioux City, Iowa	12	88
18. Fresno, Cal.	12	88
19. Springfield, Ill.	12	88
20. Denver, Colo.	12	88
21. Louisville, Ky.	11	89
22. Everett, Mass.	11	89
23. Decatur, Ill.	11	89
24. Dayton, Ohio	11	89
25. Evansville, Ind.	10	90
26. Detroit, Mich.	10	90
27. Cambridge, Mass.	10	90
28. New Rochelle, N. Y.	10	90
29. New Britain, Conn.	10	90
30. Clinton, Iowa	10	90
31. Salt Lake City, Utah	9	91
32. Troy, N. Y.	9	91
33. San Francisco, Cal.	8	92
34. Baltimore, Md.	7	93
35. East St. Louis, Ill.	7	93
36. Pittsburg, Pa.	6	94
37. Newark, N. J.	5	95

The tables given above show clearly that Boise devotes a relatively large proportion of all the money spent for education to the high school (Table 4). It is noticeable also that a very large percentage of the total number of children in the school system are enrolled in the high school. Indeed, the cities which rank above Boise in the percentage of children in high schools have this large percentage by virtue of special local conditions. In Ithaca, many boys are sent to the high school from other localities in order to prepare them for Cornell University; and many

families move to Ithaca, when their children are of high school age, in order to secure this university preparation. The facts stated for Ithaca will hold for Berkeley, which is the seat of the University of California. Newton, Mass., which is the only other city that ranks above Boise in the percentage of the children to be found in the high school, is a suburb of Boston. inhabited almost exclusively by well-to-do families by whom a high school education is considered essential.

A comparison of the cost of instruction and of the cost of maintenance and operation of the plant to the total cost of education shows the relative emphasis placed by the Boise system on the different phases of school activity.

TABLE VI.

THE PERCENTAGE OF THE TOTAL EXPENDITURE FOR PUBLIC EDUCATION DEVOTED TO INSTRUCTION.

1. Fresno, Cal.	91 %
2. Berkeley, Cal.	87 -
3. Newark, N. J.	86
4. Spokane, Wash.	86
5. Quincy, Mass.	86.4
6. Oakland, Cal.	86 -
7. San Francisco, Cal.	86 -
8. BOISE, IDAHO	85
9. Holyoke, Mass.	84
10. Lynn, Mass.	84
11. Tacoma, Wash.	84
12. Denver, Colo.	84
13. Detroit, Mich.	84
14. East Orange, N. J.	83
15. Evansville, Ind.	83
16. Louisville, Ky.	83
17. Seattle, Wash.	83
18. Baltimore, Md.	83
19. Cambridge, Mass.	82
20. Troy, N. Y.	82
21. Muskegon, Mich.	81
22. Salt Lake City, Utah	81
23. Everett, Mass.	80
24. Springfield, Ill.	80
25. Ithaca, N. Y.,	80
26. New Britain, Conn.	79
27. Decatur, Ill.	78
28. San Diego, Cal.	78
29. Quincy, Ill.	77
30. East St. Louis, Ill.	77
31. Newton, Mass.	76
32. Pittsburg, Pa.	76
33. Dayton, Ohio	74
34. Battle Creek, Mich.	74
35. Sioux City, Iowa	74
36. Clinton, Iowa	73
37. New Rochelle, N. Y.	71

TABLE VII.

THE PERCENTAGE OF THE TOTAL EXPENDITURE FOR
PUBLIC EDUCATION DEVOTED TO MAINTENANCE.

1. New Rochelle, N. Y.	14 %
2. Newton, Mass.	12
3. San Diego, Cal.	12
4. Clinton, Iowa	12
5. Dayton, Ohio	10
6. Springfield, Ill.	10
7. Quincy, Ill.	9
8. Sioux City, Iowa	9
9. Battle Creek, Mich.	9
10. Salt Lake City, Utah	9
11. New Britain, Conn.	8
12. Muskegon, Mich.	7
13. Ithaca, N. Y.	7
14. San Francisco, Cal.	7
15. Louisville, Ky.	7
16. Baltimore, Md.	7
17. Pittsburg, Pa.	7
18. East St. Louis, Ill.	7
19. Denver, Colo.	6
20. Decatur, Ill.	6
21. Seattle, Wash.	6
22. Newark, N. J.	5
23. Evansville, Ind.	5
24. Everett, Mass.	5
25. East Orange, N. J.	5
26. Tacoma, Wash.	5
27. Oakland, Cal.	5
28. Cambridge, Mass.	5
29. BOISE, IDAHO	4
30. Lynn, Mass.	4
31. Detroit, Mich.	4
32. Troy, N. Y.	3
33. Fresno, Cal.	2
34. Berkeley, Cal.	2
35. Spokane, Wash.	2
36. Holyoke, Mass.	7
37. Quincy, Mass.	6

TABLE VIII.

THE PERCENTAGE OF THE TOTAL EXPENDITURE FOR
PUBLIC EDUCATION DEVOTED TO OPERATION.

1. Pittsburg, Pa.	17 %
2. Battle Craak, Mich.	17
3. Sioux City, Iowa	17
4. Decatur, Ill.	16
5. Dayton, Ohio	16
6. East St. Louis, Ill.	16
7. Holyoke, Mass.	15.3
8. New Rochelle, N. Y.	15
9. Troy, N. Y.	15
10. Clinton, Iowa	15
11. Everett, Mass.	15
12. Quincy, Ill.	14

13.	New Britain, Conn.	13
14.	Berkeley, Cal.	12
15.	Quincy, Mass.	13
16.	Ithaca, N. Y.	13
17.	Cambridge, Mass.	13
18.	Newton, Mass.	12
19.	Detroit, Mich.	12
20.	Muskegon, Mich.	12
21.	East Orange, N. J.	12
22.	Lynn, Mass.	12
23.	Evansville, Ind.	12
24.	Berkeley, Cal.	11
25.	Seattle, Wash.	11
26.	BOISE, IDAHO	11
27.	Tacoma, Wash.	11
28.	Baltimore, Md.	10
29.	Louisville, Ky.	10
30.	Denver, Colo.	10
31.	Salt Lake City, Utah	10
32.	Springfield, Ill.	10
33.	San Diego, Cal.	10
34.	Newark, N. J.	9
35.	Oakland, Cal.	9
36.	Fresno, Cal.	7
37.	San Francisco, Cal.	7

It will be discovered from the tables given above that Boise devotes a larger part of the money available for public education to instruction than is common in the cities considered, and that a relatively smaller part of the total than is customary is devoted to the maintenance and operation of the plant. In our opinion, this emphasis placed upon good teaching and the development of an adequate system of supervision in the Boise school system is highly commendable.

CO-OPERATION OF THE COMMUNITY WITH THE PUBLIC SCHOOLS.

Throughout the inquiry, the members of the committee have been impressed on every hand with the intimate relationship that obtains between the community and the school system. Personal interviews with a number of citizens and with certain of the largest taxpayers has developed the fact that the public school officials have secured the utmost confidence in their efforts to develop the school system to the highest possible degree of effectiveness. There appears to be in the community nothing of that fear so frequently found in American cities that the public schools are costing too much.

At our request the Superintendent of Schools has furnished us with a partial list of items of the more recent co-operative

activities of the community and school system. We regard this list so significant of the community's attitude toward education that we submit it herewith as one of the evidences of the progressive spirit that pervades the community in its effort to provide modern facilities of education for its growing population.

ITEMS OF CO-OPERATION OF SCHOOL AND COMMUNITY.

The Juvenile Judge, Judge Dunbar, and the two probation officers have at all times co-operated with the school in making the connection between the school and the home.

The city health department, consisting of the city physician, city nurse and city health officer, have followed up all the cases in the homes referred to them by the school nurse. They have also co-operated with the school nurse in matters of quarantine

The physicians and dentists of the city have treated, free of charge, all cases recommended by the school nurse.

Mothers' clubs have aided the school in furnishing rest rooms, and providing school gardens.

The city baseball club has furnished free to the schools Cody Park for all games and outdoor sports.

The merchants of the city provided the High School Band with uniforms, and the athletic association with trophies.

The Commercial Club furnished free to the schools its own club rooms for the entertainment of guests.

The Columbian Club, the largest club in the city, co-operated with the schools in planting flowers and ornamenting grounds; and organizing the City Choral Society.

The Public Improvement Club encouraged boys to cultivate vacant lots, to dig dandelions, etc.

The Good Citizenship Club gave prizes for home gardens and grounds.

The Knights of Columbus offered prizes for the best essay on Columbus.

The Commercial Club gave prizes for the best Booster essay.

The D. A. R. conducted a contest on committing national songs, and had a contest for the best patriotic essay.

The Y. M. C. A. officials conducted a grammar grade basket ball and baseball league.

The Y. M. C. A. also recruited a night class in manual training.

The Y. W. C. A. also recruited classes in gymnasium, cooking and sewing.

The College Women's Club has offered a scholarship valued at \$200 annually for the University of Idaho.

The University of Idaho Alumni has also offered a scholarship valued at \$150.

The Intermountain Fair Association has donated the infield of the fair grounds, consisting of 30 acres, for a demonstration farm for the high school.

Stock breeders furnish their stock and bring them to the school for exhibit and judging purposes.

Implement dealers of the city co-operate with the schools in farm machinery, and send the boys out to demonstrate the implements.

Two or three dairy herds have been used for experimental purposes in connection with the schools.

Fruit growers have given the boys a chance to work in their orchards, planting and spraying, and packers have promised to take boys into their packing establishments for practical work.

SPECIAL REPORT ON INSTRUCTION.

(Edward C. Elliott.)

January 7, 1913.

To the Honorable Board of Education, Independent School District, Boise Idaho.

Gentlemen: In response to your Superintendent of Schools I present the following report upon the class room work of teachers as observed during my visitation of the schools on January 6th and 7th, 1913.

It was agreed by the members of the recent School Inquiry

Committee that this special report should be presented independently of the principal report of the committee; it was, however, to be considered as supplementary to that report.

GENERAL.

Purpose and Scope—The primary purposes of this enterprise were to submit general critical judgments upon the methods of teaching and to present constructive suggestions for the betterment of class room instruction. The special character of these judgments and suggestions has been determined by the high level upon which the Boise public schools are operated. They have been formulated with the understanding that the city and its school officials desire to have the schools attain the highest possible usefulness.

Basis—At least one class exercise of fourteen of the twenty-nine teachers in the high school was observed. The work of thirty elementary school teachers was observed for shorter or longer periods. In a majority of cases these observations were followed by a conference with the teacher.

The Spirit of the Work—In every class room, high and elementary, the spirit of earnestness and industry on the part of the teacher and the ready responsiveness of pupils were characteristic. At no time did I observe the slightest act on the part of any pupil evidencing a disregard of those conditions that must obtain before the work of the school may proceed with greatest profit. There was nothing of what had the appearance of "school" discipline. Throughout there was self-control without government or the imposition of authority.

All of the teachers appear to be in possession of the greatest freedom in the conduct of their work. There was also every evidence of a desire to co-operate in any effort calculated to improve their own work. They constantly welcomed any effort to assist them.

HIGH SCHOOL.

In addition to a number of matters of mechanical and minor importance to which the attention of the Principal of the high school and the Superintendent of Schools was called, the following items are thought worthy of consideration in the further improvement of the school:

Supervision—A more carefully organized plan for constructive class room supervision by the principal would, without question, serve to establish better standards for both teachers and pupils, and for the better correlation of the work of the different departments. Under the present arrangement the major time and energy of the principal are drafted off for the performance of routine mechanical tasks, thereby preventing that constant watchfulness necessary for the attainment of the best teaching results on the part of *all* the teachers in the school.

Community Adaptation—The ideal that has brought the Boise High School into national prominence is that of establishing a close vital connection with the whole life of the community which it serves. This ideal has been fruitful of numerous successful efforts by several of the departments, especially the departments of agriculture, industrial and household arts. It is believed that efforts for the adaptation of the instruction to present-day community social needs should be made by all of the departments of the school, even those departments where such adaptation is more difficult. In particular, I feel that the class room instruction and laboratory work in both physics and chemistry is yet of the formal traditional kind and does not approximate what is now the established aim of instruction in the school.

Pupils—If the instruction in the school is as a whole not what it should be, according to the most critical standards, I think the cause may be found in the absence of determined standards of accomplishment for pupils. Such standards appear to be greatly needed in English. The written work of the pupils in the school is not, as a whole, what it should be. It has been suggested to the department of English that steps be taken to give the constructive work of the pupils greater prominence and that some plan be devised for the preservation of the principal part of the pupil's written work throughout his career in the school. No pupil, except in emergency cases, should be permitted to pass from one class to another who is seriously deficient in the English standard of that class.

Records—The system of records of pupils now in the school is wholly inadequate. In order that the school may best fulfill its responsibility to pupils, the establishment of some system that will give in detail the record—intellectual, moral and

social—of the pupil may be regarded as indispensable in the modern school that desires to be of service to the pupil, not only while he is in school, but until he finds a place in life.

ELEMENTARY SCHOOLS.

General—In all the elementary schools visited, it was plainly evident that a large effort has been made to select competent teachers and to assign them to that work for which they were best suited. The Superintendent of Schools and the several supervisors consider each class and each teacher as representing a special situation and as requiring individual methods of direction.

I saw some teaching of the highest grade; I saw much that was very good; and some that was mediocre. I saw no teacher whose work would be classified as distinctly poor. In all grades the teachers have been led to plan each day's work and to accomplish a definite result in each recitation. The range and amount of supplemental work done in each subject are significant of the progressive attitudes of the supervisory staff toward the teachers, and of the teachers toward their own duties.

Over-Age and Instruction—In certain of the schools which have been recently annexed to the Independent School District of Boise (Washington and Garfield), the number of over-age pupils in the upper grades was noticeable. This is, however, explained by the fact of annexation. The absence of over-age pupils in the lower grades of these schools is evidence of the positive influence of the existing methods and organization in bringing about more effective instruction and consequently a better classification of pupils.

Departmental Instruction—In all of the elementary schools departmental instruction obtains in the seventh and eighth grades (the sixth also in some schools). This departmental instruction represents the best that has come under my observation. The departmental teachers exhibit a high degree of competency; and what is more important, their broader interest in the welfare of the individual pupils has not been lessened.

Grade Standards—In any school system which is being developed in the rational and progressive manner, as is the case of Boise, there is an increasing need of establishing in the

minds of pupils and teachers, especially teachers, definite standards of accomplishment for the pupils in each class. There is yet a large opportunity for the supervisors and teachers in co-operation to work out standards that will present a goal to teachers and serve as stimuli to pupils. Such standards would, of course, take into special account those numerous cases of pupils for whom the ordinary regime of the school is not readily adaptable. One of the grave dangers of the modern public school is that the pupil will become a mere time-server instead of being accustomed to the performance of definite recognized results. The absence of such standards is to be plainly observed in the writing of pupils throughout the elementary schools. I have suggested to the Superintendent of Schools and the supervisors that a large use be made of certain recognized standards for elementary school subjects. Such standards now exist in arithmetic, writing and composition. There is no reason why local standards might not be developed for the other subjects for the purpose of determining and regulating the advancement of pupils.

CONCLUSION.

I cannot refrain from emphasizing one conspicuous feature of the work of all the schools; that is, the recognition on the part of all supervisors and teachers that the work of the schools is not perfect and that they have not rendered their full responsibility to the community and to children until every individual and collective endeavor has been made to accomplish larger and more effective results. The teaching and supervisory staff of the Boise schools is characterized by the absence of any professional self-satisfaction. This may be regarded as the biggest asset of the schools and the children, for it underlies all fruitful progress in public education.

Very respectfully submitted.

EDWARD C ELLIOTT.

RECOMMENDATIONS.

I. *That the School Day, the School Week and the School Year be Lengthened*, in order better to adapt the course of study and to utilize completely the school plant. (Page 3) .

II. *That the Eighth Grade be Eliminated* in accordance study and to utilize completely the school plant. (Page 3).

III. *That the High School Course of Instruction be Extended* by giving advanced courses ordinarily given in the first years of college. (Page 4).

IV. *That the Work of the Supervisory Staff be Developed* by, (a) continuing and changing exhibits of school work, (b) demonstration lessons, (c) the co-operation of teachers in the making of courses of study. (Pages 5 and 6).

V. *That a Systematic Record of Teachers* as to training, experience, appointment, promotion and performance be instituted. (Page 8).

VI. *That Special Classes for Slow and Backward Children be Established.* (Page 11.)

VII. *That a System of Cumulative Records of Pupils be Instituted.* (Page 12).

GENERAL SUMMARY.

The principal conclusions and recommendations of the committee are enumerated in brief form in the following paragraphs:

CONCLUSIONS.

A. *As to the Course of Study:* This has been arranged on a comprehensive basis with proper attention to fundamentals and with a commendable effort to adapt the instruction in the schools to the practical demands of modern community life.

B. The supervisory staff is organized in accordance with the practice prevailing in the most progressive cities of the United States. There is evidence of complete co-operation between the supervisors and the teachers. Further co-operation between the several supervisors of the elementary schools and the high school is suggested.

C. *As to the Teaching Staff:* A high standard of qualification has been maintained for the teaching staff. In the matter of selection, salary and tenure of teaching the present practices represent an enlightened and progressive school policy.

D. *As to the Classification and Progress of Children Through the School System:* By comparison with 318 other

cities in the United States, there is definite evidence that the problem of the proper classification of children as to over-age is being successfully handled; that adequate provision has been made to permit children of unusual ability to advance rapidly; that pupils are retained in school to an extent that is equaled by very few cities.

E. *As to the School Plant*: This is in a highly satisfactory condition. The present policy of the school authorities as to the selection of sites, the construction, repair and care of school buildings, and the provision for play parks is approved.

F. *As to School Expenditures*: On the basis of a comparison with 37 selected cities, it is found that, (a) owing to the high qualifications of teachers and the variety of school activities Boise ranks fairly high in the cost of elementary education; (b) owing to careful management, the cost of high school education in Boise is less than in half of the other cities; (c) owing to the very large percentage of children in the high school, Boise devotes to the high school a relatively large proportion of all the money spent for public education; (d) a larger part than is customary of the money available for public education is devoted to paying for instruction, and a smaller part for maintenance and operation of the plant.

G. *As to Community Co-operation*: The community and the school system co-operate in a most commendable manner. The school officials enjoy the general confidence of the community and receive its undivided support in their efforts to develop the school system to the highest possible degree of effectiveness.

ABSTRACT OF SUPPLEMENTARY REPORT ON TEACHING.

(Edward C. Elliott.)

There is a characteristic spirit of earnestness and industry on the part of the teachers and supervisors, and a ready responsiveness on the part of pupils. The schools are self-controlled.

The ideal that has brought the Boise High School into national prominence is that of establishing a close vital connection with the whole life of the community.

The most conspicuous feature of the school system is the

attitude of the supervisors and teachers that the work of the schools is not perfect and that they have not rendered their full responsibility to the city and to the children until further individual and collective endeavors have been made to accomplish larger and more effective results.

EDWARD C. ELLIOTT,

Professor of Education and Director of Course of Training of Teachers, University of Wisconsin.

CHAS. H. JUDD,

Director of School of Education, Professor of Education, University of Chicago.

GEORGE D. STRAYER,

Head of Department and Professor of Educational Administration, Teachers' College, Columbia University.

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