The Chicago Junior High School

Ellen Gonnelly

Loyola University Chicago

Follow this and additional works at: https://ecommons.luc.edu/luc_diss

Part of the Education Commons

Recommended Citation

This Dissertation is brought to you for free and open access by the Theses and Dissertations at Loyola eCommons. It has been accepted for inclusion in Dissertations by an authorized administrator of Loyola eCommons. For more information, please contact ecommons@luc.edu.

This work is licensed under a Creative Commons Attribution-Noncommercial-No Derivative Works 3.0 License. Copyright © 1956 Ellen Gonnelly
THE CHICAGO JUNIOR HIGH SCHOOLS

by

Ellen Connelly

A Dissertation Submitted to the Faculty of the Graduate School
of Loyola University in Partial Fulfillment of
the Requirements for the Degree of
Doctor of Education

February
1956
PREFACE

During nine years, from 1924 to 1933, Chicago had a system of junior high schools as part of the public school organization. The school problems which beset the Board of Education in 1923 led to the adoption of the junior high school plan in 1924. Economic problems which beset the Board of Education in 1933 led to its abandonment.

The story of the development of the junior high schools and their contributions to the education of Chicago's youth is an interesting one.

Very special thanks are due to my father, Joseph F. Connelly, who served as District Superintendent in Charge of Junior High Schools during their entire period of existence, and to Dr. William H. Conley and Dr. John Wozniak for their kindness and helpfulness.
LIST OF TABLES

Table                                      Page
I.  TIME REQUIREMENTS IN ALL COURSES FOR SEVENTH
    GRADE..........................................................  74
II. TIME REQUIREMENTS IN VARIOUS COURSES FOR EIGHTH
    AND NINTH GRADES............................................  75
III. NUMBER OF PUPILS ENROLLED BY COURSES IN THE JUNIOR
     HIGH SCHOOLS OF CHICAGO IN 1926.........................  103
IV.  PER PUPIL COST IN THREE TYPES OF PUBLIC SCHOOLS IN
    CHICAGO IN 1924 and 1925.................................  107
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. INTRODUCTION</td>
<td>1</td>
</tr>
<tr>
<td>Historical development of reorganization of schools—Chicago's school problems in 1923.</td>
<td></td>
</tr>
<tr>
<td>II. SUMMARY OF RELATED RESEARCH AND OTHER PUBLICATIONS</td>
<td>15</td>
</tr>
<tr>
<td>Theses about Chicago's junior high schools—Periodical articles about Chicago's junior high schools—Theses, textbooks, and yearbooks about junior high schools throughout the United States, 1924--1933.</td>
<td></td>
</tr>
<tr>
<td>III. THE DECISION OF THE BOARD OF EDUCATION TO OPERATE A 6-3-3 SCHOOL ORGANIZATION IN CHICAGO</td>
<td>39</td>
</tr>
<tr>
<td>Early attempts at school reorganization—The educational commission—The recommendation of the educational commission to establish junior high schools in Chicago—Arguments concerning junior high schools—Approval of principals and equipment.</td>
<td></td>
</tr>
<tr>
<td>IV. PLANS AND PREPARATIONS FOR OPENING FIVE JUNIOR HIGH SCHOOLS IN SEPTEMBER, 1924</td>
<td>61</td>
</tr>
<tr>
<td>Preparation and examination of teachers—Building preparation—Curriculum plans—Extracurricular activities.</td>
<td></td>
</tr>
<tr>
<td>V. EXPANSION OF THE JUNIOR HIGH SCHOOL SYSTEM 1925--1933</td>
<td>79</td>
</tr>
<tr>
<td>Building facilities—Membership growth—Staff—Special features of the junior high schools—Meeting the objections of organized labor, June 3, 1924—Strayer school survey report—Status of junior high schools in June, 1933.</td>
<td></td>
</tr>
<tr>
<td>VI. DECISION OF THE BOARD OF EDUCATION TO RETURN TO THE 8-4 SCHOOL ORGANIZATION FOR CHICAGO</td>
<td>113</td>
</tr>
<tr>
<td>Action of the board of education, July 12, 1933—Board president's statement—Public reaction—Disposition of junior high school teachers and buildings—Editorial in America for September 23, 1933.</td>
<td></td>
</tr>
</tbody>
</table>
VII. STATUS OF THE JUNIOR HIGH SCHOOL IN THE UNITED STATES IN 1965................................................... 126

Trends in school reorganization--Objectives of the junior high school--Nature of the junior high school pupil--Staff--Ability grouping and individual differences--Curriculum--Guidance--Activities program--Junior high school plant--Public relations--Pattern for present day junior high school.

VIII. CONCLUSION............................................................... 153

Resume--Comparison of Chicago's junior high schools with practices prevalent in junior high schools in 1955--Questions concerning the re-establishment of junior high schools in Chicago--Recommendations.

BIBLIOGRAPHY................................................................. 170

APPENDIX EXCERPTS FROM THE OFFICIAL REPORT OF THE PROCEEDINGS OF THE BOARD OF EDUCATION OF THE CITY OF CHICAGO........ 176

Authorization of educational commission--Proposal to establish junior high schools--Arguments concerning the junior high school for Chicago--Reply of the Board of Education--Statement from the president regarding economy--Report of the special committee on economy.
CHAPTER I

INTRODUCTION

HISTORICAL DEVELOPMENT OF THE REORGANIZATION OF SCHOOLS

Dissatisfaction with the organization of our American school system began more than fifty years ago. This discontent began in the colleges and universities whose representatives prepared committee reports dealing with economy of time and related matters of college preparation. An important inspiration for these pronouncements was the well-known speech made by President Charles Eliot of Harvard University which advocated a wide reform in the preparation of college students.

President Eliot was a pioneer in the movement to reorganize the system of education in the United States. His interest was born of a desire to combat the rising age of students who were being admitted to Harvard and the consequently older age at which they were being graduated. He saw that students could enter Harvard at a younger age if he could induce school administrators to eliminate interest-killing duplications and unnecessary reviews in the elementary and secondary schools.

In 1886¹ before the Department of Superintendence of the National

¹ Calvin O. Davis, Junior High School Education, Yonkers-on-Hudson, N.Y., 1924, 16.
Education Association, President Eliot gave an address entitled "Can School Programs Be Shortened and Enriched?" In 1892\(^2\) before the same body, he followed this by another address, "Shortening and Enriching the Grammar School Course." He pointed out that the graduate of the French lycee was considerably advanced over the American high school graduate of the same age. This superiority of the French student was not due to higher mental ability.

President Eliot attributed the poor showing of the American student to waste in the elementary school, to the inclusion of irrelevant materials in the curriculum, to the practice of having excessive amounts of time devoted to reviews which served no useful purpose, to duplication of work throughout the grades. President Eliot urged the school administrators to prune sharply the extraneous and repetitive material. In place of it he advocated the enrichment of the elementary school program by the earlier introduction of natural science, mathematics and foreign language.

As a result of President Eliot's speeches, the Department of Superintendence appointed the now famous Committee of Ten with President Eliot as chairman. Their report in 1893 exerted a great influence on later educational reforms. A quotation from the report will bring out in striking manner its potent influence upon the subsequent development of the junior high school.

"It is feasible and advisable that all of the principal subjects (except Greek) which are offered in the secondary school should be begun in the grades

\(^2\) Ibid., 17.
before high school."  

In commenting on the report of the Committee of Ten Report Davis made the following statements:

"Taken as a whole, the report of the Committee of Ten may be regarded as a forward-looking report. It lent its approval to remedial suggestions which later became vital factors in the organization of the junior high school. Thus, it subscribed to the principle of an enriched program of studies for secondary schools; the reduction of the elementary school to six years; the recognition of individual interests and ambitions among pupils; the assignment of adequate, though not uniform, classtime allotments for the various subjects of study; and the adoption of departmental teaching below the ninth grade."

The Committee of Ten stated that it is impossible to arrange a satisfactory secondary school program limited to four years and founded on the current elementary school subjects and methods. As one solution for the problem the committee recommended that the secondary period should begin two years earlier. "Under the present organization, elementary subjects and elementary methods are, in the judgment of this Committee, kept in use too long."  

In 1893, the Department of Superintendence appointed the Committee of Fifteen to consider the same general problems. In one section of its report it dealt with elementary education. In contrast with the Committee of Ten, it favored retaining the eight-grade organization but advocated the teach-

3 Ibid.  
4 Ibid., 18.  
5 William A. Smith, The Junior High School, New York, 1925, 75.
ing of Latin and Algebra rather than English grammar and arithmetic in eighth grade. This committee's influence was not so great as that of the Committee of Ten.

The Report of the Committee of Fifteen is somewhat ponderous in its discussion and never had the practical influence of the report of the Committee of Ten. Nevertheless, the combined influence of these two reports led to a more or less general adoption of the principles of departmental organization of teaching and of promotion of pupils by subjects in the seventh and eighth grades considerably before the junior high school, as such, was conceived.6

In 1899, the Committee on College Entrance Requirements which had been appointed in 1895 by the Department of Secondary Education of the National Education Association made its report. It agreed with the Committee of Ten on the shortening of the period of elementary education to six years. The report, however, indicated that a six year secondary school was desirable rather than two separate three-year institutions. The report stated that

The most necessary and far-reaching reforms in secondary education must begin in the seventh and eighth grades of our schools. Educators agree that these grades must be enriched by eliminating non-essentials and adding new subjects formerly taught only in the high school.... The seventh grade, rather than the ninth, is the natural turning point in the pupil's life, as the age of adolescence demands new methods and wiser determination. Six elementary grades and six high school, or secondary grades, form symmetrical units.7

The agitation for reorganization of the schools continued in the opening years of the twentieth century. In 1901, Professor John Dewey gave

6 Davis, Junior High School, 19.
7 Smith, Junior High School, 75-76.
an address at the University of Chicago Conference of Affiliated and Cooperating Schools. He stated that six years ought to be enough time for the elementary school to perform its legitimate functions.\(^8\)

In 1902, President William Rainey Harper advocated (at the University of Chicago Conference of Affiliated and Cooperating Schools) a gradual approach to the six-year elementary school. As an initial step he proposed that the work of the eighth grade be connected with that of the secondary school and that the work of the secondary school be extended to cover the first two years of college work. The programs of the University Laboratory School and of the College of the University of Chicago are still influenced by this suggestion.\(^9\)

President Harper served as chairman of the Commission of Twenty-one appointed by the annual conference at the University of Chicago in 1903.\(^10\) This commission was composed of three committees of seven members each to consider the problem of reorganization—one from the point of view of the elementary school, one from the point of view of the secondary school, and the third from the point of view of the college.

In 1903 Superintendent J. N. Greenwood of Kansas City delivered an address to the Department of Superintendence. He pointed out that the elementary schools in his city were organized on the basis of seven years. The

---


9 Smith, *Junior High School*, 77-79.

10 Ibid., 80-82.
pupils were able to complete as heavy a course of study as was being offered by the best schools of the country for completion in eight years.\textsuperscript{11}

The National Council on Education appointed the Committee on the Cultural Element and Economy of Time in Education in 1907 under the chairmanship of President James H. Baker. The Department of Secondary Education of the National Education Association appointed the Committee on the Advisability of the Six-Six Plan in 1905.

In 1911 the Department of Superintendence, at the suggestion of President Henry Sussallo, appointed the Committee on Economy of Time in Elementary Education. It issued its report in 1913. It advocated inclusion of grades seven and eight in the period of secondary education. President Sussallo recommended that the secondary school be divided into two administrative units—a junior high school and a senior high school.\textsuperscript{12}

In reporting all of these committees, Davis makes this summary:

One and all of these committees subscribed to the principle of elimination from the course of study of many worn-out and impractical subjects; a better articulation of the work offered in the several years; and a complete reorganization of the public school system on the basis of a six-six arrangement of grades. In none of them however, does it appear that the idea of subdividing the six year high school into two wholly differentiated parts entered into the deliberations of the committees or found expression in their formulations. It was the six year high school that was advocated.\textsuperscript{13}

\begin{flushright}

\textsuperscript{12} Smith, \textit{Junior High School}, 90.

\textsuperscript{13} Davis, \textit{Junior High School}, 21-22.
\end{flushright}
The preceding brief accounts of addresses and committee reports may serve to give some indication of the ferment in which American educators were seeking to render the elementary and secondary schools more responsive to the needs of pre-adolescent and adolescent pupils. Many other committees were working on the problem but it seems unnecessary to list them since their purposes and findings were similar to those reported in the preceding pages.

All of these important committee reports, however, were largely concerned with the college problem. Any reorganization they advocated was intended to produce desirable results at the college level. School superintendents were becoming concerned with problems at the elementary and secondary levels. The high rate of pupil failure, excessive retardation in the schools and pupil drop-outs were causing consternation among school administrators. They felt that part of the cause of these undesirable conditions was to be found within the school organization itself. They were also becoming acquainted with new psychological concepts of adolescence and individual differences.

G. Stanley Hall was the American child psychologist who exerted great influence in this direction in the early years of this century although many of his theories have been questioned and discounted in later years. He stressed the "sudden-change" and "storm and stress" ideas of adolescence. The concept of individual differences also received impetus from the work in mental testing of Binet and Simon in France. Early testing in the fields of spelling, arithmetic, handwriting, and reading reveal the awakening interest in discovering individual differences on the part of American educators.
Progressive educators sought a genuine reform in aims, content, methods, and spirit in elementary and secondary education as well as a better articulation of the curriculum throughout the various grades and a complete reorganization of the elementary schools. This reorganization took various forms in various cities: six-two-four, seven-four, six-six, six-three-three. It is perhaps impossible to date the origin of the junior high school. Richmond, Indiana organized its schools on the six-two-four basis as early as 1896 and in the decade which followed several variations appeared in the other cities. Berkeley, California adopted the six-three plan in 1909; Los Angeles in 1911; and Grand Rapids, Michigan also in 1911.

By 1920 the factors previously cited, coupled with a school building shortage due partly to World War I and a change in the cultural context of our country, as it moved more rapidly from a primarily rural economy to the highly centralized and organized urban economy, made school reorganization advance rapidly. The favored form of reorganization at that time was the change from the eight-four organization to the six-three-three form with the inauguration of a junior high school as a connecting link between the existing elementary and high schools. By 1935 the junior high school had achieved status and became a standard part of the educational system in most cities.

On the whole reorganization has contributed fundamentally to the improvement of the educational program and to the democratization of education. The contributions of the junior high school have been great. It has led to increased retention of pupils and has attempted, with marked success, to serve each pupil as fully as possible regardless of ability or educational aims—a responsibility of the schools clearly recognized in the reports of several committees of the Commission on the Reorganization of Secondary Education (appointed in 1913) and commissions of more recent times.15

It should be evident that the junior high school is the result of not one man, committee, city or year. Many men, committees, cities labored over a period of three decades to arrive at an adequate solution to the problems of poor articulation between high schools and elementary schools; waste of pupils' formative years; duplication of effort; senseless reviews; pupils' lack of interest in school work; excessive retardation; unfortunate elimination of pupils from schools; and failure to meet the abilities, interests, and needs of individual pupils.

Chicago's School Problems in 1923

In the light of all this thinking, discussion and experimentation from 1888 on through the years, it is almost unbelievable that in 1924 men and women in Chicago should complain that the junior high school was being foisted upon the city without adequate explanation.

Chicago was following the general pattern throughout the country when it inaugurated a system of junior high schools in 1924. Chicago's school buildings were inadequate; they were too old and too few and they were

15 Ibid., 829-830.
not equipped with the special features essential to a good program for young adolescents: libraries, gymnasiums, shops, music rooms, art rooms, science rooms. The Chicago schools had failure problems. They had retardation among the pupils. They had a high rate of elimination of pupils. Their administrators were familiar with the psychological trends that were bringing reorganization to other school systems. Thus Chicago was following the general trend when it inaugurated its system of junior high schools. Departing radically from the general pattern, however, Chicago abandoned the junior high school system in 1933.

It is the purpose of this dissertation to record the history of the junior high schools of the Chicago Public School System during the nine years they were in operation. More specifically, this study attempts to answer these questions:

1. Under what circumstances were the junior high schools introduced to the Chicago Public School system in 1924?

2. What was the original role of the junior high school in Chicago and what were its characteristics?

3. What was the growth of the junior high school in Chicago?

4. Why did the Board of Education decide to abandon the junior high school in 1933?

5. In the light of contemporary (1955) theory and practice in other cities, was the 1933 decision of the Board of Education wise?

A study of statistics available for 1952 through the United States
Office of Education reveals that 57 per cent of secondary schools in the United States are of the reorganized types, that is, six-three-three plan or six-six plan. About 75 per cent of the children enrolled are attending re-organized types of secondary schools. Also, 54 per cent of seventh and eighth graders are now attending separate junior high schools or six-year high schools.

The period of greatest increase in the number of junior high schools was the decade between 1920 and 1930. Recent statistics, however, show that the number is still increasing.

From the beginning of the reorganization movement in the 1890's down to the present day, the desire to develop a more effective program of elementary and secondary education has been the prime motivating force in the introduction of educational reforms and reorganization in our public school system.

In view of the general acceptance of an continued trend toward the reorganization of school systems throughout the country, an examination and appraisal of the experience of Chicago with the junior high school seems to be of value and interest.

Early attempts to introduce the junior high school into the Chicago school system were made in 1918 when three junior high schools, the Parker, the Hibbard, and the A.O. Sexton, were started. Of these only the Parker


continued to function. It continued without much encouragement or real
development until 1924. During that year five junior high schools, including
a revitalized Parker, were organized. The official reports of the Board of
Education show that there were twenty-nine junior high schools functioning in
the city by 1933. In July, 1933, by action of the Board of Education all of
these junior high schools were abolished and the Chicago school system returned
to the eight-four plan of organization.19

It is the purpose of this dissertation not only to record but also
to evaluate the development and demise of the junior high school in Chicago.
The following brief overview indicates the nature and purpose of
the individual chapters.

Chapter II summarizes thesis studies of the Chicago junior high
schools which were written while the junior high schools were in existence.
Related books and articles written during that same period of time which are
helpful in understanding the junior high school system in the United States
are also reviewed.

The philosophy and practical considerations which led the Educational
Commission of the Board of Education to recommend the adoption of the six-
three-three plan of organisation for the Chicago Public School System are
examined in Chapter III.

In Chapter IV the plans and preparations for opening five junior
high schools in September, 1924 are presented.

19 Official Report of the Proceedings of the Board of Education
of the City of Chicago, No. C-39011, July 26, 1933, 32-33.
The expansion of the junior high school system in the years 1924 to 1933 is discussed in Chapter V.

Chapter VI considers the decision of the Board of Education to return to the eight-four plan of school organization for the Chicago schools.

Chapter VII reviews books, articles and monographs on the junior high school of the present day. This material is included as a basis for the evaluation of the Chicago junior high schools of a quarter of a century ago.

The final chapter summarizes the history of the junior high schools in Chicago and the present status of the junior high school in the United States. In the light of the results of the present investigation, recommendations are presented concerning the wisdom of the decision of the Board of Education to abandon junior high schools for Chicago.

The bibliography precedes an appendix which presents excerpts from the Official Proceedings of the Board of Education of Chicago for the years 1923 through 1933. These deal directly with the fate of the junior high schools.

Many interesting materials have been examined in the preparation of this thesis besides the official record of the Chicago Board of Education. Superintendent William McAndrew prepared annual reports for each of the two years during which he served in Chicago. Three handbooks for junior high school teachers were prepared. They dealt with the theory and practice of the junior high school; the junior high school assembly program and the program of socializing activities. Books, articles, theses, and monographs dealing with
the junior high school during the decade from 1924 to 1933 and during the
decade from 1945 to 1955 complete the list of materials consulted.
CHAPTER II

SUMMARY OF RELATED RESEARCH
AND OTHER PUBLICATIONS

In preparing reviews of theses dealing specifically with the junior high schools of Chicago it became manifest that a complete treatment of the subject required study of related materials. Articles—not theses—written about the Chicago junior high schools are helpful as well as theses and books concerned with junior high schools in the United States as a whole. Hence this chapter is organized into two parts:

a. Three theses and sixteen articles which are sharply limited to consideration of the junior high schools of Chicago

b. Two theses, two textbooks, and a yearbook surveying a wider field but included here because of their bearing on the Chicago movement.

During their relatively short life, the Chicago junior high schools were the subject of three Master's theses. The first of these is by Genevieve Naughton Ward who did her graduate work at DePaul University. It is entitled History and Organization of the Junior High Schools in Chicago. Each of the other two theses was submitted to the faculty of Loyola University, Chicago. Sister M. Cecelia Himebaugh, O.S.B., considered Theories Concerning Junior High School Curricula with Their Application to the Junior High Schools of Chicago. Lucille Inez Redmond wrote The Beginning and Growth of the Chicago Junior High School.
There were many articles published in periodicals about the general features or about some special phase of the Chicago junior high schools. These are named as they are discussed in this chapter.

In addition to these materials written specifically about the Chicago junior high schools, two other theses dealing with junior high schools in other places but falling within the same time period are reviewed here. Henry C. Mills compared the efficiency of the eight-four and six-three-three systems of schools as measured by the scholastic achievement of their pupils. Ronald William Clark surveyed the Status of the Junior High School in Illinois (Outside of Chicago.) Both of these studies have interesting implications that have been helpful in preparing the present study.

Of the many books written about the junior high schools during the 1920's, two have been chosen for discussion at this time. Calvin Olin Davis' book Junior High School Education was published in 1924. William A. Smith published The Junior High School in 1925. Both represent the thinking on school reorganization in the early years of Chicago's junior high schools.

The final material here considered is the fifth yearbook of the Department of Superintendence of the National Education Association. It is entitled The Junior High School Curriculum. Part I discusses the place of the junior high school in the American program of education. Part II briefly explains the organization of the department for curriculum revision. Part III gives the National Subject Committee Reports. The yearbook, too, represents the consensus of educators interested in school reorganization during
the time Chicago's junior high schools were in existence.

**Theses About Chicago's Junior High Schools**

Mrs. Ward's thesis traced the history of the junior high school movement in the United States from the speech of President Eliot in 1892 through the deliberations of the Committee of 1907. She then traced the growth of the Chicago junior high schools discussing these topics: Board action to initiate junior high schools, preparation of teachers, examinations for teachers, opening the various junior high schools, curricula, organization of a school program, and the success of the Chicago junior high schools in satisfying the needs of the pupils of junior high school age range in Chicago. The treatment of these topics appears to be based largely upon Mrs. Ward's experience in the junior high school. Her outline of the courses offered and the daily schedule of work is excellent. She has an interesting and helpful discussion of the long class period which allowed for supervised study. In relation to the opposition which developed when the junior high schools were proposed, Mrs. Ward says:

The mass of people were wholly ignorant of the facts given forth in the foregoing chapter and did not know that the movement was motivated by its success throughout the United States. Those who were unfamiliar began to view with alarm what they thought was an entirely unexplored field.

---


Sister M. Cecelia Himesbaugh, O.S.B., was concerned with curricular theories as they apply to the junior high school. Her thesis reviews theories concerning curricula for junior high schools expounded by such leaders as Charles H. Judd, Franklin Bobbitt, Leonard V. Kooe, David Sneden, Rolla M. Tryon, and James M. Glass of the Pennsylvania State Department of Education. She then presents a brief chapter describing the multiple curricula offered in the Chicago junior high schools. Her final chapter constitutes a criticism and a proposed theory on curriculum construction. She found the courses offered in the Chicago junior high schools valid according to her theory of the "psycho-biological nature of the adolescent." Her adverse criticism is in the realm of moral training which is caused, she says, by the prohibition of the teaching of religion in the schools. This criticism would apply to all public schools and not just to the junior high school. She concludes with these statements:

And so, with all our modern nomenclature and modes of presentation, the actual staple commodity of education is relatively unchanged. It is like a meandering river; deflected ever and anon by ephemeral fads and theories, it still holds true to its general direction, for the really worthwhile contents of it are truth, and truth is unchangeable.3

This thesis represents much research through reading about junior high school curricula and visits to view the actual practice of the theory in the Chicago junior high schools.

3 Sister M. Cecelia Himesbaugh, O.S.B., Theories Concerning Junior High School Curricula with Their Application to the Junior High Schools of Chicago, Unpublished Master's Thesis, Loyola University, Chicago, Illinois, 1931, 70.
The third thesis about the Chicago junior high schools is by Miss Redmond. She examined several authorities to determine the characteristics of a true junior high school agreed upon by all of these writers. She presented a list of seven such characteristics. She traced the beginning of the Chicago junior high schools in 1918 and 1923. The emphasis in her thesis is upon the objectives of education in the Chicago junior high schools and their implementation through curricular provisions and extracurricular activities. Her thesis concludes with a list of seven advantages offered by the junior high schools of Chicago to young adolescent pupils: (1) they have induced the pupils to remain in school longer; (2) they provide homogeneous grouping; (3) pupils are permitted to advance according to their ability; (4) more successful provision is made for over-age pupils; (5) they bridge the gap between elementary school and high school; (6) they offer better vocational guidance; (7) they permit a more suitable type of discipline for this age pupil.

Periodical Articles About Chicago's Junior High Schools

The first periodical article about Chicago's junior high schools by R. L. Lyman appeared in the December, 1924 issue of School Review. Lyman noted that the junior high schools had been in existence only four weeks when

---

he wrote the article. He offered an explanation of the necessity felt by the Board of Education for getting started quickly in 1924 with the junior high school program. "The city was already a decade behind in school organisation; the time had come when the start must be made. Moreover, the junior high school idea, in the face of serious opposition, must be "sold" to the city by the successful operation of a few junior high schools."  

Further consideration of the opposition of organised labor to the Chicago junior high schools is given by Lyman. He points out that the primary purpose of this educational reorganisation contradicts their criticisms. 

The very genesis of the junior high school is in the movement to supplant a restricted curriculum for the privileged few with a more varied curriculum designed for the many. The avowed purpose is to keep the children of all of the people in school for longer training in practical citizenship. Moreover, the experience of other cities is that far from being "undemocratic" and promoting "class-education," the intermediate school has proved the exact opposite and has come to be so regarded by the very elements of the population which in Chicago are voicing the criticisms here named.  

Lyman describes the curricula, the home-room activities, and the school day schedule. He concludes his article with these optimistic views. The teachers and pupils are happy in their new experiences, however; the leadership is fearless and progressive; and the outlook, on the whole, is promising. Thoughtful citizens of Chicago are congratulating themselves that their city, at least ten years behind cities


6 Ibid., 736.
like Cleveland and Detroit, is finally embarked upon an educational reorganization which includes intermediate schools as an integral part of the system. The goals of better buildings, more varied curriculums, enriched courses of study and improved teaching for Grades VII, VIII, and IX, the essentials of the junior high school, seem to be fairly in sight. 7

A series of sixteen articles dealing with various phases of the junior high school appeared in the Chicago Schools Journal between January, 1925 and January, 1932. These articles were written by professors at the Chicago Teachers College, junior high school teachers, principals, district superintendent, an elementary school teacher, an art supervisor, and a specialist from the central administrative office.

The first article, 8 written by a member of the Department of Education at the Teachers College, discusses twelve functions of the assembly in the junior high school program. It advocates pupil responsibility in planning and staging the programs, and in audience participation. The material is similar to that in the Junior High School Handbook on Assemblies to which reference is made in Chapter V (see page 99).

Two articles deal with the junior high school program in mathematics. Edgar C. Hinkle, then a member of the mathematics department of the Teachers College, considered the place of arithmetic in the program. He pointed out that seventh grade teachers do not agree that pupils will have mastered the fundamental operations with integers, common and decimal fractions by the

7 Ibid., 745.

end of sixth grade. He outlined a series of topics beginning with the fundamental operations and continuing through the graph and formula to indirect measurement by scale drawing, similar triangles, and the right triangle.

It is the duty of teachers in the junior high school to make mathematics clear, simple, easy—though it may be difficult—and as useful as possible. This is the way to help pupils find the "royal road to mathematics," for it does exist, and they can be led to find it, to travel over it, and enjoy the trip. 9

In the second article, J. T. Johnson, 10 who was also a member of the mathematics department of the Teachers College, discussed the advisability of including geometry in the junior high school mathematics program. He advised against it for two general reasons. The junior high school course is full enough without it; and its inclusion then will take away the zest from further study of geometry in the senior high school.

Wilbur Hatfield 11 outlined a course in English for the junior high school. He was a member of the department of English at the Teachers College. He discussed the purposes of English instruction and suggested activities that should be included to cover the several phases of the broad general field of English. He pointed out advantages and disadvantages to the plan


of departmental work for the junior high school. Finally, he noted the fine
library program in the junior high schools and remarked that, in contrast,
some of the senior high schools then had no library facilities. This seems
very strange in view of the fine library facilities and instruction now found
in all the senior high schools.

Two other articles dealt with the library program of the junior
high schools. Peter B. Ritzma,12 principal of the Farragut Junior High
School, described the purposes of the program and the physical facilities
being developed. Agnes Vetter,13 a junior high school librarian, discussed
the services of the library to the students and to each of the departments of
the school.

In an article on physical education in the junior high school,
Georgia Veatch,14 a junior high school teacher, expounded the idea of using
squad leaders to facilitate the handling of large classes. She also outlined
the aims of the work in physical education.

Miss Clara Kruse, an art supervisor, discussed the objectives of
art education in the junior high school. She stressed the values for the
average pupil who has no special talent in art as well as the opportunities
for further development for the specially talented students. "All the

12 Peter B. Ritzma, "The Junior High School Library," Chicago
Schools Journal, III, December, 1929, 146-149.

13 Agnes Vetter, "A Junior High School Library at Work," Chicago
Schools Journal, XII, February, 1930, 244-246.

14 Georgia E. Veatch, "Physical Education in the Junior High
students leave the junior high school more richly endowed with the sense of beauty and happiness in doing."15

Two articles dealt with the socializing activities of the junior high school. The first of these by Harold Postal, then a junior high school teacher, stressed the value in providing wholesome enjoyment for children of the junior high school age of a social group comprised of teacher and pupils. The teachers realized, he states, "that through spontaneous interests the children may be led to higher aims and ideals."16

The second of these articles is by Sophie Theilgaard,17 principal of the Foreman Junior High School. She served as chairman for the committee which prepared the handbook for junior high school teachers which dealt with this same topic among others. She pointed out that, while many of the responsibilities for helping young adolescents had been readily accepted by teachers, there was still some reluctance to accept as a school responsibility training in the enjoyment of simple pleasures, intelligent conversation, and the organization of group efforts on the basis of individual contributions.


These she felt should be definite objectives of the socializing program to the end that the pupils might be trained to contribute effectively to the success of any group in which they might find themselves later.

These ten articles from the Chicago Schools Journal were all concerned with aspects of the curriculum itself. Other phases of the junior high school program were discussed in the remaining articles.

Edward E. Keener, then director of educational research for the schools of Chicago, described the program of homogeneous grouping adopted for the Chicago junior high schools. The Otis Classification Test was the basis of the grouping. Adjustments were made from time to time when a pupil showed signs of having been improperly placed by the use of the test results. Keener states that the grouping plan was employed in the junior high schools as a means of fitting the schools to the pupils. Teachers were asked to adjust the regular curriculum to give the pupils activities which they could do and from which they would receive the greatest benefit. He stated that teachers were somewhat skeptical of the values of grouping at the beginning of the program.

But after nearly two years of trial, they are now almost 100 percent for homogeneous grouping as the best means of taking care of individual differences under present conditions. We know that the grouping has made it easier for us to fit the junior high school to the pupil and to give him opportunities to do something which is within his ability and from which activity he will derive benefit.18

William T. McCoy, principal of the Curtis Junior High School, discussed individual differences in a broader fashion in his article. After

tracing the differences in education for different classes in England and Germany, McCoy followed the development of the American ideal of providing the opportunity for every citizen to develop his mental powers to the limit of his capacity and his ambition.

The junior high school holds that the process of education should be a source of eager interest and of happiness to children even of minimum ability. It conceives that this can be effected by exploring the natural aptitude of the individuals and by allowing such changes of course as may remedy mistaken choices.19

The article continued with provisions which may be made for individual differences. Some of them can be provided for by ability grouping. Remedial classes offered an opportunity to diagnose weakness and to provide individual instruction to avoid failure. Every effort was made to prevent the formation of the habit and mental attitude of failure because the junior high schools conceive their great function to be not only that of keeping children in school, but that of keeping them in progress toward the senior high school, according to McCoy.

These two articles were extremely important in view of the theory of the widening of differences in many phases of development found in the young adolescent group of pupils.

Joseph F. Connelly,20 district superintendent of the junior high schools, traced the first five years of the development of the Chicago junior

---

19 William T. McCoy, "Individual Differences in Junior High School," Chicago Schools Journal, XII, November, 1929, 93.

high schools. He stressed the advantages for broader education offered in the junior high school. He presented figures to show an increase in high school enrollments which was greater than the increase in the city population would explain. More eighth graders were continuing with ninth grade work and more ninth graders were continuing into the tenth grade than had formerly been the case.

Articulation between the several parts of the school system continued to occupy the attention of educators. It was claimed that the junior high school improved the adjustment to senior high school. The effect of removing the seventh and eighth graders on the elementary school was discussed by Newcomb,21 the assistant principal at the Penn Elementary School. At first they found themselves at a loss for pupil leadership without the seventh and eighth graders. Soon, however, they found that fifth and sixth graders were quite capable and were anxious to help direct the activities in and around the school. This article gave concrete evidence that the removal of seventh and eighth graders from an elementary school provided opportunities for desirable leadership and citizenship training and activities in the fifth and sixth grades.

A special committee of junior and senior high school teachers under the chairmanship of a high school principal, Olle Winter, investigated

difficulties of articulation between the junior and senior high schools. The most serious difficulties they found existed in the content fields because of differences in textbooks and in teaching methods. Connelly\(^{22}\) used the findings of this committee as the basis of a talk to the English Club of Chicago. This talk was reproduced in the *Chicago Schools Journal*. In his talk, Connelly pointed out that better understanding by each group of the work of the other was necessary and could best be secured by a series of intervisitations and conferences. The problem of whether the junior or senior high school should change the work of the ninth grade was quite difficult. The senior high school felt that by reason of its seniority and tradition its position should obtain. The junior high school, on the other hand, felt that its program had been founded on a study of what would be the best education for the young adolescent. To retreat from its position would be to deny one of its foremost objectives: to provide adequate educational opportunities suited to the needs, interests, and abilities of the young adolescent. Further reference to this study of articulation is made in Chapter V (see pages

Another source of prejudice on the part of the senior high school teacher was the difference in preparation, salary, and responsibility between the teachers of the senior and the junior high schools. A committee of junior high school teachers together with two Teachers College teachers under

the chairmanship of a junior high school vocational advisor studied the teaching lead and conditions in the junior high school. Miss Florence Clark, the chairman, prepared their report and an article for the Chicago Schools Journal. The committee recommended working conditions more nearly like those in the senior high school to promote better articulation of the work of the two institutions. They drew up a set of ultimate standards approximating those of the senior high school. They presented also a list of immediate standards which they felt should be adopted at once to improve the junior high school teacher's situation. Smaller classes and more equitable distribution of extra-class duties were the two major considerations.

These sixteen articles which appeared over a seven-year span of time are evidence of keen interest in many phases of the junior high school program. They range from philosophical considerations, through curriculum problems, to the more mundane, but nonetheless important, working conditions of the teachers. This renaissance of professional enthusiasm for the schools may be considered a by-product and a distinct gain brought about by the organization of the junior high schools in the city.

Theses, Textbooks, and Yearbooks about Junior High Schools Throughout the United States, 1924-1933

The theses and articles considered so far in this chapter are related

---

to the junior high schools of Chicago. Two theses which relate to junior high school problems elsewhere in the nation are interesting in comparison.

One of the claims of the junior high school in the early period of school reorganization was that it would provide better teaching for young adolescents. Mills compared the efficiency of the eight-four and the six-three-three systems of schools. He paired six school systems, one of each type in cities of twenty thousand, forty thousand, and one hundred thousand population in Massachusetts. He compared time allotments and test results for arithmetic, reading, history, literature, language usage, spelling, nature study, and science.

The testing program revealed superiority in general for the pupils of the eight-four type schools. This general superiority was largely due to strikingly higher achievement in spelling, with slight superiority in history, literature, and language usage also contributing to it. In arithmetic and reading, the testing program revealed no significant difference in proficiency of pupils although the eight-four systems devote larger time allotments to these subjects than do the six-three-three systems. In nature study and science, the six-three-three systems secured the higher standing.

Mills concludes his study:

Tentatively, this conclusion might be widened slightly and it might be urged that for industrial centers in New England, with populations ranging between twenty and one hundred thousand, the traditional organization of schools secures, on the whole, the higher achievement, while the newer, junior high school, organization, in addition to its assumption of a number of functions not equally recognized in the eight-four systems, shows a tendency to more efficient performance...
of one of the most important functions of the school—securing desirable pupil-proficiency in the fundamental subjects.24

The results of this study were in accord with the statements of the early committee dealing with school reorganization. They stated that there could be economy of time in providing pupils with the fundamentals of the elementary school period as well as introduction of stimulating activities not previously found in the elementary school grades.

The other thesis, by Clark,25 surveyed the status of the junior high school in Illinois in 1932. He listed thirty-seven conclusions about the junior high schools of Illinois. The first one, the development of the junior high school in Illinois has been slower than that for the country as a whole, which could have been expected from the general slowness of Illinois to reorganize from small district unit schools. There were only twenty-two schools included in the study. The schools tended to be conservative in the matter of admission and promotion policies.

Clark found considerable attention being given to guidance with the bulk of the responsibility resting upon the homeroom teacher. He found the teachers relatively well trained, experienced and vigorous with a fair proportion (22.1 per cent) of men teachers. The curriculum tended to be standard

24 Henry C. Mills, The Comparative Efficiency of the 8-4 and 6-3-3 Systems of Schools as Measured by the Scholastic Achievement of Their Pupils During the Junior High School Period, Unpublished Doctoral Dissertation, Harvard University, Cambridge, Massachusetts, 1931, 242-243.

for the seventh and eighth grades with a constants-with-variables program for
the ninth grade. Of the twenty-two buildings only nine had been built
especially for junior high school purposes, but only four of the others were
regarded as inadequate for the junior high school program by their principals.

The results of the survey of twenty-two schools are interesting. As
has been noted, Illinois was very slow to reorganize school districts. The
junior high school can operate successfully only in a fairly large school
district. These twenty-two schools were following pretty generally the
pattern of junior high schools throughout the country at that time.

By way of contrast California has shown great interest in the devel-
opment of the junior high school from its earliest days. The junior high
school established in Berkeley, California in 1909 is one of the earliest in
the country. Los Angeles adopted the junior high school system in 1911. Today
there continues to be great interest in this branch of public education in
this state. There is, for example, an active association of junior high school
principals in California.

William A. Smith's book, The Junior High School, was written in 1925.
As he was associated with the southern branch of the University of California,
he undoubtedly influenced many people who developed or are maintaining
California junior high school systems. He presents the usual long introduction
dealing with the evolution of the American school system. The influences from
Europe and the movement for reorganization are considered at length. The
many statements as to the purposes of the junior high school are reviewed and
summarized under three broad statements: "I. To provide a suitable
educational environment for children approximately twelve to sixteen years of age; II. To democratize the school system; and III. To effect economy of time in education."26

Other topics considered are the nature of the junior high school, the program of studies, extra-curricular activities, and the organization and administration of the junior high schools.

Smith's philosophy on the junior high school follows:

in the three-year junior high school shows that (1) they are primarily children twelve to sixteen years of age; (2) most of them are physiologically either maturing or mature; (3) they differ more widely among themselves from the standpoint of interests, attitudes, and achievements than at any previous level; (4) they have not completed the education which all need in common; and (5) they increasingly face the necessity, as they advance through this age interval, of making important educational and occupational choices.27

It will be recalled that concern for an adequate program of education for the young adolescent was one of the contributing factors for the organization of the junior high schools. The nature of that young adolescent was, therefore, of much interest to those interested in the development of the junior high school.

It is the fundamental thesis...that the activities which are commonly designated as extra-curricular, and many others which have not yet been accorded even that honor, are educative in the sense that they develop necessary and desirable forms of

26 William A. Smith, The Junior High School, New York, 1925, 203-204.

27 Ibid., 111.
human behavior—indeed, in many cases much more so than the activities traditionally designated as curricular.28

The prime importance of the so-called "extra-curricular activities" was emphasized by all concerned with developing junior high schools. They were given a place in the regular day, a departure from the plan of the senior high school, because of the important part they play in the development of the young adolescent.

The middle west, except for Illinois, is another section of the country that early evidenced an interest in the reorganization of the school system to include the junior high school. Richmond, Indiana claims to have had the first junior high school with its adoption of the six-two-four plan in 1896. Kalamazoo, Michigan began a junior high school in 1902, and Grand Rapids, Michigan started a junior high school in 1911. Because of this mid-western interest in the junior high school and because of his own interest, developed as a student at Harvard University, Calvin O. Davis of the University of Michigan wrote his book, Junior High School Education, in 1924. It undoubtedly influenced the people in Chicago who were preparing for the opening of their first five junior high schools at that time.

The plan of this book differs from that of Smith's book. There is a much briefer discussion of the historical development that led to the organization of the junior high school. Davis presents an interesting summary of stages of development in thinking regarding purposes, methods, and content for the junior high school for three periods of time: 1890 to 1900, 1900 to

28 Ibid., 269.
1910, and 1910 to 1921. There is much more detailed treatment of the program of studies by departments. Collateral activities are described in a separate chapter as they are in Smith's book. Administrative matters, school buildings and standards also are treated in considerable detail.

Davis says the function that seeks to help pupils discover their own capacities and limitations, their powers and weaknesses, their interests and dislikes is the most important one of the junior high school. The traditional organization cannot effect this purpose as well.

To segregate adolescent pupils in a school by themselves; to surround them with influences that elicit their natural responses; to afford them opportunities to browse in many fields of recorded endeavor; to permit them to try their strength in many different ways; to enable them to compete with other boys and girls of their own age; to permit them to initiate, organize, and administer projects; to employ methods of teaching that challenge their best efforts in thought and action; to stimulate and to develop their best instincts by encouraging self-expression, and by furnishing opportunities to see life as it is and to live it in school as ultimately it must be lived out of school—this is the work of the junior high school. 29

Davis' conception of the purpose of the junior high school program suggested many curricular implications. Davis was optimistic about the junior high school program. His last chapter, "The Outlook for the Future," quotes six school superintendents whose reports about their junior high school success were highly favorable. He predicted an increase in favor and strength for the junior high school. His brief treatment of Ft. Wayne, Indiana, which dropped the junior high school, attributes this action to the apparent fact that Ft. Wayne never had a real junior high school.

29 Calvin O. Davis, Junior High School Education, Yonkers-on-Hudson, N.Y., 1921, 99-100.
The 1927 yearbook of the Department of Superintendence, *The Junior High School Curriculum*, pooled the thinking of three hundred school systems interested in junior high schools. Their definition of a junior high school calls for a separate organization for grades seven, eight, and nine with a different course of study from that found in the traditional grades. Some departmentalization, a plan for pupil guidance, and recognition of individual differences are further characteristics listed for the junior high school.

Two men who exerted profound influence on the program developed for Chicago's junior high schools are quoted in the yearbook with reference to the special functions of the junior high school. These men were Superintendent William McAndrew and Professor Charles Hubbard Judd of the University of Chicago. The following excerpts reveal the philosophies of these two men and indirectly the philosophy of Chicago's junior high schools.

Superintendent McAndrew stated that the content of the traditional seventh and eighth grades was too thin; and remediating the situation was too costly for most elementary schools. He continued:

There are enough common characteristics of children ordinarily in seventh, eighth, and ninth years to warrant grouping them in one organization. The individual differences of abilities in children of these grades warrants grouping them in accordance with their abilities.... But the proper aims for the entire public school service, namely a supply of citizens disposed to better the civic, social, political life of the community, is essentially the function of the junior high schools, as of all schools. Its exercises and methods differ from other parts of the public school system chiefly as affected by the ages of its pupils and the equipment of its buildings. It looks to different futures for different children, testing their aptitudes and advising them as to various kinds of
Judd said that, although the junior high school presupposed the completion of the fundamentals in the elementary school, this was frequently not the case. Certain remedial or completion work will be necessary in the junior high school. He then looked to the future.

I hope the day will come when the fundamental core of the junior high school will be the social studies. We are faced with the problem of collecting a type of material which has not been present in our school curriculum up to this time—material which shows how men live in his world and how the world is organized. This seems to indicate that the building of the junior high school curriculum is not a problem of thrashing over familiar material, but putting into shape a large body of new material.... In the junior high school, the laboratory-library method of procedure should be emphasized. The methods ought to be those that assume individual responsibility on the part of the pupil.

The Chicago junior high school curriculum was designed around a core of social studies. Furthermore, individual responsibility was stressed in the various classes and in the extra-curricular program as well.

With regard to junior high school costs, the Yearbook said they would be somewhat higher than in the traditional elementary school. This was because the staff had better training and therefore commanded better salaries, and because of the additional equipment not found in an elementary school but essential to the junior high school program. "The justification of the junior high school must be upon a belief that whereas they cost more, they are worth

---


31 Ibid., 15-16.
Part III of the Yearbook presented the reports on curriculum by the national subject committees. Research studies were reviewed and some illustrative units of subject matter were presented.

There are many more books and articles dealing with junior high school development written in the decade 1924 to 1934. Those reviewed here are representative of these materials. Unquestionably, the junior high schools of Chicago were patterned along the progressive lines suggested in these writings as will appear in the description of the inception and development of junior high schools in Chicago.

32 Ibid., 67.
CHAPTER III

THE DECISION OF THE BOARD OF EDUCATION TO OPERATE
A 6-3-3 SCHOOL ORGANIZATION IN CHICAGO

The decision to establish junior high schools in Chicago was not made on the spur of the moment. The city was on the verge of the greatest school building program ever seen for Chicago schools. The Board of Education was aware of the value of basing its building program upon a sound educational program. Too often in the past had the school building been erected without the guidance of educators. The school administration and teachers were then expected to force the school program to conform to the building which, in many instances, proved to be a veritable Procrustean bed.

Early Attempts at School Reorganization

It seems appropriate to refer briefly to what had been done in Chicago prior to 1924 to reorganize the school system. In 1893, following the recommendation of the Committee of Ten, Chicago and two other cities, Providence, Rhode Island and Saginaw, Michigan, had each announced the formation of a six-year high school. Two curricula were advertised, the one preparatory to college and the other preparatory to life. The charge of "class distinction was soon heard, however, public dissatisfaction developed, and the reform was abandoned in all three places."

---

During the second decade of the twentieth century, Chicago educators and the Board of Education had learned from other cities, which had experimented with junior high schools, that this new form of school organization had accomplished certain objectives which seemed desirable for the Chicago schools. Among the objectives listed for the junior high schools of various cities were these:

1. Retain pupils in school
2. Recognize and provide for individual differences
3. Reduce waste of time in grades seven and eight
4. Begin pre-vocational training
5. Introduce secondary school subjects at an earlier grade
6. Aid the early adolescent in discovering his talents, interests, and needs.
7. Aid the early adolescent in exploring the world about him.
8. Improve the socializing opportunities and disciplinary conditions of the boys and girls in grades seven, eight, and nine
9. Provide adequate guidance to pupils—educational, health, social, vocational, recreational, aesthetic, and ethical
10. Promote better teaching and learning for the early adolescent.
11. Provide adequate library facilities and training.
12. Provide adequate shop and laboratory facilities.\(^2\)

On March 6, 1918, the Chicago Board of Education voted to establish three junior high schools in the Hibbard, Parker, and A.O. Sexton elementary schools. Only five months later, however, on August 28, 1918, the Committee on School Administration recommended that no more junior high schools be organized. Moreover, on June 11, 1919, Superintendent Peter Mortensen recommended that the Sexton Junior High School be closed. The Hibbard Junior High School ceased to operate also, and in its place the Hibbard High School was established. The Parker Junior High School continued with relatively little encouragement and little development for the next few years.3

The closing of the junior high schools left Chicago with no adequate provisions for boys and girls in grades seven, eight, and nine. The objections to the existing organization continued unmet. The high rate of retardation continued; the high rate of "drop-outs" from school at the end of the eighth grade continued. The relatively sterile fare of learning continued without the spice of gradual introduction of secondary subjects and the socializing opportunities of the more varied and less conventional curriculum of the junior high school. Chicago's educators continued to be disturbed by these facts. They continued to read of the changed organization of schools in other places.

By the fall of 1923, concern over the inadequate offerings being given to the early adolescent youth of the city demanded a reconsideration

of the problem of school organization for Chicago. The schools were overcrowded and were facing larger enrollments as the post World War I children reached school age. The citizens of Chicago had agreed to an increase in the tax rate for school building purposes.

Mr. Peter Alvin Mortenson was Superintendent of Schools. He had begun his career as a teacher in rural districts in Wisconsin in 1890. He came to Chicago in 1897, and served as teacher, principal, and assistant superintendent before becoming superintendent in 1918. He knew the Chicago school system very well.

The Educational Commission

The Superintendent of Schools reported to the Board of Education on November 14, 1923 that it was desirable to institute a study of the problem of school housing. He felt that the funds available for building construction should be used wisely in the light of information to be gained by an educational commission. He suggested the following fields for exploration by the commission:

1. The extended school year and school day
2. Various devices for utilization of school space advantageously
3. Varying types of school organizations
4. Size of school buildings
5. Community use of school buildings and districting

6. Standardization of school house construction

The Superintendent of Schools recommended that this Commission when formed include four members of the Board of Education (including the President, ex officio), two members from the Superintendent's staff, two school principals, and three teachers. The recommendation also included as appropriation of $2000 for the remainder of the fiscal year. The Superintendent's recommendation was referred by the Board to the Committee on School Administration.

The imperative importance of having an Educational Commission study ways of improving the school opportunities of Chicago's children was indicated by the fact that less than a month later, on November 28, 1923, the matter was again brought before the Board of Education. Mrs. William Hefferan, a member of the Board of Education, moved that the Board concur in the appointment by the President of members of an Educational Commission. 5

After a thorough and enlightened discussion, the matter was approved unanimously. The Board of Education members at that time were Mr. Julius Smidtka, Mr. William K. Fellows, Miss Grace Temple, Mr. James Mullinbach, Mrs. William S. Hefferan, Mr. Jack Coath, Mrs. Johanna Gregg, Mr. Edgar N. Greenebaum, Dr. John Dill Robertson, Mr. Hart Hanson, and Mr. Charles K. Moderwell, President. These men showed wisdom in seeking intelligent relief for congested schools. The need was urgent and money for school construction would be available. Such constructive educational leadership is rare. The Board of Education was not satisfied merely to provide more classrooms. It

5 Ibid., No. 7996, November 28, 1923, 38h.
sought to find out by study of other school systems and by counsel from recognized leaders in education what should be done in Chicago in 1924 and in the following years to give better education as well as more education.

On December 12, 1923, the President of the Board of Education appointed the following persons to serve on the Educational Commission: Miss Rose Pasta, elementary school principal; Miss Anise Slattery, elementary school teacher; Mr. Benjamin F. Buck, high school principal; Mr. Carl A. Hoffman, high school teacher; Ambrose R. Wight, Assistant Superintendent of Schools; four members of the Board of Education: Mr. Hart Hanson, Mrs. W. S. Hefferan, Mr. W. K. Fellows, and President Moderwell; Mr. Harris Keeler, Director of the Bureau of Public Efficiency; Mr. George M. Carman, President of Lewis Institute; Mr. Albert P. Allen, Illinois Bell Telephone Company; Mrs. Walter H. Publig, Regional Director of the Illinois Congress of Parents and Teachers.

The Board of Education concurred in the President's selection. This commission represented widely distributed interests. Possibly, had a representative of organized labor been included, some subsequent criticism of and opposition to the junior high schools might have been avoided.

The instructions given to the Commission were to study the junior highs, the platoon school system, and other solutions to overcrowding to be found in the schools of other cities of the country. In the fall of 1923, the Chicago public schools were overcrowded and the citizens of the city had agreed by referendum to raise the tax rate for school building purposes. The

---

6 Ibid., No. D-7996, December 12, 1923, 392.
members of the Board wished to spend the money wisely.

Members of the Commission visited schools in Detroit, Rochester, New York, Pittsburgh, Cleveland and Kansas City. They had access, of course, to the great wealth of articles and books dealing with the advantages of the junior high school system. Their report was based upon a study of schools in the six cities mentioned above, a study of the philosophy and objectives of the junior high school, and a consideration of the conditions in the Chicago schools.7

On January 9, 1924, Mr. William A. McAndrew was appointed to the office of Superintendent of Schools to succeed Mr. Mortenson.8 Mr. McAndrew shared Mr. Mortenson's interest in school reorganization and so was heartily in agreement with the plans in progress when he took office. Mr. McAndrew was not a Chicago educator as the previous superintendent had been. He came to Chicago from New York City where he had been an associate superintendent of schools.

The Recommendation of the Educational Commission to Establish Junior High Schools in Chicago

On April 30, 1924, the Educational Commission recommended that Chicago establish, as rapidly as was practical, junior high schools to accommodate pupils of the seventh, eighth, and ninth grades.

---

7 Ibid., No. 8830, April 30, 1924, 1265.
8 Ibid., No number, January 9, 1924, 153-154.
This recommendation is based primarily upon the belief that the junior high school affords the greatest opportunity to provide effectively and economically the educational advantages which children of the early adolescent period most need to promote their immediate and future well-being and happiness and their usefulness and value as citizens. 9

The reasons for this recommendation listed by the Commission in their report to the Board of Education may be summarized as follows:

1. The seventh and eighth grade work in the elementary schools is not geared to the needs of the pupils in early adolescence.

2. The junior high school is a separate organization designed to perform certain functions of education better than other organizations can do. In particular, it affords a variety of contacts and experiences which help these pupils develop their aptitudes and capacities in the course of mental and social development.

3. The junior high school brings together a large group of pupils with similar aptitudes and interests. This permits grouping these pupils so as to advance their interests without the excessive cost of very small classes.

4. The junior high school arouses and maintains the interest of the pupils thus producing better work while the pupils are in school and, at the same time, inducing them to stay in school beyond the time when they would otherwise withdraw.

5. The junior high school provides a much needed transition between the elementary school and the high school. There is some departmental instruction,

---

9 Ibid., No. 8830, April 30, 1924, 1265.
some choice of subjects under guidance, and supervised study. More adequate
library facilities are characteristic of the junior high school. The social
organization tends to develop personal responsibility.

6. The junior high school provides an opportunity for each child
to progress at his own rate without failure. There may be promotion by
subjects.

7. The junior high school provides both vocational courses and
advisers which help the pupils acquire an intelligent attitude toward vocational
and educational opportunities.

8. The building of new junior high school buildings will relieve
congestion in both elementary and four-year high schools. The cost of housing
these pupils in junior high schools will probably be about the same as it
would be in elementary and four-year high schools. The educational advantages
of the junior high school justify the necessary additional expense.10

This list of reasons for advocating the establishment of junior high
schools for Chicago reveals that the Commission members had studied the
literature of the early 1920's and had talked with administrators of junior
high schools of other cities. They understood the advantages claimed for
the junior high school organization and believed that the Chicago schools
would benefit from the change in organization.

---

10 Ibid.
Arguments Concerning Junior High Schools

Unfortunately, there was not a long period of public discussion of the reasons for the proposed change in school organization. The ever increasing school population made it imperative to make a start on the school building program. Coupled with this need was the desire to give Chicago's children better educational opportunities as soon as possible. In any case, the failure to provide for public consideration of the report gave rise to protests registered with the Board of Education by the Teachers Federation, the City Council, and the Illinois State Federation of Labor.

Thirty-five of the thirty-nine group councils of Elementary Teachers adopted, on May 9, 1924, a resolution requesting the fullest publicity to be given to the essential features of the proposed junior high schools and opportunity be given for public discussion of these features. This request was referred to the Committee on School Administration of the Board of Education at its meeting of May 11, 1924.

At the May 11, 1924 meeting of the Board of Education, the Superintendent recommended that the Board of Education adopt the establishment of junior high schools as its educational policy and that it authorize him to organize such schools as rapidly as possible. He further recommended the authorization of an additional position of District Superintendent for the administration of the junior high schools. He also recommended the printing of ten thousand copies of the report of the Educational Commission for dis-

---

11 Ibid., No. D-8836, May 14, 1924, 1277.
tribution to such citizens as were interested. These recommendations were adopted by the Board of Education.\textsuperscript{12}

At the same meeting five schools, the Blaine, Lawson, Libby, Sabin, and Forestville, were designated to be organized as junior high schools and authorization was given to transfer seventh and eighth grade pupils from the surrounding schools.\textsuperscript{13}

The official records of the Board of Education show no further discussion. There must have been indications of further trouble because the \textit{Chicago Daily News} carried an editorial, "The Real Issue in the Schools," in its evening edition on May 11, 1924.

The truth is dawning on many parents and other citizens genuinely interested in the welfare of the school children and the integrity and success of the school system. The real issue before the school board, once more, is: Who is to manage the schools?

Once raised, so vital an issue must be settled honestly and courageously. The board of education and the superintendent of schools are vested by law with certain powers and prerogatives. Their acts and policies are subject to fair criticism but the final decision rests with them, not with aldermen, politicians, business agents of unions or teacher councils. Principals and teachers should be encouraged to discuss educational problems and offer advice to the superintendent and through him to the board of education; but threats, revolts, vehement verbal assaults, talk of court proceedings to restrain the superintendent from exercising his authority and applying his mature ideas cannot be approved by a reasonably enlightened community.

If the board of education and the superintendent of schools, upon investigation and competent advice, decide for example, to

\textsuperscript{12} Ibid., No. 8854, May 11, 1924, 1282.

\textsuperscript{13} Ibid., No. 8855, May 11, 1924, 1282.
establish junior high schools or to try the platoon plan, they should not be interfered with by business agents or politicians. Parents of children in the schools should stand by the visible and proper authorities of the school system and should object emphatically to usurpation, coercion, and bullying by other agencies.\textsuperscript{14}

At the meeting held on May 28, 1924, however, a communication from Alderman Oscar F. Nelson\textsuperscript{15} was read. It reported on a meeting held at the Blaine School to discuss the initiation of the junior high school system. The resolution adopted at that meeting requested the Board of Education to postpone the organization of junior high schools until the public of the city should have time to consider the matter and be heard before the Board of Education. This communication was referred to the Committee on School Administration.

At this meeting, Joseph F. Connelly was elected to the position of District Superintendent in Charge of Junior High Schools.\textsuperscript{16} The Superintendent was authorized to arrange a series of lectures and lessons by qualified persons for members of the teaching and supervisory staff who wanted information about junior high school philosophy, purposes, and organization.

The Board of Education arranged to give hearings to people interested in the junior high school. Five of these conferences were held in various schools throughout the city. People who felt concern about the new organization for the schools had an opportunity to express their fears. Members of the

\begin{flushleft}
\textsuperscript{14} \textit{Chicago Daily News}, May 14, 1924, editorial.

\textsuperscript{15} \textit{Official Proceedings of the Board of Education}, No. 3949, May 28, 1924, 13h2.

\textsuperscript{16} Ibid., No. 8955, May 28, 1924, 13h2.
\end{flushleft}
Superintendent's staff as well as professors from the universities of the city were present to explain just how the new institution, the junior high school, would operate to improve the educational opportunities of the children of Chicago.

The most important of these public hearings was held on June 3, 1924, before the School Administration Committee. Among the speakers were the following: Mr. Victor Olander of the Illinois State Federation of Labor, Alderman Oscar F. Nelson, Superintendent McAndrew, Miss Katherine Baird of the Elementary Teachers Councils, Mr. Miss F. Downey representing the High School Teachers Councils, and Miss Margaret Haley of the Teachers Federation.

Mr. Olander objected to the junior high school on the ground that it was not well established; it took more space than the elementary school; it would lead children into "blind-alley" jobs; it would interfere with enrollment in high school; it would wreck the vocational classes of the high school; and it "grades pupils by intelligence tests labeling a majority of our people as intellectual inferiors." These fears seem unfounded in the light of our present day understanding of the functioning of the junior high school in Chicago as well as in other places.17

Mr. Olander's criticism that the junior high school was not well established, if taken seriously, would preclude all change since all institutions must have their beginnings and development. Only Athena sprang

17 Ibid., No. B-9035, June 18, 1924, 1380-1381.
from the head of Zeus. His criticism that the junior high school took more
space than the elementary school did not explain that this was due to the
addition of specialised rooms for art, science, music, library, and recreation.
In one breath, Mr. Olander feared the children would be robbed of their
heritage by the junior high school; in the next, he opposed enriching the
school's offerings for the early adolescent.

His criticism that the junior high school would lead children into
"blind-alley" jobs was pointless. Children were graduated from the junior high
school by the age of fifteen. They could not enter into jobs before the age
of sixteen.

Mr. Olander's criticism that the junior high school would wreck the
vocational classes of the high school revealed an ignorance on his part as to
the function of the junior high school as an exploratory institution. The
junior high school helped the child discover and explore himself—his abilities,
interests, needs, and shortcomings—so he could more intelligently choose his
life career. It also aided the child in discovering and exploring the world—
it's resources, its demands, the qualities and abilities it required. The
junior high school did not seek to compete in vocational training with four-
year high schools or trade schools.

Mr. Olander's criticism of the use of intelligence tests was strange.
He seemed not to have cared that some persons are inferior mentally. He
objected only to their being labeled as such. His fear, again, was unfounded.
Comprehensive tests, not intelligence tests, were used to discover each
individual's interests, abilities, powers, talents, and needs so that he
could be helped. Even if the pupils were to be "graded by intelligence tests" it would be impossible to "label a majority\(^{18}\) of our people as intellectual inferiors."

At the public hearing of June 3, 1924, Miss Baird reported that the elementary teachers in Chicago were no exception to those elsewhere in the country who were unfriendly to the junior high school. Mr. Downey stated that the High School Councils had twice discussed the junior high school and had no adverse comments.\(^{19}\)

Superintendent McAndrew reiterated the reasons for the establishment of the junior high school, namely to reduce the failures and elimination of thousands of pupils each semester.\(^{20}\)

Neither Miss Haley nor Alderman Nelson are quoted in the report of this hearing before the Committee on School Administration. Alderman Nelson's position was the same as Mr. Olander's. He spoke at public hearings held at the Blaine School in his own ward. Miss Haley's objection to the junior high school stemmed from the injustice she claimed was done to the seventh and eighth grade teachers of the elementary school in requiring them to take an examination to teach in the junior high school.\(^{21}\) Without this examination, of course, it would have been impossible to assure the junior high schools of

\(^{18}\) Italics not in original.

\(^{19}\) Personal papers of Joseph F. Gonnell.

\(^{20}\) Ibid.

\(^{21}\) Ibid.
a staff of teachers who had studied junior high school philosophy and objectives. Actually, the staff of the junior high school seemed to be outstanding and one of its strongest assets.

At the meeting of the Board of Education on June 18, 1924, President Moderwell presented communications from the Chicago Teachers Federation, the City Council, and the Illinois Federation of Labor. The Chicago Teachers Federation protested against the announcement of an examination to be held for certificates to teach in the proposed junior high schools on the grounds that this examination had not been authorized by the Board of Education when the announcement was made. They further protested that such examination would be unfair to teachers in elementary schools whose certificates entitled them to teach in every grade from one to eight inclusive. President Moderwell requested that this communication from the Chicago Teachers Federation be referred to Superintendent McAndrew for such action as he might deem proper.

The Board of Education concurred in this recommendation.

It may be observed that this protest from the Chicago Teachers Federation ignored the fact that the junior high school teachers would teach in grade nine as well as in grades seven and eight. It is also significant that in recent years there has been a differentiation of elementary school teachers' certificates into Kindergarten-Primary and Intermediate-Upper Grades.

---


23 Ibid.
Furthermore many of the elementary school teachers in 1924 had entered the Chicago public schools upon their graduation from the local normal school and had taken no competitive examinations to qualify as Chicago teachers. It is clear that Superintendent McAndrew and the Board of Education feared that the experimental junior high schools established earlier in the Hibbard, Parker, and Sexton had failed because there had been no selection of teachers. They resolved not to repeat that error. They wished to secure junior high school teachers who were thoroughly informed in the history, theory, purposes, ideals, practice, and techniques of the new type of school. To insure securing teachers of this type, oral examinations were given to those candidates who passed the written examination. It is interesting to note that this practice was subsequently employed in all teacher examinations.

The communication from the Illinois Federation of Labor expressed objection to the junior high school organization as being antagonistic to the development of the regular high school.... That there is a deliberate and conscious effort to establish class distinction within the public school system by means of the so-called junior high school method is apparent in developments which have taken place in other cities, the purpose being to economize in expenditure of public funds by discouraging high school attendance and ambition.24

Mr. Olander, Secretary-Treasurer of the Illinois Federation of Labor, who sent the communication to the Board of Education, requested a resolution limiting the venture to one of limited experiment and test before final approval of the system be adopted.

24 Ibid.
Mr. Olander gave no evidence whatsoever in support of his sweeping generalizations. Subsequently they dropped into innocuous desuetude since none of the evils forecast came to pass. New high schools were built. During the nine years from 1924 to 1933, the attendance in the high schools increased by leaps and bounds. No class distinctions were apparent in the junior high schools.

The resolution from the City Council requested the Board of Education to take definite official action before the close of schools on June 20, 1924, to give the citizens definite information as to whether the junior high school plan was to be an experiment or a permanent policy in the educational system, and definite information as to how many junior high schools were to be opened in September, and which schools were to be converted into junior high schools.²⁵

It may be noted in connection with this resolution that the City Council has only two legal relationships with the Board of Education; namely, the approval of the Mayor's appointees to the Board, and the perfunctory approval of the budget adopted by the Board of Education. Intergovernmental courtesy, however, impelled President Moderwell to take action as he did.

President Moderwell requested that the two documents received from the Illinois Federation of Labor and from the City Council be referred to a special committee made up of the chairman of the School Administration Committee, the chairman of the Buildings and Grounds Committee, and the

²⁵ Ibid.
Superintendent for such action as the committee might deem proper.26

At the meeting of June 18, 1924, examinations for teachers for the junior high schools were authorized to be given on July 26, 1925.27 The Committee on School Administration reported on its public meeting held on June 3, 1924. They expressed "appreciation for the careful, complete and frank statements submitted, and stated the suggestions offered will be considered with great care while working on the problem."28

At this same meeting, further action authorized the Superintendent to open junior high schools in five buildings: Harper, Hazel, Parker, Phillips, and Sabin. The plan presented was that seventh and eighth grades be organized as junior high schools in these five buildings while kindergarten, first and second grades were retained in each of these buildings.29

None of these buildings except the Sabin had been mentioned in the report adopted on May 14, 1924. The district superintendent had found the other four buildings unsuited to adaptation for junior high school work. The Blaine community need not have been apprehensive after all.

Mr. McAndrew, in his annual report for the year ending June 30, 1924, expressed surprise at the opposition to the plan which had been developed to inaugurate junior high schools in Chicago. He reported that the Division

26 Ibid.
27 Ibid., No. B-9092, June 18, 1924, 1461.
28 Ibid., No. 9188, June 18, 1924, 1461-1462.
29 Ibid., No. A-9207, June 18, 1927, 1463-1464.
Superintendent, Mr. William Bogan, and the District Superintendent, Mr. Joseph Connely, had, with the cooperation of the University of Chicago, given ten preparatory lectures and held five conferences for participation by citizens. The lectures had been printed and distributed to all who were interested. The Normal College was ready to give a full summer term of courses for teachers who wished assignment to one of the five junior high schools in the fall. Examinations for certificates were planned to be given during the summer.

Mr. Fellows, Chairman of the Special Committee appointed by the President of the Board on June 18, 1924, presented its report of the committee on July 9, 1924. He called attention to the fact that the meetings of the Educational Commission appointed on December 12, 1923, were open to the public. In addition newspapers published, from time to time, discussions of the Commission. Courses of instruction had been arranged for at the various local universities and colleges. Numerous addresses by the most experienced speakers available had been given for school personnel as well as for the general public.

Taking into consideration these safeguards, the plan having been tried out in numerous cities, and the testimony of those familiar with it being highly favorable, it is not very largely in the nature of an experiment. We consider it a safe and desirable policy for the Chicago schools and have authorized the establishment of this plan in five schools next September, viz.: Sabin, Heral, Harper, Parker Junior High School, Wendell Phillips High School, and have provided for the instruction of principals and teachers to take charge of such schools, and have set the usual examination to certificate teachers of classes.

In response to the criticism stated by the Illinois Federation of

---


31 Ibid.
Labor, Mr. Fellows reported the Committee's answer. He said, in part, "The Chicago Board of Education is not antagonistic to the regular high school. It sees no aim at class distinction in the Junior High School plan and will countenance no such tendency."  

And in response to the objection of the Chicago Teachers Federation, Mr. Fellows reported the Committee's answer.

As the meetings of the Board of Education are regularly held only once a fortnight, and as the tentative announcement of examination, subject to Board approval, gave notice to teachers several days in advance of the meeting of the Board of Education, the notice reduced for teachers such inconvenience as would result from more hurried preparation for the examination.... The Board cannot always refrain from establishing new classes and new certificates on the ground that holders of old certificates will be inconvenience. The change of motive power from oil to steam or from steam to electricity, or other progressive movements, requires preparation of workers for the new system.... The Board of Education expects its teachers to adapt themselves to such changes as the benefit of the Chicago Educational System requires.  

Approval of Principals and Equipment

Two more steps were taken at the meeting of July 9, 1923, to prepare for the opening of the junior high schools in September. Principals were named for the five junior high schools. They were:

Mr. Walter J. Harrower, Harper

Mr. William M. Roberts, Heral

Mr. Walter R. Hatfield, Parker

32 Ibid.

33 Ibid.
The selection and installation of equipment for the five junior high school buildings was authorized. The appointment of Mr. Frank P. Sullivan to expedite this necessary work was approved.\textsuperscript{34}

The Board of Education had authorized the necessary assistants so that the superintendent could go ahead with plans for opening the five junior high schools in Chicago in September, 1924. A busy two months lay ahead.

\textsuperscript{34} Ibid., No. 9260, July 9, 1924, 9.

\textsuperscript{35} Ibid., No. 9276, July 9, 1924, 8-9.
CHAPTER IV

PLANS AND PREPARATIONS FOR OPENING FIVE JUNIOR HIGH SCHOOLS IN SEPTEMBER, 1924

With the decision of the Board of Education to organize junior high schools for Chicago went the authorization of the administrative and supervisory staff of the schools to determine the philosophy and the policies for the new branch of the schools. Dr. Charles H. Judd of the University of Chicago was very influential and helpful in the determination of the specific direction which the junior high schools followed.

Preparation and Examination of Teachers

In May of 1924, a course of lectures was given by the following men under the sponsorship of the Board of Education: Dr. Charles H. Judd, Dr. E. R. Breslich, Dr. Ebner T. Filbey, Mr. Joseph F. Connally, Dr. R. L. Lyman, Dr. Henry C. Morrison, Dr. Charles J. Pieper, Dr. William C. Reavis, and Dr. R. M. Tryon. Each of these men, except Mr. Connally, was a professor at the University of Chicago. Mr. Connally had been associated with them there, first as a student and later as an instructor before he entered the Chicago Public School System.

This series of lectures was given in various parts of the city. It was attended by teachers, principals, and other citizens who desired to become informed as to the objectives and advantages of the proposed junior high
school organization. The series of lectures was printed and distributed to school personnel and other citizens.

It is clear from a perusal of these lectures that every principal, teacher, and parent of the city had an excellent opportunity to learn in May, 1924, what the junior high schools would seek to accomplish. The lectures covered the organization, methods of teaching, class grouping, curriculum, library, and guidance. No fair-minded person could complain that the junior high school was foisted upon Chicago without giving the personnel and patrons of the schools opportunity to become enlightened. The lectures were free and open to all.

Judd's lecture, "The Development of the Junior High School Movement," explained the background of the eight-four school system as found in most of the United States. It had been imposed upon the district school system in the decade 1860 to 1850 as the result of Horace Mann's visit to Germany. Judd pointed out that the German eight-year Volkschule did not prepare pupils for the Gymnasium or secondary school; in fact the Volkschule had no connection at all with the Gymnasium. In Germany the children of the poor attended the Volkschule for eight years. They then went to work and attended continuation classes. They never attended the schools which are the equivalent of our secondary or preparatory schools. They were intended to become artisans—not professional persons, doctors, dentists, lawyers, professors, engineers. These professional men were educated in the Vorschule,

---

1 Charles H. Judd et al., Course of Lectures on the Junior High School, Chicago, May, 1924.
the Gymnasium, and the Universitat. The system was not intended to be used in a republic like the United States. Horace Mann’s prestige was so great, however, that he was able to have the eight-four system fastened upon the schools of the United States.

Judd then discussed the advantages of the junior high school. The junior high school seeks to satisfy the demand for a richer curriculum for grades seven and eight. Provision of more than a rudimentary education and avoidance of the reviews all too common in the seventh and eighth grades of the elementary schools are fundamental to the junior high school program. Young adolescents have special needs which will be met by the junior high school. Pupils in grades seven, eight, and nine are more like one another than they are like either the younger children of the elementary school or the older pupils of the upper years of the high school. Social interests and social characteristics are the important characteristics for grouping pupils for education. The junior high school is a school which provides adaptations to individual differences which become more apparent because they are wider at this time than they had been among younger children.2

Brelich’s lecture was largely concerned with the mathematics to be taught in the junior high schools. He based his discussion of the teaching of mathematics on the broad general characteristics of the young adolescent. He felt that seventh grade is the ideal time for beginning secondary mathematics

2 Ibid., Lecture I, "The Development of the Junior High School Movement and the Various Forms of This Movement in Different Parts of the Country," 5-24.
for by that time the pupil should be familiar with the fundamental operations.

The specific tests for determining the materials to be included in the junior high school mathematics course given by Breslich are:

1. It must satisfy real needs in the life and studies of the adolescent boy or girl, and it must lie within their experience.
2. All the material which cannot be adapted to the mental development and capacities of the pupil is of little or no value and must be rejected.
3. It must have social value; that is, it must fit pupils to perform in later life the activities in the affairs of an active world and must be material which adult men and women actually need.
4. It should contribute to the pupils' liberal education and should not be entirely or mainly vocational. It should contribute to his mental training by developing mathematical methods of thought, by teaching him to think accurately and quantitatively and by helping him to acquire effective habits of study as applied to mathematical situations. It should bring in the common fundamental elements of all vocational mathematics and those of the future mathematics courses. It should reveal to the pupils his interests, aptitudes, and abilities, and assist him to decide whether he shall continue to study further courses in mathematics.3

Breslich gave specific suggestions as to the content of the courses in mathematics for the junior high school. He specified what should be omitted as well as what should be included. He spoke about the method of teaching that should be employed and emphasized the importance of equipment for a mathematics classroom.

Dr. Filbey spoke on vocational education and the practical arts of the junior high school. He said that the non-specialised technical work of

3 Ibid., Lecture III, "Various Types of Mathematics Proposed and in Use in Junior High Schools," 43.
the junior high school requires teachers of a special type. They need to know how to acquaint pupils with the many mechanical devices which are common in a modern community. They will require laboratories equipped with these mechanical contrivances. They can help the pupils learn something real about the many job opportunities in the world. Then they will be able to select a job more intelligently if they have information about many jobs. Their work in school can be selected to be of greatest help in the preparation for their chosen work. 4

Gormally spoke on the testing and classification program of the junior high schools. The purpose of the program was homogeneous grouping so that each child might more nearly move, in his studying, at his optimum rate than is possible in the smaller grade groups of the usual elementary school. There was no intention on the part of the school authorities to say that certain pupils are suited for one kind of curriculum while others are suited to another type of curriculum.

It should be noted here that the term "curriculum" as used in the junior high schools of Chicago referred to a prescribed list of courses which would lead to a similar type of "curriculum" in the high school of that time. The junior high school General Academic Curriculum led to the four-year College Preparatory Curriculum in the high school. The junior high school Practical Arts Curriculum led to the two-year Technical Curriculum in the high school. Electives were not so generally permitted at either the junior or senior high

4 Ibid., Lecture IV, "The Place of Vocational Education and the Practical Arts in the Junior High School," 55-75.
school level at that time as later. Choice was of the curriculum—and then most of the courses were prescribed. The pupil might choose the foreign language he would study or the type of shop work, for example.

In addition to the testing program, an attempt was made to secure the beginnings of a cumulative record from the elementary school. The elementary teacher was asked to estimate the pupil's initiative, his home conditions, his general interest and success in school. This information together with the test results was used in the formation of the homogeneous groups in the junior high school. 5

Lyman's lecture was entitled "Principles Underlying the Reorganization of Curriculum with Special Reference to the New English Program." He listed five principles which should operate in curriculum construction.

1. Economy in curriculum making. Cut out of each subject the parts which have overemphasized objectionable re-teaching, duplication, repetition of relatively unimportant items. Add to the junior high school courses previously given only in the senior high school.

2. Adapt instruction to the needs of individual pupils. Enrich the curriculum for the bright.

3. Differentiation—multiple curricular type. All pupils should have the same course in seventh grade. Differentiation in eighth and ninth grades should still allow a common core (health, English, science, art, music, social studies) of more than one-half the school day. It should be possible to shift from one curriculum to another.

4. Guidance in the choice of curriculum or elective involves the pupil, his seventh grade record, his parents, his homeroom teacher, the guidance teacher, and the class teachers. The purpose is to aid each pupil in getting started right instead of having blundered blindly into his educational choices.

---

5. The principle of enrichment is the most important of the five. Cultural subjects—art, music, foreign language, English—are emphasized in the junior high school. The library is very important in the junior high school to furnish pupils enrichment and intellectual outlook in accordance with each pupil’s abilities and needs.6

Morrison included several worthwhile statements in his lecture.

Now, as I see it, the junior high school movement, properly understood and properly guided, is essentially and properly an opportunity for making our whole school system more flexible... Our ideal ought to be a general, non-specialized education for all.7

He warned against the development of just one more institution from which to graduate as well as against premature specialization for pupils.

Since general science, formerly reserved for the senior high school, was to be introduced into grades seven and eight as well as grade nine in the junior high schools, it was essential to have a specialist in science address the groups. Dr. Charles J. Pieper fulfilled this assignment. He explained the purposes of teaching general science and the materials to be used. The talk served as an orientation for those teachers who planned to work in the science department.8

Social studies would not be a new field for these grades, but the synthesis of the various fields of the social studies into a general course would be a new departure. Tryon discussed this point of view. He defined

6 Ibid., Lecture II, 25-36.

7 Ibid., Lecture IX, “The Relation of the Junior High School to Other Divisions of the Public School System,” 156-159.

8 Ibid., Lecture VI, “The Place of Science in the Junior High School,” 105-118.
social studies as a general field drawing materials from the narrower fields of history, geography, civics, economics, and sociology. He stressed the need for abundant materials—maps, charts, pictures and moving pictures—in addition to many books for the adequate presentation of the materials for this new broader course.9

Reavis made the following points in his lecture on guidance.

The fundamental purpose of educational guidance is to help the pupil find himself with regard to his potential capacity and interests, and to help him to understand and appreciate the opportunities offered by his school. This implies counsel with respect to matters of school adjustment, special abilities or disabilities, choice of subjects or courses, future education, forced employment, and information regarding vocations. The pupil is to be given an opportunity to find out all he can by exploration without floundering, but in addition trained people will come to his assistance and to the assistance of his teachers when the progress of the pupil is uncertain.10

These quotations from and comments upon the series of preparatory lectures given in May, 1924, serve to show the general points of view about the purposes and policies for the junior high school which were developed among the principals and teachers who were interested in preparing for work in the junior high schools. During the summer approximately fifteen hundred teachers registered for courses in junior high school theory, ideals, methods and organization which were offered by the Chicago Normal College, DePaul University, Lewis Institute, Loyola University, Northwestern University, and


the University of Chicago. 11

During the latter part of July, examinations were held to secure a properly trained staff for the opening of school in September. Each candidate was required to write three papers— one on junior high school theory and practice, one on the subject to be taught in the junior high school, and the third consisting of English usage and content. If the subject to be taught was English, then the candidate was required to choose another junior high subject for the third paper. Besides the written examination each candidate was given an oral interview by a committee of administrators. In this way an attempt was made to judge the prospective teacher's personality. This procedure pioneered the systematic oral interview now used in all teachers' examinations in Chicago.

Because of these thorough preparations, the junior high schools in Chicago started with a staff which had an intelligent understanding of the purposes and methods of the junior high school. In addition they were enthusiastic about the new work which they were to undertake. 12

Building Preparations

Along with the preparation of the teaching staff went building preparations, administrative plans, and tentative setting of courses of study. Architects were employed to devise plans for remodeling old buildings and


12 Joseph F. Connelly, "Development of the Junior High School in Chicago," Chicago Schools Journal, XII, October, 1929, 47.
for designing new ones to give adequate education to the early adolescent.\textsuperscript{13}

A special assistant was employed to expedite the securing and installing of equipment.\textsuperscript{14}

In each of the five junior high school buildings, Harper, Heral, Parker, Phillips, and Sabin, it was necessary to provide the following facilities: cafeteria, library, art rooms, music room, print shop, electric shop, metal shop, wood shop, science rooms, typing room, household arts rooms. Only by the close cooperation of the educational administration and the architect's office of the Board of Education, and the contractors was it possible to prepare the buildings for the opening of the schools in September, 1924.

Moreover, contributing elementary schools had to be given specific instructions as to what pupils to send to each junior high school. Some of the pupils in the buildings to be used as junior high schools had to be transferred to other elementary schools.\textsuperscript{15} Exchange of textbooks between these schools had to be arranged, as well as certain other supplies. There was much to be thought of and attended to in the two months of the summer of 1924.

Curriculum Plans

Five tentative curriculums were prepared for the junior high schools:

\textsuperscript{13} Ibid.

\textsuperscript{14} Official Proceedings of the Board of Education, No. 9276, July 9, 1924, 8-9.

\textsuperscript{15} Ibid.
General Academic, Technical, Commercial, Practical Arts, and Household Arts. This was in line with the curriculums offered in the senior high schools of Chicago in 1924. To aid teachers in presenting the work of these curriculums, a syllabus was prepared for each of the following subjects: social studies, English, health and general science, mathematics, art, and household arts. A syllabus for each of the other subjects was planned.16

The subjects offered in the Chicago junior high schools in September, 1924 were:

- English (spelling, grammar, reading, writing, and discussion)
- Mathematics (arithmetic, and beginning work in algebra and intuitive geometry)
- Social Studies (habits, skills and behaviors that make a worthy citizen, and study of the beginning and establishment of our nation History, civics, vocations, geography)
- General Science (sources, use and care of our food and water supply, and our clothing. Our earth as part of the whole universe)
- Shop Wood (simple construction and repair work)
- Print (setting type, proofs, press work)
- Electric (simple repairs of home appliances)
- Metal (simple construction)
- Mechanical Drawing
- Art (drawings and decorative designs and crafts)
- Music (assembly and chorus singing, orchestra, band)
- Physical Education (calisthenics, games, stunts, dancing)
- Home Economics (cooking, sewing, home management)
- Foreign Language (French, German, Spanish, Latin)
- Commercial (typing and clerical practice)17

The academic course was designed for those wishing a general education in preparation for general and for four-year commercial courses in high school.

16 Ibid., No. A-9618, September 3, 1924, 166-170.
school. The elective chosen for eighth and ninth grades was one of the foreign languages.

The commercial course was designed to prepare pupils who wished to go into general office work and led to the two year office practice course which was then offered in Chicago's high schools. The electives chosen in the eighth and ninth grades for this course were typing and office practice.

The technical course was designed to provide a good foundation for boys who were planning to become trade apprentices and led to the senior high school technical course. The electives provided for the eighth and ninth grades for this course were mechanical drawing and shop work.

The practical arts course was intended for over-age boys who planned to leave school at the end of the ninth grade. In this course, the boys had two periods of shop daily in the eighth and ninth grades.

The household arts course provided training in sewing, cooking, millinery, budgeting, and child care. It was intended as introductory preparation for girls who were going on to college to prepare for teaching household arts or for institutional positions in dietetics or nursing. It would obviously also be beneficial to girls who would marry and remain in their own homes. The electives provided for this course in the eighth and ninth grades were cooking and sewing daily.\(^\text{18}\)

In the seventh grade all pupils were required to take the same subjects. The subjects were English, social studies, mathematics, general

\(^{18}\text{Ibid.}\)
science, shop for boys, household arts for girls, art, music, and physical education. In addition, each pupil spent the third period of each day in extra-curricular activities such as homeroom, assembly, or club activity. Health instruction was included with the general science work as well as with the physical education work.\(^{19}\)

In the eighth and ninth grades differentiation was provided but all pupils were required to take a core group of subjects consisting of health activities, social studies, English, general science, mathematics, music, art, physical education, and shop or home economics. The eighth and ninth graders enjoyed the same extra-curricular activities as the seventh graders.\(^{20}\)

The information about the time requirements for the different subjects for grade seven is found in Table I. The information about the time requirements for the different subjects for each of the five curricula offered in grades eight and nine is found in Table II. There were seven periods per day; six of fifty minutes each with five minutes for passing from class to class. The third period each day was a thirty minute period used for the extra-curricular activities.

Program scheduling was by classes rather than by individuals in the junior high school. The long class period, fifty minutes, was provided so that ample time was available for supervised study. As a consequence, home

---

19 See Table I on page 74.

20 See Table II on page 75.
TABLE I
TIME REQUIREMENTS IN ALL COURSES
FOR SEVENTH GRADE

<table>
<thead>
<tr>
<th>Subject</th>
<th>Periods per week</th>
</tr>
</thead>
<tbody>
<tr>
<td>Extra-Curricular Activities</td>
<td>5</td>
</tr>
<tr>
<td>English</td>
<td>5</td>
</tr>
<tr>
<td>Social Studies</td>
<td>5</td>
</tr>
<tr>
<td>Mathematics</td>
<td>5</td>
</tr>
<tr>
<td>General Science</td>
<td>2.5</td>
</tr>
<tr>
<td>Physical Education</td>
<td>2.5</td>
</tr>
<tr>
<td>Shop for boys</td>
<td>5</td>
</tr>
<tr>
<td>Household Arts for Girls</td>
<td>5</td>
</tr>
<tr>
<td>Art</td>
<td>2.5</td>
</tr>
<tr>
<td>Music</td>
<td>2.5</td>
</tr>
<tr>
<td><strong>Total per pupil</strong></td>
<td><strong>35</strong></td>
</tr>
</tbody>
</table>

*Experience in each of four shops—wood, electric, print, and metal—was offered for ten weeks during the year.*
<table>
<thead>
<tr>
<th>Subject</th>
<th>Academic</th>
<th>Technical</th>
<th>Practical Arts</th>
<th>Household Arts</th>
<th>Commercial</th>
</tr>
</thead>
<tbody>
<tr>
<td>Extra-Curricular Activities</td>
<td>5</td>
<td>5</td>
<td>5</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>English</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Social Studies</td>
<td>5</td>
<td>5</td>
<td>5</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Mathematics</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>General Science</td>
<td>2.5</td>
<td>2.5</td>
<td>2.5</td>
<td>2.5</td>
<td>2.5</td>
</tr>
<tr>
<td>Physical Education</td>
<td>2.5</td>
<td>2.5</td>
<td>2.5</td>
<td>2.5</td>
<td>2.5</td>
</tr>
<tr>
<td>Commercial</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>5</td>
</tr>
<tr>
<td>Shop, boys</td>
<td>2</td>
<td>5</td>
<td>10</td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Household Arts, Girls</td>
<td>2</td>
<td></td>
<td>10</td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Mechanical Drawing</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>5</td>
</tr>
<tr>
<td>Art</td>
<td>2.5</td>
<td></td>
<td></td>
<td></td>
<td>2.5</td>
</tr>
<tr>
<td>Music</td>
<td>2.5</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2.5</td>
</tr>
<tr>
<td>Total per pupil</td>
<td>35</td>
<td>35</td>
<td>35</td>
<td>35</td>
<td>35</td>
</tr>
</tbody>
</table>
work was eliminated.21

Extra-curricular Activities

The teaching practice advocated for the junior high was concerned with the establishment and maintenance of a consistent standard for pupil attitude in the classroom. Maintenance of a variable standard for pupil achievement based upon the pupil's ability and opportunity, of course, was stressed. The development of the fullest possible expression of native capacity in each individual was to be the constant aim. The socialising program of the junior high school was to be a distinctive feature. It was intended to help in equipping pupils for effective citizenship and profitable use of leisure. The teaching practice and the socializing activities are discussed in one of the handbooks provided for teachers of the junior high school.

The third period of every school day, a morning period, is set aside for such activities. In this daily period are provided some of the experiences which have hitherto been left to chance; or which have been expected as a concomitant reaction to accompany without effort the "regular work" of the school; or which have been tacked on at the end of the school day as an incidental social experience to be enjoyed by a select few of the pupil group.22

The homeroom meetings were conducted as regular business meetings and representatives from each of the home rooms constituted the student government body of the school.

21 The material for Tables I and II and the discussion of them on pages 73 and 75 have been adapted from the section, "Junior High School," in William McAndrew's Annual Report for the Year Ending June 30, 1925, 110.

22 Sophie A. Thielgaard et al., Junior High Schools in Theory and Practice, Handbook Two, Chicago, 1931, 23.
All manner of pupil interests were provided for in the clubs which met during the third period of the day once or twice a week. Everything from tumbling to debating, from sandwich-making to hiking, from "Know Your City" to armohair travel had a place in the junior high school. Each semester the pupils were permitted to choose the club in which they wished to participate. Of course some activities were more popular than others. Many sections of the more popular activities were offered and every effort was made to permit each child to enjoy his favorite activity.23

The assembly was the final type of socializing activity offered during the third period of the day. It too was the subject of a handbook for junior high school teachers. Although it was published several years after the opening of the first junior high schools in 1924, the principles embodied in it are the ones desired from the beginning by those who set the original plans for the junior high schools.

It is conceded that assemblies are not merely to provide a period of entertainment, but also to contribute information, or to offer legitimate opportunity to display various school activities or to promote school and community spirit.... Assembly topics should embrace school activities, civic and national events, holiday celebrations and elements of simple entertainment. The assembly, as conceived in junior high school, is a sort of proving ground; planning for it will motivate the pupils' learning; rehearsing and preparing for it will clarify their knowledge, and the actual performance will demonstrate the results of teaching.24

23 McAndrew, Annual Report, 1925, 110.

As a result of all the careful planning to secure teachers and equipment, to remodel the buildings, to outline the curriculum, and to provide for extra-curricular activities, everything was in readiness for the opening of school on September 2, 1924. On that day, the first five junior high schools, Harper, Herzl, Parker, Phillips, and Sabin, opened. There were 5,121 pupils enrolled. They were under the care of 162 teachers.25

Even as the first days of these five junior high schools were passing, plans were in progress to expand the junior high school system in Chicago.

CHAPTER V

EXPANSION OF THE JUNIOR HIGH SCHOOL

SYSTEM, 1925-1933

When Chicago schools opened in September, 1924 there were five
junior high schools enrolling 5,121 pupils. In retrospect, it seems almost
impossible that all the necessary preparations for these five schools could
have been made between May 1st, 1924 and the 2nd of September of that same
year. But it was true. Teachers and principals had had courses in junior
high school theory and practice. Teachers had taken written and oral exam-
inations and been certified to teach in the junior high schools. "Curricula"
and "courses of study" had been determined. School buildings had been
remodeled. Pupil transfers had been arranged. Certainly that three and one-
half month period was one of arduous labor.

The new school year was hardly started when plans were formulated
to provide for expansion of the junior high school system. The expansion
and development of the junior high school is considered under several head-
ings in order to present a clear picture of the many facets of its program.

Building Facilities

During the first weeks of the new semester plans for the remodeling
of more buildings to house junior high schools were submitted to the Board
of Education.¹

A survey of the city was made and recommendation of tentative plans for future new buildings for junior high schools was made to the Board.² In the years that followed, some of these sites were built upon for junior high school purposes; some of them were taken for senior high school purposes; and the rest were not used for any school purpose. The Board of Education acquired some property for junior high school use which was not used at all for years after the junior high school system was abandoned.³

Plans were drawn for the new type of building to house the junior high school. They provided for the inclusion of a cafeteria, a swimming pool, two gymnasiums, shop rooms for both boys and girls, classrooms, library, art rooms, science rooms, vocal music, band and orchestra rooms, administrative suites and a social room for use by pupils as well as parents. The Hirsch Junior High School at 7740 S. Ingleside Avenue on the south side and the Sullivan High School at 6631 Bosworth Avenue on the north side were the first of the buildings designed especially for junior high school use to be opened.

By 1933 there had been ten junior high schools built especially for that purpose. In addition there were three other junior high schools housed in relatively new buildings that had been intended for elementary school

² Ibid., No. 10250, November 26, 1924, 424-432.
³ Ibid., No. 11166, March 25, 1925, 927-928.
use when built. They were located in areas, however, where the elementary
school population was too small for the buildings. One junior high school,
the Phillips, shared a building with a senior high school of the same name.
The other fifteen junior high schools occupied remodeled schools, in some
cases with new additions to provide for the special features of the junior
high school program. The remodeling and the additions transformed these
schools into buildings suitable for junior high school use.

In May of 1925, recommendation was made to open junior high schools
as quickly as possible in the Cameron, the Farragut, the Kelvyn Park and the
Stockton elementary schools. Alderman Cepak of the twenty-second ward wrote
to the President of the Board of Education on behalf of the people of his
ward requesting that the Farragut School not be changed. He stated that the
people of the district knew little about the junior high school system and
were opposed to it. On June 24, 1925, the Committee on School Administration
reported that the alderman had written again, withdrawing the objections set
forth previously. A representative of the district had appeared before the
committee and stated that whatever opposition there had been to the proposed
plan had been removed.

---

5 Ibid., No. B-11687, June 10, 1925, 1590.
6 Ibid., No. 11948, June 24, 1925, 1693.
7 Ibid.
The Kelvyn Park district also had registered protests. The community had relatively few elementary school pupils and much of the building was used by high school pupils who were to be transferred to the Schurs High School. This would leave many vacant rooms in the Kelvyn Park School. Nevertheless some of the people of the district protested the use of the building for a junior high school. A letter from A. G. Johnson\(^8\) was written at the request of some of the parents. The City Council adopted a resolution on June 17, 1925 petitioning the Board of Education "to stay all proceedings in the matter of converting the said Kelvyn Park School into a junior high school until the parents in the said district shall have been granted a hearing before the Board of Education on said matter."\(^9\)

On June 24, 1925, a letter from the Parents Association of Kelvyn Park commended the action of the Board of Education in converting the school into a junior high school.\(^10\)

In both of these cases, the requests of the communities for further discussion were complied with. The District Superintendent in Charge of Junior High Schools attended the community meetings in both schools. He explained the purposes and advantages of the junior high school system. He told why these particular schools had been chosen for conversion. He was

\(^8\) Ibid., No. D-11687, June 10, 1925, 1590-1591.  
\(^9\) Ibid., No. A-11821, June 24, 1925, 1649-1650.  
\(^10\) Ibid., No. 11821, June 24, 1925, 1600.
apparently successful in allaying the fears of the people which were largely due to insufficient information.

There is no record of opposition to the conversion of the Cameron School. However, on May 27, 1925, Mrs. Hefferan, a board member, moved that Report No. 11510-E be amended by eliminating the Cameron School.11 On June 21, 1925, the Committee on School Administration recommended that the Superintendent's recommendation to establish a junior high school at the Cameron be concurred in.12 Again Mrs. Hefferan moved that action on this report be deferred. Finally on July 8, 1925, the Board of Education voted to defer action on the Cameron School for one year.13

Actually there was community opposition in the Cameron district. When the District Superintendent met with the people there, he was able to reassure them by stating that the plan to convert the Cameron School was no longer being considered. The school was well located for junior high school purposes. The building, however, did not lend itself to the special features of the junior high school and remodeling would have had to be extensive and expensive.14 Though the Board action merely deferred the matter for one year, it was never considered again.

11 Ibid., No. 11669, May 27, 1925, 1517.
12 Ibid., No. 11947, June 21, 1925, 1693.
13 Ibid., Deferred Business, July 7, 1925, 1.
14 Personal interview with Joseph F. Connally.
In 1928 the Board of Education received resolutions from the City Council requesting that junior high schools be established in the Garfield School and in the Fullerton Avenue District.

Once again the City Council was acting outside its legal relationship to the Board of Education. The President again took action on the requests. The Board referred both resolutions to Superintendent William J. Bogan, who had succeeded Superintendent MoAndrew. The Superintendent reported that the Garfield School was not so well located as the Medill for serving the junior high school age youth of the community. The junior high school was therefore organised in the Medill School. Superintendent Bogan further reported that the Fullerton Avenue District had only a small classroom shortage in comparison to other areas. Since the Waller High School which serves the area was getting an addition, the Superintendent recommended that the matter of a junior high school for the area be deferred.

By the fall of 1931 there were twenty-seven junior high schools operating in Chicago. During the following spring, the Board of Education had acted to codify the boundaries for these twenty-seven schools. Previously the districts of some of the schools had been described in terms of the contribut-


16 Ibid., No. G-20575, May 2, 1928, 1180.

17 Ibid., No. 21412, August 8, 1928, 52.

18 Ibid., No. 21411, August 8, 1928, 52.
ning elementary schools while others were designated by geographical boundaries. This report uniformly set up the boundaries geographically for the twenty-seven schools. 19

The last junior high school authorized in Chicago was housed in the old South Division High School at 26th Street and Wabash Avenue. 20 The building had been vacant for a semester following the removal of the Continuation School the previous February. The area was badly in need of classrooms as there were twenty-seven portables in use and there were eight divisions operating on half-day sessions only. The junior high school, renamed the Paul Laurence Dunbar Junior High School, 21 furnished classrooms for six hundred fifty of the pupils in need of better school facilities.

Membership Growth

When the junior high school system was inaugurated in September of 1924, there were 5,121 pupils enrolled. 22 Only the Parker Junior High School offered the ninth grade work during the first semester. This was possible because the Parker had been operating as a junior high school since 1918 and therefore had eighth grade pupils who had had junior high school training.

19 Ibid., No. 31757, May 11, 1932, 1542.
20 Ibid., No. 31825, June 15, 1932, 1648.
21 Ibid., No. 32006, No. 32006, August 10, 1932, 122.
The other four schools enrolled pupils in the four semesters of seventh and eighth grade. There were 162 teachers, exclusive of the principals and the "extra teachers," in these five schools in September, 1924. During the second semester of the school year twenty-four teachers were added to the junior high school staff.

At the close of the school month of May, 1925, there were 5,754 pupils enrolled in the five junior high schools. They were taught by 190 teachers.23

During the school year 1925-1926, three more junior high schools were added, the Farragut, the Kelvyn Park and the Stockton. These three schools did not offer ninth grade work but, of course, the other five schools did. There were 9,491 pupils enrolled in the eight schools at the close of the school year, June 30, 1926.24

By 1929 the number of junior high schools had risen to twenty. There were twenty-eight thousand pupils attending them.25 The junior high school system continued to expand. At the close of the school month of May, 1933, there were twenty-nine junior high schools. The total membership for these twenty-nine schools was 17,065. There were 1,385 teachers employed in

---


25 Joseph F. Connelly, "Development of the Junior High School," Chicago Schools Journal, XII, October, 1929, 47.
these schools. They were offering a vigorous and vital program both in the regular scholastic fields and in the socializing activities which are so important for further expansion of the junior high school for the following school year.

Staff

The teaching staff of the junior high schools included specialists in each of the fields in which courses were offered in the junior high schools. An "extra-teacher" was authorized for each junior high school for each one thousand pupils or major fraction thereof. The addition of this teacher permitted reduction in class size or the release of a teacher from class responsibility for administrative duties. In October of 1927, authority was granted to assign band instructors in the junior high schools. This was felt to be desirable as many teachers of vocal music lacked the special training necessary to give instruction in band instruments. Band participation was considered an important element in the education of adolescent youth.

Vocational advisers were assigned to the junior high schools in September, 1925. It was recognised that special guidance was necessary for the pupils in the junior high schools in choosing their courses of study and

27 Ibid., No. 13047, December 12, 1925, p. 22.  
28 Ibid., No. 18840, October 19, 1927, p. 404-405.  
in familiarizing themselves with the opportunities for training and the 
variety of occupations open to them in the future. The first task of the 
Vocational Adviser was to secure the cooperation of each teacher to the end 
that adequate guidance could be offered each pupil.

Under the general division of Educational Guidance, the vocational 
adviser interviewed pupils whose scholastic work fell below grade level. She 
also conferred with pupils who left school before the completion of the junior 
high school work. In these cases, her objectives were to help the child 
achieve his best possible adjustment and to analyze the failure in holding 
power of the school. Advice on selection of courses in both junior high and 
senior high school was given to each pupil by the adviser. She was also in 
charge of the general testing program of the school.

Under the general heading of Occupational Guidance, the adviser 
disseminated occupational information through individual and group conferences 
with pupils. She also furnished class teachers with materials on occupations 
which might be incorporated into their regular class work.

The description of the activities of the vocational adviser in the 
junior high schools reveals the forerunner of our present adjustment teachers 
in the elementary and high schools as well as the placement counselor of the 
senior high school. The vocational adviser, however, was not considered a 
member of the school faculty as the adjustment teacher and placement counselor 
are today. The vocational adviser worked under the direction of the Director 
of Vocational Guidance from the central office, and the name of the vocational 
adviser was not included in the roster of teachers for any junior high school.
Each junior high school had an administrative and supervisory staff headed by the principal. The assistant principal usually had few teaching duties. The dean of girls might have some classes, perhaps half a regular teaching load, or might be freed from teaching. The assistant principal acted as dean of boys and was responsible for the programming of classes for the school.

Each department in the junior high school elected a departmental head whose primary function was to order supplies and textbooks as needed. Each school had a librarian trained by the Chicago Public Library. The library was regarded as extremely important in the junior high school. Each school had the services of a compulsory education officer. Special subject supervisors were on call to assist teachers at any time. Clerical assistance was provided for each junior high school.

Each junior high school for one thousand or more pupils had the services of a matron to care for teachers and girls who might be ill and to supervise the areas of the building which were devoted exclusively to the use of the girls. 30

In January of 1929, a special course in junior high school instruction was authorized for the Chicago Normal College (now the Chicago Teachers College.) 31 This course was open to graduates of standard four-year


31 Ibid., No. 23189, January 23, 1929, 751.
They were required to present at least nine college majors of credit in the field in which they proposed to major at the Normal School and which they planned to teach in the junior high school. Upon completion of the course, they received certificates as elementary teachers and were permitted to take the regular examination for junior high school certificates. The reason offered for giving this special work at the Normal College was to "provide a group of well-trained teachers for service in the public schools of the city."32

Special Features of the Junior High School

Objectives

When the Educational Commission of the Board of Education recommended the establishment of junior high schools for Chicago they gave the following eight reasons for that recommendation:

1. The seventh and eighth grade work in the elementary school is not geared to the needs of pupils in early adolescence.

2. The junior high school is a separate organization designed to perform certain functions of education better than other organizations do.

3. The junior high school brings together a large group of pupils with similar aptitudes and interests. This permits grouping these pupils so as to advance their interests...

4. The junior high school arouses and maintains the interest of the pupils thus producing better work while the pupils are in school and, at the same time, inducing them to stay in school beyond the time when they would otherwise withdraw.

5. The junior high school provides a much needed transition between the elementary school and the high school.

6. The junior high school provides an opportunity for each child to progress at his own rate without failure.

32 Ibid.
7. The junior high school provides both vocational courses and advisers which help the pupils acquire an intelligent attitude toward vocational and educational opportunities.

8. The building of new junior high school buildings will relieve congestion in both elementary and four-year high schools.... The educational advantages of the junior high school justify the necessary additional expense.33

In providing the enriched curriculum and the variety of experiences and contacts which would improve the educational experiences of the seventh and eighth grade pupils, the junior high school increased the amount of time given to art, music, and physical education. They added work in science, foreign language, mechanical drawing, commercial work, home economics for girls and shop for boys to the curriculum. The introduction of the socializing activities, of course, did a great deal to implement many of the objectives set forth by the board of education. They helped to gear the school to the interests and needs of the young adolescent. They contributed to the maintenance of interest in school which helped keep pupils in school for longer periods.

Physical Education and Health

In the field of physical education and health much progress was made in the junior high schools. Adequate gymnasiums were provided for both boys and girls. Swimming pools were part of the building requirement for the new buildings and were included in the remodeling of some of the other buildings. Each pupil had physical education classes three times a week except

33 Ibid., No. 8830, April 30, 1924, 1265.
those enrolled in the practical arts course who had it only twice a week. There were very few pupils enrolled in this course as we shall see later in this chapter. This was a great increase in the amount of time devoted to physical education. Health study was considered in conjunction with the general science class as well as in the physical education class. The lunchroom in the junior high school made an important contribution to health education. Balanced meals were served in pleasant surroundings.

Curricular Theory and Practice

In speaking to the Junior High School Teachers' Club in 1931, the District Superintendent referred to the purpose of the junior high school to provide discovery and exploratory experiences. "Every one of the boys and girls has some power that may prove a blessing to him and to his community if we can aid him in discovering and developing that power."35

In 1932 Mr. Connelly referred again to this purpose of the junior high school. "The criterion that the junior high school curriculum shall be exploratory in nature, properly observed, will ensure that the pupils will be able to work more happily and more effectively in high schools and in life."36

In this same address, he listed several other criteria for the junior high

34 Personal papers of Joseph F. Connelly.
35 Joseph F. Connelly, "Our Junior High Schools," an address delivered at the regular meeting of the Junior High School Teachers Club and printed by the Junior High School Principals, Chicago, 1931.
36 Joseph F. Connelly, "Distinctive Characteristics of the Junior High School Curriculum," an address delivered at the Conference on Curriculum Reorganization and Revision, Northwestern University, October 31, 1932 and printed by the Junior High School Principals, Chicago, 1932.
school curriculum. It should be general in nature. Its purpose should be to develop in pupils the ability to draw inferences from a series of facts rather than to remember and reproduce the facts. It should reflect and influence current social practice when "social practice" includes civic, commercial and industrial phases of life. It should be flexible enough to provide for individual differences. It should be planned for the three junior high school years as a unit and should provide genuine continuity and progressive, sequential development during the three years. It should train citizens to act with intelligence and character. It should be formulated cooperatively by teachers, principals, supervisors, and superintendents. It should be formulated in the light of, and designed to achieve certain objectives and these should take into consideration local community differences.

In addition to expanding the curriculum, the junior high school changed the scope of some fields. The English, mathematics and social studies offerings were integrated more than had formerly been the case. Instead of separate courses in grammar, spelling, composition and reading, the unified course in English was given. Instead of separate courses in history and geography, social studies courses were given. They included civics also and emphasized citizenship and service. The social studies formed the core of each of the program of studies for the junior high school. Instead of two years of review of the fundamental processes in arithmetic, the junior high school offered the pupils some arithmetic, some intuitive geometry and some elements of algebra in the seventh and eighth grades. Algebra was taught in
the ninth grade. 37

Library

The library was extremely important in the junior high school. The elementary schools generally had no central library in 1924. Some of the senior high schools had central libraries but they did not function effectively for the average student. The junior high school plans for Chicago specified a room to be equipped as a library. The librarian was trained by the Chicago Public Library and held no teaching certificate. The purpose of the library in the junior high school was two-fold: (1) to promote worthwhile reading for recreation; and (2) to provide training in the use of reference works and other library materials in preparing lessons and in solving other problems. The changed attitude toward the use of the library in the public schools spread to the high schools and to the elementary schools. 38

In May of 1926 the Chicago Public Library Board appointed a special committee to confer with the Board of Education as to the possibility of housing Branch Public Libraries in the new junior high schools then being built. This committee wrote to the Secretary of the Board of Education requesting a meeting or a detailed communication setting forth the conditions

37 Personal papers of Joseph F. Connelly.
38 Peter B. Ritame, "The Junior High School Library," Chicago Schools Journal, XII, December, 1929, 146-149.
and mutual obligations necessary for the inauguration of such a plan.39

The conference between the special committees from the Chicago Public Library Board and from the Board of Education met. They were, however, unable to make mutually satisfactory arrangements to operate the libraries in the new junior high schools, Hirsch and Sullivan, as branches of the Public Library. The Committee for the Board of Education recommended that the libraries in the new junior high schools be conducted on the same basis as the libraries in the other junior high schools.40

Teaching Practice

In order to meet the objectives of the junior high school and to provide the vital learning experiences necessary for the young adolescent, a changed point of view with regard to teaching practice emerged. The goal changed from that of imparting knowledge to the pupils. Rather the teacher's purpose was to inspire the pupils with the wish to know, to do things effectively and to be effective citizens. Emphasis was placed on the cooperation desirable between pupils and teacher in attacking school problems. Socialized recitation, individualization of the learning process and supervised study were basic to the teaching practice in Chicago's junior high schools.

A committee of junior high school principals with Miss Sophie A. Theilgaard as Chairman prepared a handbook for teachers entitled Junior High

40 Ibid., No. 14872, June 9, 1926, 1731-1732.
Schools in Theory and Practice. After a discussion of the Guiding Policies of the junior high school, a section on the "Teaching Practice in the Junior High Schools" was presented.

The whole subject of teaching practice is highly important in the organization of the junior high school. In considering it in relation to the conduct of all classes assigned to him the teacher should include the following elements:

a. Maintenance of a constant standard for pupil attitude in the classroom
b. Maintenance of a variable standard for pupil achievement, the variation to be based upon pupil ability and opportunity
c. Developing the fullest possible expression of native capacity in the individual
d. Conservation of valuable elements in approved teaching practices
e. Development of improved and new practices, following experimentation with new methods and consistent and enlightened attempts at improvement of teaching procedure
f. Special consideration of those procedures which, while not limited to the junior high school, are especially emphasized in it.11

The Chicago junior high schools emphasized good citizenship and good scholarship on the part of their pupils.

In the past, schools and teachers have tended to devote too much attention to the unruly boy or to instances of bad conduct. The junior high school believes that it is sounder psychology and better pedagogy to emphasize good citizenship, scholarship, and other virtues on the part of our boys and girls.12

Correlation with Senior High Schools

One of the major claims of the junior high schools was that they


12 Connelly, "Development of the Junior High School," Chicago Schools Journal, XII, 50.
aided the pupil in bridging the gap between elementary school and high school. It was inevitable, however, that problems would arise in the articulation of the junior and senior high school. At the close of the first year of operation of junior high schools in Chicago, the District Superintendent reported:

Correlation with other parts of the school system has been secured by having textbooks selected by a joint committee of junior and senior high school principals and teachers, and by appointment of committees made up of elementary school, junior high school, and senior high school principals and teachers to revise the tentative courses of study adopted last August.\(^3\)

In the Superintendent’s Annual Report for 1926, progress toward agreement between the junior and senior high schools on some problems of the transfer of pupils was reported.

At a meeting attended by seven senior high school principals and eight junior high school principals, the following tentative agreement was entered into:

**Junior High School Principals** in transferring pupils to the Senior High School may attach to the transfer a recommendation of advanced standing in certain subjects for exceptional pupils. Senior High School Principals are authorized to accept these recommendations tentatively, and place pupils on trial in accordance with the recommendation. If these pupils carry the advanced work successfully, the tentative advanced credit should be made permanent. However, pupils will be required to secure twenty-four semester credits in the Senior High School above the ninth grade or Junior High School work in order to be entitled to a Senior High School diploma.

To meet the situation created by the establishment of the Junior High School, a revision of the courses of study in both Junior and Senior High Schools is necessary. This revision should provide a list of minimum essentials in each subject and also additional topics for consideration by pupils and groups of more than average ability.

---

\(^3\) McAndrew, *Annual Report*, 1925, 110.
These measures are intended as temporary measures only. They should be supplemented by a thorough-going revision of elementary, Junior High and Senior High Courses to the end that the pupils may advance from the Kindergarten up to and through the twelfth grade without duplication of his work.

An informal report of a committee of junior and senior high school teachers who, in 1929, investigated difficulties arising between the two schools in the language, commercial, and shop courses is among the private papers of the District Superintendent. The following excerpts from it are interesting for consideration before leaving this topic of correlation of the junior high school with the senior high school.

The committee feels that the situation is much better than they had expected to find, since popular prejudice had unfortunately and possibly unnecessarily been aroused at the time the Junior High School was organized. The committee believes that the Junior High School has made a place for itself, educationally and socially, in the public school system, and is, in no sense, on the defensive.

The senior high school can surely take advantage of the three years' work in initiative, social attitudes, and citizenship which the Junior high school provides, and carry on its work in these same ideals. It means that each school must have its tradition of responsible citizenship and ideals of social cooperation so well understood and felt by every individual from the principal and teacher to the newest freshman in the school that the child can pass from one community to another without finding any large differences in the social atmosphere.

The basis of this complaint that the junior high school pupil is unwilling to do any work which does not interest him at the moment seems to lie largely in the difference in the aims of the Junior and Senior high schools. The Junior high school aims to keep the child in school as long as possible, to broaden his outlook upon life, to give him exploratory courses, to give him "equality of opportunity without undue insistence upon equality of achievement."

———

The Senior high school, on the other hand, like the business world, puts the responsibility largely upon the pupil.45

With the changes in child labor and compulsory education which have come about in the last twenty-five years the senior high school now finds itself in much the same situation with regard to "entertaining the pupils" which it deplored then in the junior high school. The junior high school in the years 1924 to 1933 sought to retain pupils in school by arousing their interest in some study or activity. They worked on the theory that a boy working on some project in which he has an interest is in less danger of becoming a juvenile delinquent than is the boy who drops out of school and roams the street.

Socialising Activities

No report on the "special features" of the junior high schools of Chicago would be complete without references to the socialising activities of these schools. The third period of each day was a thirty-minute period devoted to the Intra-Curricular Activities for all the pupils. During this period the homeroom activities were conducted, assemblies were held, and the many and varied clubs met. Among the interests appealed to in the clubs were the following: tumbling, dramatics, debating, dancing, puzzle, radio, first-aid, weaving, harmonica.46 The Student Council and the Student Court held their

45 Personal papers of Joseph F. Gonnally.

meetings during this period-usually on the days when the homeroom meetings were held.  

The teacher's handbook refers to the importance of the socializing activities.

The socializing program is distinctly regular work, if regular work involves the training of individuals for contributions to group welfare. It is distinctly intra-curricular if the curricular materials are selected from the standpoint of equipping pupils in the public schools for effective citizenship. It is distinctly educational, if education comprehends adequate practice both for profitable labor and profitable leisure. The socializing program of the junior high school is made up of regular, intra-curricular, educational activities.

The third period of every school day, a morning period, is set aside for such activities. In this daily period are provided some of the experiences which have hitherto been left to chance; or which have been expected as a concomitant reaction to accompany without effort the "regular work" of the school; or which have been tacked on at the end of the school day as an incidental social experience to be enjoyed by the select few.  

The socializing activities were viewed as essential for the adequate education of the young adolescent. Each pupil had an opportunity to participate in at least six different fields of interest during his junior high school career. Often changes were made within a semester when such change seemed desirable for the individual development of a pupil.  

A special handbook on assemblies had been prepared earlier. The importance of "good" assemblies was stressed constantly. The assembly was

---

47 Personal papers of Joseph F. Connelly.
designed to be a source of stimulus and mental growth for the pupils. The assemblies were not intended to provide entertainment only. The handbook lists the following aims which were to be implicit in every program prepared for the year's activities:

To give each pupil an opportunity to take part in an assembly, according to his abilities and interests, thereby developing to some degree [poise], leadership, and willingness to serve.

To inculcate the habits of willing attention, entertainment and relaxation, thereby laying the foundations of a well-bred audience.

To make clear the interest and beauty that abide in subjects that are informing and inspiring, thereby developing good taste, discrimination, and worthy use of leisure.

To demonstrate class and school progress, and launch school and community projects and campaigns, thereby building up individual, school, and community spirit.50

The assemblies served as "culminating activities" for many projects of homeroom, club or class. The pupils and teachers planned together for the program. The rehearsals helped them to clarify their ideas on the subject and to choose those facets of the work which would prove most interesting and enlightening to the audience. The actual performance gave the pupils valuable training in speaking before an audience. The pupils developed poise and self-confidence and dignity in presenting an interesting idea in a suitable manner to an appreciative audience.51

The Student Council and Student Court were concerned with the management of the large groups of children in and about the building. The distinction between matters under their jurisdiction and those reserved for

50 Lang, Handbook I, 5.

51 Personal papers of Joseph F. Connelly.
faculty or administration was clear and understood by all. The pupils who participated gained valuable insight into the mechanics of running a large school so that each pupil may have a maximum of freedom of movement and thought without impeding the orderly conduct of the school's main business, learning, and without infringing upon the rights of any other individual.52

Meeting the Objections of Labor, June 3, 1924

The Board of Education had extended invitations to people interested in the matter of the new junior high schools to attend a meeting of the Committee on School Administration which was held on June 3, 1924. Mr. Victor Olander of the Illinois Federation of Labor was the chief spokesman of those who were opposed to the junior high school plan for Chicago. One of the fears he expressed at this hearing was that the junior high school would urge pupils away from the general cultural studies into the trades.

The practical arts course was the only junior high school course that was comparable in vocational training value to the then popular two-year high school vocational courses. In 1926, 39.0% per cent of eighth grade graduates entering the four-year senior high schools took these two year vocational courses.53 At the same time, only 283 out of 6,723 pupils, or 4.2 per cent of the pupils, in the junior high schools enrolled in the Practical Arts course. This information is presented in Table III on page 103.

---

52 Personal interview with Joseph F. Connelly.

53 Personal papers of Joseph F. Connelly.
TABLE III
NUMBER OF PUPILS ENROLLED BY COURSES IN THE JUNIOR HIGH SCHOOLS OF CHICAGO IN 1926*

<table>
<thead>
<tr>
<th>School</th>
<th>Academic</th>
<th>Commercial</th>
<th>Technical</th>
<th>Practical Arts</th>
<th>Household Arts</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Farragut</td>
<td>104</td>
<td>450</td>
<td>266</td>
<td>52</td>
<td>34</td>
<td>906</td>
</tr>
<tr>
<td>Harper</td>
<td>260</td>
<td>258</td>
<td>287</td>
<td>offered</td>
<td>15</td>
<td>820</td>
</tr>
<tr>
<td>Heral</td>
<td>491</td>
<td>732</td>
<td>262</td>
<td>not offered</td>
<td>not offered</td>
<td>1485</td>
</tr>
<tr>
<td>Kelvyn Park</td>
<td>151</td>
<td>372</td>
<td>270</td>
<td>63</td>
<td>28</td>
<td>884</td>
</tr>
<tr>
<td>Parker</td>
<td>217</td>
<td>145</td>
<td>82</td>
<td>not offered</td>
<td>not offered</td>
<td>444</td>
</tr>
<tr>
<td>Phillips</td>
<td>117</td>
<td>310</td>
<td>53</td>
<td>148</td>
<td>628</td>
<td></td>
</tr>
<tr>
<td>Sabin</td>
<td>283</td>
<td>266</td>
<td>188</td>
<td>20</td>
<td>757</td>
<td></td>
</tr>
<tr>
<td>Stockton</td>
<td>367</td>
<td>237</td>
<td>183</td>
<td>12</td>
<td>799</td>
<td></td>
</tr>
<tr>
<td>Totals</td>
<td>1990</td>
<td>2770</td>
<td>1591</td>
<td>283</td>
<td>89</td>
<td>6723</td>
</tr>
</tbody>
</table>

* This table is derived from statistics found in the private papers of Joseph F. Connelly.
In examining the information in Table III on page 103, it should be remembered that there was no differentiation of program for the seventh grade pupils in the junior high schools. The figures represent the eighth and ninth grade enrollments in the schools as divided into course choices by those pupils.

The low percentage of pupils enrolled in the vocational course in the junior high school was to achieve its objective of "holding pupils in school longer." The value of further schooling presented to the pupils by the vocational adviser and the homeroom teacher should have led, and apparently did lead most of the pupils to postpone vocational training until the senior high school or later.

In January, 1928, 85 per cent of the graduates of the eight-grade elementary schools went on to ninth grade in the senior high schools. At that time, 99.6 per cent of those finishing eighth grade in junior high schools continued on for ninth grade in the junior high school; and 94.3 per cent of the graduates of the junior high schools in January, 1928 continued on to the tenth grade of the senior high school.54

Another fear expressed by Mr. Olander was that the junior high school would interfere with the development of the senior high school and that no more would be built. Within two years, six new senior high school buildings, Calumet, Crane, Fenger, Morgan Park, Roosevelt, and Tilden, were completed. Contracts had been let for a seventh, the Lucy Flower Technical

54 Connelly, "Development of the Junior High School," Chicago Schools Journal, XIII, 48-49.
High School for Girls. Plans were being drawn for an eighth, Lane Technical High School. Plans were also under consideration for Austin and Phillips. These last four schools were subsequently completed.55

Mr. Olander also expressed fear that general and cultural subjects would be minimized in the junior high school. Actually the junior high school allotted more time to the cultural fields of art and music than did the elementary school. The junior high school allotted as much or more time to the general subjects of English, arithmetic, social studies, science and physical education than did the elementary school.56

Still another fear of Mr. Olander expressed in June of 1924 was that intelligence tests would be used to direct certain pupils into intellectual courses and vocations and others into less intellectual courses and vocations. In refutation of this statement, the following explanation of the process of grouping in the Chicago junior high schools is given here.

Pupils in junior high school are given classification tests, not intelligence tests, to enable pupils to be grouped according to their needs. Some will profit by instruction in long division; others do not need this instruction in long division, but do need instruction in common fractions. In this way each group receives what it needs and what it can take. This close gradation is in accordance with a century-old movement in American Education. At first in America there were no grades in schools; later there were primary, intermediate and advanced. Still later there were eight grades. In Chicago we have gone further dividing each grade into A and B sections, so that our elementary schools have sixteen rather than eight, divisions. Some excellent teachers in the grades have

55 Private papers of Joseph F. Gomally.
56 Ibid.
gone even further and divide each A and B group into two groups, advanced and beginning. The junior high school classification merely goes along with and systematises this century-old movement in American education.57

Charges of extravagance in junior high school building costs were made. Frequently the charge was made that the Board of Education paid more for its buildings than did private schools. In 1926 figures were available to compare total cost and per pupil cost of a new junior high school, three new senior high schools and two private senior high schools. Sullivan Junior High School was built with a $1,600,000 appropriation for two thousand students. The per pupil cost was $300. Calumet, Fenger and Roosevelt Senior High Schools each had an appropriation of $2,750,000. Each was built for twenty-five hundred students making the per pupil cost $1,100. Alvernia (Catholic) High School was built for $900,000. It housed only 600 students so the per pupil cost was $1,500. Mercy (Catholic) High School was built for $1,500,000. It housed 1000 pupils and had the same per pupil cost as did Alvernia, $1,500.58 These figures show that the junior high school costs were not excessive in view of the facilities offered for relatively large student bodies.

Figures available for per pupil cost of operating elementary, junior high, and senior high schools for 1924 and 1925 reveal exactly what one would expect. The junior high school cost more per pupil to operate than did the

57 Ibid.
58 Ibid.
elementary school, and less per pupil than did the senior high school. These figures are presented in Table IV on this page. The junior high school

**TABLE IV**

**PER PUPIL COST IN THREE TYPES OF PUBLIC SCHOOLS**

**IN CHICAGO IN 1924 AND 1925**

<table>
<thead>
<tr>
<th>Type of School</th>
<th>Cost of Operating</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1924</td>
</tr>
<tr>
<td>Elementary school</td>
<td>$ 76.90</td>
</tr>
<tr>
<td>Junior high school</td>
<td>124.20</td>
</tr>
<tr>
<td>Senior high school</td>
<td>150.40</td>
</tr>
</tbody>
</table>

*This table is derived from statistics found in the private papers of Joseph F. Connelly.*

provided many more facilities than did the elementary school. Teachers' salaries were higher and there was greater variety of equipment and supplies in the junior high school. The senior high school, on the other hand, operated with smaller classes. For this and other reasons, the senior high schools cost more than the junior high schools to operate.

**Strayer School Survey Report**

Dr. George D. Strayer of Columbia University directed a survey of Chicago's Public School system in 1932. They prepared a five volume report on every phase of school work in Chicago. The reports on the junior high
school system are found in Volume II and Volume III. In the second volume, two of the sections are "Fitting the School to the Pupil," and "Secondary Education in Chicago." Volume III deals with "The Curricula of the Schools."

The survey report reveals that approximately one-third of Chicago's children progressed to junior high schools after finishing the sixth grade in elementary school in 1932. The other two-thirds of Chicago proceeded to the seventh grade in the elementary schools. The survey reports on the differences in opportunities which these children experience as follows.

There are marked differences between the offerings of the two types of schools. The junior high schools provide more opportunities for enrichment, exploratory, and finding courses. Most junior high schools have developed fairly adequate programs for assemblies, clubs, and other pupil activities, whereas these opportunities are largely lacking in the upper grades of elementary schools. The junior high schools represent essentially a type of desirable educational program, and Chicago boys and girls ought not to be denied this sort of program because of the limited scope of the junior high school type or organization.60

The survey committee commented favorably on the close articulation between elementary and junior high schools. They found a favorable situation with regard to the rate of progress in the junior high schools. Better counseling and guidance practices and greater flexibility in making adjustments for individual pupils were found in the junior high schools than in the upper grades of the elementary schools. They also reported "a more adequate


60 Ibid.
homeroom organization, a definite intracurricular socializing program, greater educational stimulus to pupils, and superior professional insight and attitude of teachers."61

In summarizing their findings on the curriculum of the junior high school, the committee made some recommendations for the future direction of these schools.

In summary, the junior high schools have adopted a direct, open, progressive philosophy of education. Much has been done to make this effective in practice. In comparison with the upper years of the elementary schools the improvement is marked. However, there is need for further consideration of practices in the light of the functions of the institution, leading toward a new alignment of subject values, less academic prescription, greater adaptation of content to the interests of the learner, greater emphasis upon socialization functions, less academization of the subject clubs, more encouragement for the attempts to fuse the content subjects into fewer divisions or larger areas of pupil experience, more counseling in relation to present growth and best immediate needs of pupils and less toward the future "protective" academic subject values, less emphasis upon the classification of pupils according to their ability to learn the subject matter of subjects and more opportunity for teachers to experiment under guidance with new materials and methods in greater consonance with the accepted philosophy than the materials and methods carried over from the elementary schools. With a decade of organization nearly completed, the junior high schools should enter a new decade dedicated to the solution of important curriculum problems, since organization alone never makes a division of the school system. To that end a sound beginning has already been made, and an excellent spirit, morale, and equipment for the next offensive are available.62

This was an extensive charge to place upon the junior high schools. In suggesting "less emphasis upon the classification of pupils according to

61 Strayer, Survey Report, III, 52.

62 Ibid., 54.
their ability to learn the subject matter," the survey committee was asking a reversal of policy. One of the reasons given by the Educational Commission of the Board of Education in its report in April of 1924 for recommending junior high schools for Chicago was that the large number of pupils permitted their grouping so as to advance their interests. The phrase "protective academic subject values" is baffling.

In general, these instructions from the survey committee simply asked that the junior high schools produce better results along the lines advocated by their own philosophy. In other words, the junior high schools were being asked to cut the "cultural lag" between theory and practice and to bring their level of action up to the level of their philosophy. This the teachers and administrators seemed eager to do as rapidly as their human limitations would permit.

Status of Junior High Schools in June of 1933

At the close of the semester in June, 1933 the junior high school had been a part of the Chicago Public School system for nine years. The number of junior high schools had grown from five in 1924 to twenty-nine in 1933. The 5,121 pupils of 1924 had increased to 47,065. The staff of 162 teachers had become a staff of 1,365. The statistics alone are impressive. In 1933 there were nearly six times as many school buildings used for junior high schools as in 1924; there were more than nine times as many pupils enrolled; and the staff had increased proportionately. Still approximately two-thirds of the pupils enrolled in seventh and eighth grade were not privileged to enjoy the opportunities of the junior high school.
These opportunities were many. Enriched curricular offerings were there for the pupils. More subjects were offered—notably foreign language, science, commercial work, and shop and household arts experiences. More time was being devoted to some fields, particularly the fine arts. Broader scope was apparent in other fields such as English, mathematics and social studies.

The library, the lunchroom, the swimming pool, the social room all offered experiences for enriching the lives of the pupils. Clubs, assemblies, student government and athletics offered opportunities for developing personal resources and interests for each pupil.

The junior high schools were meeting their stated objectives. They served as a transition stage between elementary and senior high schools. They were giving seventh and eighth grade pupils some of the subjects which had been traditionally reserved for the senior high school. They were developing discipline of a more self-respecting, self-reliant and self-governing type among the young adolescents by separating them from the younger, pre-adolescent pupils of the elementary school. They were progressing in the reduction of both retardation in school and elimination from school of many pupils. They were doing excellent work and their graduates were achieving creditable success in the senior high schools.

Perhaps the most important thing to be recorded about the junior high schools of Chicago in June of 1933 is that they were growing on every front. Plans were in progress to increase the number of junior high schools. Committees were working to refine the curriculum of the school. Pupils, teachers and administrators were all interested in their schools and were
anxious to make them even better than they felt, with justifiable pride, they were when school closed in June of 1933.
CHAPTER VI

DECISION OF THE BOARD OF EDUCATION TO RETURN TO
THE 8-4 SCHOOL ORGANIZATION FOR CHICAGO

During 1932 and 1933 the Board of Education in Chicago was experi-
encing the financial difficulties common to all individuals and governing
bodies in those depression years. The Strayer survey in 1932 recommended the
shortening of the school year to seven or eight months if necessary rather
than the curtailing of services to effect economies.

Chicago has a school system which is basically sound. Like any
human institution, it can be improved and the survey staff has not
hesitated to point out the direction of improvement. But it is
equally true that the school organization has been maintained at
a reasonable level of efficiency by a loyal personnel in the face
of difficulties which are perhaps greater than any large school
system has had to contend with in recent times. It is no light
matter to urge reductions in financial support which threaten to
wreck such a school system. The survey staff is unwilling to
recommend such a course.

Rather, it is urged that the basic structure of the schools be
preserved and that, if it is financially impossible to operate them
at a reasonable level of efficiency for a full school year during
the present fiscal emergency, they be maintained at such level for
less than a school year. This will guarantee that the children will
be in good schools for such time as they are in school. A wise
parent would prefer to have his child in a good school eight, or even
seven months a year than to have him in a poor school ten months.
Each week that the schools are closed will result in a reduction of
expenditure of approximately $1,000,000.1

---

1 George D. Strayer, Report of the Survey of the Schools of
Action of the Board of Education, July 12, 1933

The Board of Education, however, in July of 1933 chose to curtail the services offered the pupils in addition to cutting the school year from ten months to nine. The Board charged that the public school system of Chicago had departed a long way from the requirement to provide "a good common school education" for all pupils, as stated in the Constitution of the State of Illinois. Many of the "embellishments" or "fads and frills" of the school program were eliminated. And among the "fads and frills" were the junior high schools.

Board President's Statement

The ostensible reason for abandoning the junior high school system in Chicago was economy. Funds were not available because the depression had caused tax payment failure. Certain members of the Board of Education, as well as business and political leaders of the city generally, however, felt that too much was being provided in the free public school system for all the girls and boys of the city. Some indications of this may be found in the statement made by James B. McGahey, President of the Board of Education.

The Constitution of this State requires that there shall be provided "a thorough and efficient system of free schools whereby all children in this State may receive a good common school education." It is charged that the public school system of Chicago in its development has departed a long way from such objective. But whether or not this is true, the financial stringency affecting the citizens, as well as the State, makes it imperative that, until the constitutional requirements are satisfied, many of the so-called "extra-curricular" activities embellishments or "fads and frills" must be eliminated and administrative
and operation costs reduced to a minimum.2

No explanation was given of Mr. McCahay's phrase "until the constitutional requirements are satisfied."

Public Reaction

William Fulton reported on the Board action in the Chicago Daily Tribune the next morning.3 Under the headlines "Cut City School Costs $5,000,000," "Abolish Junior High Schools," "Trim out Fads and Frills," "Teachers in Daze as Board Acts," Mr. Fulton described the scene of the board meeting and the proposed retrenchment. He called the abolition of "the costly junior high school system" the "biggest bombshell of this most sensational upheaval in Chicago's school history." He listed the other items of the educational department to be eliminated: Crane Junior College, the Parental School, the continuation schools, and 50 per cent of the kindergartens of the city. In dramatic fashion he described the scene in the board rooms.

The scene was a dramatic one as the board acted. Three hundred teachers...packed the board's meeting room in the Builders building to protest the cuts. But their protests died unspoken and they listened in consternation as one department after another felt the shock of the economy drive.

In the midst of it all sat Superintendent William J. Bogan, his gray head bowed in his hands. He had been consulted only on minor details and later he refused to comment on the situation.


3 Chicago Daily Tribune, July 13, 1933, part 1, 1-2.
Twenty-four policemen under Lieutenant Patrick H. Ronner were stationed among the crowd, but the teachers made no demonstration. They were stunned and silent.

The trustees had settled the final details of the program in a secret session at the Skyline Club and did not convene at the board room until 5:30 P.M.4

In the same issue of the Chicago Daily Tribune statements made by the deans of the Departments of Education at Northwestern University and at the University of Chicago were quoted. Both men decried the abolition of the junior high schools. Dr. James E. Stout of Northwestern University said that this marked a step backward for education in Chicago. "A normal child should complete the elementary course in six years." He expressed regret also over the curtailment of the Kindergarten program and stated that, "Music is not a fad or frill." Dr. Charles H. Judd of the University of Chicago described the board as "going back to medievalism."5

The Board of Education refused to postpone action on the proposal made by the Committee on Finance. Mrs. Hefferan, a member of the Board of Education, tried to have action on the committee report postponed but she was unsuccessful. The members of the Board who voted for the retrenchment program announced that they would adhere to their announced plan of retrenchment for the schools. The members were Mr. Joseph Savage, Mr. Andrew O. Jackson, Mr. William D. McJunkin, Mr. Ernest Bushler, Mr. Charles W. Fry, Mr. Paul Drysdale, Mr. Harry Solomon, Mr. Joseph Salat, Mr. Irwin Walker and President James B. McCahey. Mrs. William S. Hefferan was the lone member of the Board of

4 Ibid.
5 Ibid., 2.
Education who voted against the retrenchment program.

The action of the Board of Education in July, 1933 brought expressions of dismay and condemnation from many sources. The Conference of Administrative Officers of Institutions of Higher Education adopted a resolution deploring the backward step taken in the abolition of the junior high schools. Parent-Teacher Associations met and condemned the Board's plan.6

Petitions requesting the board to rescind its action were circulated and signed. A parade to demonstrate vehement opposition to the action was staged by teachers, parents and pupils. The demonstration of opposition was culminated by teachers, parents, and other citizens at a meeting of approximately twenty-five thousand on the night of July 21, 1933. Among the people who addressed this meeting were Mrs. William S. Heffron, Superintendent Bogan, President Fitzpatrick of the Chicago Federation of Labor, Rabbi Solomon Goldman, and Professor Charles H. Judd. In reporting on this meeting, Koos says:

There was a disposition to fix responsibility for the action of the board, which was assumed to be merely carrying out the mandates of others. Among the persons believed by the speakers to have dictated the action were Melvin A. Traylor, president of the First National Bank of Chicago, Fred W. Sargent, president of the Chicago and Northwestern Railway and chairman of the Citizens' Committee on Public Expenditures, Sewall L. Avery, president of Montgomery Ward and Company, and Mayor Kelly.7

---

7 Ibid., 486.
In his article reporting on this meeting, Koos quotes from Judd's speech of the evening as follows:

Forces unfriendly to the common people, forces which are banded together in secret to rob boys and girls of the opportunities of publicly supported secondary and higher education, have taken the occasion of Chicago's financial embarrassment to find out how far they can go without meeting effective community opposition. If the spirit of democracy can be destroyed here, other cities and towns in all parts of the United States will be forced by reactionaries to reduce the school program to instruction in rudimentary subjects. 8

In discussing the attitude of the press of the city on this matter of retrenchment by the board of education, Koos stated that the Chicago Daily Tribune was the only newspaper of the city which upheld the board's action. The Daily Times and the Hearst papers, the Herald and Examiner and the Chicago American were consistently friendly to the schools and opposed the cut in their budget. The Chicago Daily News at first accepted the long list of eliminations as having been made in good faith by the board. It sharply reversed this attitude, however, and published editorials with such titles as "The School Board's Weak Defense" and "Beating a Retreat for Democracy." The following statements were quoted by Koos from the last named editorial:

Statements made by the president and other members of the board of education since the public protest meeting last Friday have failed to meet the substantial issues raised by those who indicted the board's action of July 12.

It was charged that the size of the school deficit had been exaggerated by the board; that charge has not been met. It was asserted ... that the deficit could be wiped out in two years by continuing the four-week reduction in length of the school term and, hence that destructive curtailment of the educational program was unnecessary. That assertion has not been controverted.

8 Ibid.
Behind all the shifting and evasion is the fact that by an order, for which the board has failed to demonstrate either necessity or effectiveness; a thoughtfully evolved American school system, fitted to the needs and spirit of democracy, is in the process of demolition. Chicago's schools are commanded to sound a retreat for democratic ideals.

The eight-grade free elementary school is a European importation. It came from a world of sharp cleavages among classes, a world in which the lowly were admonished by their betters to be content with the lot which God had ordained for them. On that rudimentary foundation American democracy built a scientifically articulated system of free education which opened the way to higher attainment for young American ambition and capacity, whatever its economic status. Junior high school, senior high school, and junior college—these are main factors in the world-admired American program for creating an intelligent democracy on the basis of equal opportunity. Not Chicago alone, but the nation as a whole, adopted that system. Now, in Chicago, its abandonment is proposed. 9

A final quotation in Koos' account of the board action of July 12, 1933 is from an article by Robert Maynard Hutchins, University of Chicago Chancellor, as it appeared in the Herald and Examiner newspaper.

It [the school board] has ignored the Strayer report, prepared by experts from Columbia University, which showed how to save twice as much money as it now says it will save. It has ignored the superintendent, one of the best in the United States. He was not even admitted to the secret committee meeting in which this fatal action was agreed upon.

Why did the board take this attitude toward the Strayer report and the superintendent? It must answer this question if it expects to regain the confidence of the public. So far it has declined to do so. It has referred vaguely to information gathered "within and without the school system." Who supplied this information? We must assume that the board refuses to name its advisers because it is ashamed of them.

And in the absence of an explanation of the treatment accorded the Strayer report and the superintendent, we must assume that the board ignored them because their advice was unpalatable.

9 Ibid., 489-490.
If the board had to save money, how should it have done it? It should have determined how much money it had to spend. It should have made an honest, intelligible public statement of its figures. It should then have told the superintendent to produce the best system he could with the amount available. If this had been done and the superintendent had been free to deal with all the expenditures of the system, not an educator in the country could have criticized the result. Why wasn't it done? The answer must be that the board knew that the superintendent would cut out the political fads and frills which were its chief interest in the system.10

Disposition of Junior High School Teachers and Buildings

In spite of all the objections to its retrenchment program received by the Board of Education, it held to its position. The Superintendent, therefore, formulated plans for putting into effect the Resolution adopted by the Board. The elimination of the junior high schools made it necessary for the Superintendent to return 1,385 teachers to the elementary schools. Because some of these teachers had been teaching ninth grade pupils in the junior high school, this produced an excess of 223 elementary school teachers who were dropped from their positions. Some of the junior high school teachers had previously qualified themselves as high school teachers. They were absorbed into the high schools in vacancies created by the transfer of junior high school ninth graders to the senior high schools.11

The Superintendent had requested the Bureau of Research and Building Survey to prepare a report on the conversion of the twenty-nine junior high

10 Ibid., 188-189.

Following is an enumeration of the junior high school buildings and the proposed plan for their use.

<table>
<thead>
<tr>
<th>School</th>
<th>Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amundsen</td>
<td>Convert into a senior high school; also house a small elementary school branch</td>
</tr>
<tr>
<td>Burbank</td>
<td>Convert into an elementary school; also house a branch of Austin Senior High School</td>
</tr>
<tr>
<td>Cregier</td>
<td>Use the building for a branch of McKinley Senior High School; also for a branch of the Gladstone Elementary School</td>
</tr>
<tr>
<td>Curtis</td>
<td>Convert into an elementary school; also house a branch of Fenger Senior High School</td>
</tr>
<tr>
<td>Dunbar</td>
<td>Convert into an elementary school</td>
</tr>
<tr>
<td>Farragut</td>
<td>Convert into a senior high school; also house a small branch of Burns Elementary School</td>
</tr>
<tr>
<td>Foreman</td>
<td>Convert into a senior high school</td>
</tr>
<tr>
<td>Franklin</td>
<td>Convert into an elementary school; also house a branch of Lane Senior High School</td>
</tr>
<tr>
<td>Graham</td>
<td>Convert into an elementary school</td>
</tr>
<tr>
<td>Harper</td>
<td>Convert into a senior high school</td>
</tr>
<tr>
<td>Herald</td>
<td>Convert into an elementary school</td>
</tr>
<tr>
<td>Hirsch</td>
<td>Convert into a senior high school; also house a small branch of Ruggles Elementary School</td>
</tr>
<tr>
<td>Hubbard</td>
<td>Convert into an elementary school; also house a branch of Harper Senior High School</td>
</tr>
<tr>
<td>Jackson</td>
<td>Convert into an elementary school; also house a branch of McKinley Senior High School</td>
</tr>
<tr>
<td>Jungman</td>
<td>Use as a branch of Harrison Senior High School; or, close the school entirely. (There is room for all the seventh and eighth grade pupils in adjoining elementary school buildings; the ninth grade pupils could be accommodated at Harrison or Medill High Schools; approximately $25,000 could be saved annually in operation and maintenance expense.)</td>
</tr>
<tr>
<td>School</td>
<td>Proposed Use</td>
</tr>
<tr>
<td>------------</td>
<td>------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Kelly</td>
<td>Convert into a senior high school; also house a branch of Shields Elementary School</td>
</tr>
<tr>
<td>Kelvyn Park</td>
<td>Convert into a senior high school</td>
</tr>
<tr>
<td>Hanley</td>
<td>Convert into a senior high school; also house a small branch of Ericsson Elementary School</td>
</tr>
<tr>
<td>Medill</td>
<td>Combine with Medill Senior High School</td>
</tr>
<tr>
<td>Mt. Vernon</td>
<td>Convert into an elementary school; also house a branch of Fenger Senior High School</td>
</tr>
<tr>
<td>Parker</td>
<td>Combine with Parker Senior High School</td>
</tr>
<tr>
<td>Phillips</td>
<td>Combine with Phillips Senior High School; also house an elementary school branch</td>
</tr>
<tr>
<td>Ross</td>
<td>Convert into an elementary and pre-vocational school</td>
</tr>
<tr>
<td>Sabin</td>
<td>Use the building for a branch of Tuley Senior High School and for a branch of Wicker Park Elementary School</td>
</tr>
<tr>
<td>Stockton</td>
<td>Convert into an elementary school; also house a branch of Lake View Senior High School</td>
</tr>
<tr>
<td>Sullivan</td>
<td>Convert into a senior high school; also house a small branch of Kilmer Elementary School</td>
</tr>
<tr>
<td>Von Steuben</td>
<td>Convert into a senior high school</td>
</tr>
<tr>
<td>Westcott</td>
<td>Use for a branch of Calumet Senior High School</td>
</tr>
<tr>
<td>Wright</td>
<td>Convert into an elementary school; also house a branch of Foreman Senior High School</td>
</tr>
</tbody>
</table>

When the schools opened in September of 1933, there were no junior high schools functioning in Chicago. They have never been re-established. The fine teaching force was scattered through the elementary and senior high

---

schools of the city. Many of them have since become principals and district superintendents. Their progressive and energetic outlook on school problems continues to benefit Chicago's school children.

Editorial in America for September 23, 1933

Writing in America for September 23, 1933 the Reverend Florence D. Sullivan, S.J., denounced the action of the Chicago Board of Education in vigorous language. After paying tribute to the early position of Chicago as a center of trade, Father Sullivan continued:

The past is usually an augury of the future; but will this be true of Chicago? Will the idea of progress be forever intertwined in its history as it has been in the past? Or has Chicago suddenly chosen to plunge itself back into the pioneering age, into the limitations and narrow horizons of the little red school house, into the period of enslavement of the working man? If so Chicago must speak of retrogression and not progress, and it must resign its laurels if, despite its past record and the splendid type of citizenship that honors it, the Powers-that-be have surrendered to greedy capitalism on the one hand and to the gangsters and racketeers on the other.

Chicago has a tarnished record. Crime, rackete, grafts, wholesale murders, polluted politics, have suggested the passing of civilization. But the latest sign that the metropolis is slipping back to barbarism is the recent performance of the Board of Education. In one sweeping gesture, on July 12, this newly appointed group of... Board of Education members] has torn down the educational edifice which it had taken the best brains and years of constant striving and experimentation to build up. The kindergartens have been reduced to half, junior high schools scrapped, the only city junior college abandoned, physical education and outdoor games almost eliminated, supervision of schools and classes reduced to a futile minimum, with the burden placed on principals and teachers so heavy and unreasonable, that not only must the system fail to meet the standards of the North Central Association, but it must mean the breaking down of health and nerves and morale of the whole teaching profession with the constant disintegration of pupils.13

Speaking more specifically about the junior high school system in Chicago, Father Sullivan continued:

The famous junior high schools which had their finest development in Chicago and where they have proven their worth in the satisfaction of parents and the success of their pupils when these migrated to senior high school and to college, are now merely a name. The buildings are being remodeled for grade and high schools, though they were so peculiarly constructed to meet the unique objectives of the junior-high ideology that the waste and financial loss will be enormous. But greater than the material wreckage is the closing of the doors of opportunity to the youngsters who would have been moulded to self-reliance and citizenship, and to habits of scholarship.

There can be no discussion of the success of the junior high schools in Chicago. I have had the pleasure of checking up on some of them and I found them most efficient, with a healthful orientation towards the future fields of study. The records of students who passed from these schools to higher studies have proven that this period of adolescence needed just this care and cultivation. Dr. Strayer, of Columbia, in his report on the Chicago schools declared that the junior high schools were the brightest spot in the Chicago school system. The President's Commission on Social Trends reports that the "intermediate school" later known as the junior high school was the most revolutionary development in the educational system of the country and records that, up to 1930, 460 cities had installed the system. It was found that the cost per pupil was much less in the junior high than in the senior high school. The environment and the watchfulness of carefully selected teachers went far to discover talent and to direct abilities into favorable channels, and vocational guidance so well recognized as a necessity had its best field. And the administration of these junior high schools has been efficient and economical under the careful direction of District Superintendent Joseph Connelly, a man beloved in the Chicago schools. But a sudden man-made hurricane has wiped out the fact and the tradition from the city of Chicago.\footnote{Ibid., 587.}

The Reverend Florence Sullivan was a bit pessimistic in his prediction for the Chicago Public Schools. They have continued to give the children of Chicago good educational opportunities. Nearly all the retrench-
ment of 1933 has been replaced in the schools. Only the junior high school system is missing. Whether the failure to restore the six-three-three plan of organization still seriously curtails the opportunities offered to the seventh and eighth grade pupils in Chicago's Public Schools is discussed in the concluding chapter. Prior to that evaluation a review of the present status of the junior high school in the United States seems to be in order.
CHAPTER VII

STATUS OF THE JUNIOR HIGH SCHOOL
IN THE UNITED STATES IN 1955

Although Chicago no longer has junior high schools in its public school system, many other cities do have. A survey of recent studies about the status of the junior high school in this country is interesting and revealing.


It is hoped that this presentation will furnish a fairly well defined statement of the status of the junior high school today. That there is difference of opinion among the experts on some phases of junior high school objectives and procedures should cause no surprise or dismay. The junior high school is a vibrant living thing. It may vary slightly from city to city—indeed from school to school within the same city. This is a hopeful sign

126
since it indicates that men and women in the junior high school are experimenting to devise techniques and methods which will more nearly meet the aspirations, interests and needs of the adolescents in the age group twelve to fifteen.

Trends in School Reorganization

Walter Gaumnitz, Specialist for Small and Rural High Schools in the Office of Education of the United States Department of Health, Education and Welfare, has studied trends in school reorganization. He has found that there was a tremendous increase in the number of pupils in secondary schools between 1920 and 1952. There were nearly four times as many pupils of secondary school age attending school in 1952 as in 1920 according to his figures.

Even more significant for education is the fact that in 1952, 75 per cent of the youth of the country of this age bracket were in school while in 1920 only about 30 per cent of this same age group was in school. This fact has great implications for the objectives of education, as we shall see presently.

Gaumnitz states, "One of the changes which has accompanied this growth in the number of youth attending high school is the shift from the eight-four plan of organization to reorganized high schools including some form of junior high school."\(^1\) His figures show that, in 1952, 57.2 per cent of public high schools in the United States had been reorganized. He also states that only

66.1 per cent of all seventh and eighth grade pupils were attending eight-grade elementary schools in 1952.

In his recent book, *Junior High School Trends*, Leonard V. Koos discusses the growth and status of reorganization. He examines the same statistics as did Mr. Gaumitz. He makes the following statements about the influence of reorganization trends on school systems.

While taking stock of the full extent of reorganization, mention should be made of the efforts in many systems at stimulating the features of the junior high school in the upper grades of the eight-grade elementary school and in the early years of the four-year high schools. The efforts include such modifications as introduction of general courses and the core-curriculum, programs of extra-class activities, guidance programs, and provision for individual differences among pupils. However, as will become apparent in later chapters, full realization of the advantages of reorganization is not attainable in the schools of the traditional grade-grouping.  

Gruhn and Douglass, too, discuss the trend toward reorganization. They found that the immediate cause of reorganization was sometimes an overcrowded high school or elementary school building as was the case in Chicago. They show, however, that the desire of parents and educators to offer a program to meet the needs of adolescent youth over-shadow other influences in leading to reorganization.

From the beginning of the reorganization movement in the 1890's down to the present day, the desire to develop a more effective program of elementary and secondary education has been the prime motivating force in the introduction of educational reforms and reorganization in our public school system.  

---


3 William T. Gruhn and Harl R. Douglass, *The Modern Junior High School*
In 1952, Gruhn repeated this emphasis:

The basic purpose of the junior high school in 1952 is, therefore, essentially the same as it has been since the beginning of the reorganization movement: namely, to provide an educational program which is particularly designed to meet the needs, interests, and abilities of children during the early adolescent years.¹

Objectives of Junior High Schools

Because so many more children, and a larger percentage of the age group are attending schools some of the earlier objectives of the junior high school are no longer valid. In the early years, better retention of pupils in school was an important objective. This is no longer a problem since compulsory laws generally require school attendance by children of the junior high school age. And since fewer pupils drop out of school during junior high school or at its conclusion, vocational education is no longer an important objective of the junior high school. General information about vocations of the world and about the training required for different positions is now furnished in the junior high school.

In discussing the task of early secondary education, that is, the education of pupils of the ages twelve to fifteen, the New York State Design for Early Secondary Education explains the uneven early development. Sometimes it has been considered as "junior" to the standard high school. Sometimes an attempt was made to develop a new program for this age pupil. Changes have come about in the demands of society, in educational philosophy

and in the needs of the group served. They summarize the present purpose of the junior high school as follows:

To meet the common needs of young adolescents, early secondary education has this seven-fold task:

1. To develop the broad orientation toward other people necessary for American citizenship.
2. To provide for pupil health and personal adjustment.
3. To help pupils become more independent.
4. To give a breadth of exploratory experiences.
5. To help pupils appraise themselves realistically.
6. To make basic skills and knowledge functional.
7. To prepare pupils for the experiences of later adolescence.5

John H. Lounsbury conducted a study of the role and status of the junior high school in 1954. He found some of the early purposes of the junior high school no longer valid. He noted that the differences between junior high school functions and those of other levels of the school system are equally of degree and not of kind.

The following purposes and functions appear to be no longer valid for the junior high school:

1. To effect economy in time through earlier college preparation.
2. To provide for homogeneous or ability grouping.
3. To provide vocational training for early school leavers.
4. To promote by subjects rather than by grade level.
5. To effect economy in time by eliminating duplication and repetition.
6. To effect financial economy.
7. To provide for departmental training.
8. To provide for early differentiation in pupil's programs.
9. To segregate early adolescents.
10. To improve the holding power of the schools, reduce drop-outs.6

---


Review of other writers on the modern junior high school reveals some discrepancy of opinion on the validity of functions two, seven, and nine in this list of Lounsbury's. They are further discussed in other sections of this chapter.

Lounsbury defines the modern junior high school as

...an integral link in the common school system usually separately administered and organized, often separately housed which seeks to:

1. Continue the essential common education needed by all citizens in a democracy, while integrating the varying individual educational experiences required; and
2. Provide a program especially suited to the diverse needs of the widely varying early adolescents whom it serves.7

Nature of the Junior High School Pupil

We have seen how increasing interest in the psychology of adolescence was one of the causes of early interest in school reorganization. Theories have changed over fifty years, but the interest in the nature of the adolescent youth has remained.

Cooper and Peterson reported an extensive study of schools for young adolescents made by the Superintendents' Study Club in 1949.8 An extensive survey of literature on adolescent psychology was made as the basis of their Chapter II, "Demands Placed on Schools by the Nature of Early Adolescent Youth."

7 Ibid., 235.
8 Dan H. Cooper and Orville E. Peterson, Schools for Young Adolescents, Chicago, 1949.
Robert J. Purdy, after noting that removing young adolescents from the elementary school leaves leadership there in the hands of the preadolescents as it should be, discusses the unique opportunities offered by the junior high school which meet the needs of young adolescents.

Among the educational experiences of opportunities which the junior high school is particularly well able to provide, the following appear to be significant.

1. Opportunity for Democratic Living. The variety and extent of student leadership and participation is such that many pupils find it possible to take an active part in democratic living, exercising the privilege and responsibilities of democratic leadership and followership.
2. Opportunities for More Specialized Instruction. In general, the junior high school brings to pupils a teacher specially trained in his particular subject.
3. Opportunities for Exploration. To enable pupils to become acquainted with the chief departments of human knowledge and activity is an avowed purpose of the junior high school.
4. Opportunities in Physical Education. Thus is avoided the situation in which a small group of well-developed, well-coordinated youngsters dominate the physical activity program of the school.
5. Opportunities for Special Attention to Developmental Problems. The opportunities for special consideration of these two groups, those well below average and those well above average, furnish one of the brightest possibilities for the junior high school.

The Texas Junior High School Criteria Study was based on the "Charter for Junior High Schools in Texas" developed in a work conference at the University of Texas in 1951. Among the principles enumerated in this Charter two are of special interest here.

1. The nature and needs of the twelve-fifteen year old youngsters are such that a uniquely different educational program is indicated.

---
2. The outstanding characteristics of pupils between twelve and fifteen are (1) their manifold and wide variations one from another and (2) their common concern with passing from one style of life to another. 10

Section V of this study is entitled "Junior High School Pupil Characteristics and Needs." Eight characteristics are listed with four columns under each. Column A is headed "Ways in which this characteristic is revealed"; Column B is headed "Some ways in which schools meet these characteristics." The other two columns are not labeled with letters and they are left blank for the use of the evaluating committee of a particular school. They are headed: "Specific practices in this school that are used for this area," and "Other functions that may help."

The eight characteristics described in the study are as follows:

1. The pupil is more concerned about his relationship with other people.
2. The pupil shows increased curiosity about himself and his environment.
3. The pupil has to adjust to rapid and profound body changes.
4. The pupil tries to achieve independence and at the same time maintain security.
5. The pupil strives for personal values in his personal social setting.
6. The pupil desires many outlets for expressing his ideas and feelings.
7. The pupil needs to acquire knowledge and skills sufficient to permit him to proceed on his own.
8. The pupil wants to participate as a responsible member in larger social groups. 11


11 Ibid., 21-42.
The New York State Study emphasizes the change from the relative homogeneity of younger children to the more differentiated development of adolescence. The processes of physical growth as well as intellectual growth and maturation undergo changes in rate. During adolescence, the individual is also changing his concept of his own role.

Their social horizons are beginning to widen, marked by increasing interest in activities that give opportunity for wider interpersonal relationships and greater interest in other people. The result is a surge of altruistic feelings and a motivation for building moral and spiritual values. They are also beginning to develop an increased awareness of themselves as independent individuals, which they express in breaking away from the security of the family group. This is a source of emotional tension and anxiety, which, if not understood by parents, may result in extreme frustration. They need adult support, but the support must be subtle and unobtrusive if they are to accept it.

Young adolescents make tentative plunges toward independence and seek their support among their peers. This period is, therefore, one in which need for recognition by one's peer group is urgently felt and conformity to peer standards assumes an importance which sometimes seems to adults out of proportion.12

Koos emphasizes the importance of the peer culture in his discussion of the nature of the child at adolescence.

The more we learn about junior youth, whether the knowledge is put in the form of a systematic catalogue of the physical, social and emotional, and intellectual characteristics and the needs represented, or in terms of the needs imposed by the developmental tasks, the greater is our conviction that profound modifications of the school program are required to meet the needs.13

12 Coxe, Design for Early Secondary Education, 11.
13 Koos, Junior High School Trends, 29.
Staff

The personality and effectiveness of the teacher determine the success of the school at any level. All of the authors consulted agree on this point. Some of the surveys reveal a trend toward an increase in the number of men teachers at the junior high school level. Supervisory help and in-service training for teachers in providing the type of education necessary for young adolescents are stressed frequently.

Rogers and Gruhn outline three important changes in educational thinking which bear on the work of the teacher in the junior high school:

1. The change from emphasis on subject matter mastery alone to total pupil growth and development;
2. Recognition of the importance of the individual as an important member of a social group; and
3. A better understanding of the relationships between school practices and the mental health of the pupils.

The New York State Study lists five qualities, in addition to those general personality characteristics expected for successful dealing with all children, necessary for the activities in which the junior high school staff engages. The staff should

1. Understand these young adolescents—as a basis for understanding each pupil as an individual.
2. Understand what society expects of these young adolescents and of their school.
3. Understand what the school is trying to do. There is a spirit of early secondary education, a vision of what it can do, which is captured by enthusiastic workers at this

---
level. People who do not share this understanding and outlook apply themselves routinely rather than with the creative imagination so essential to the realization of an appropriate program.

4. Have a broad cultural background.

5. Have specialized knowledge and ability in a particular area of responsibility. At this level specialization in a particular area should be combined with acquaintance with a number of areas.15

The "spirit of early secondary education" is neatly summed up by Koolen and Ogden: "Leader though he be, a teacher must also possess those feelings and understandings that place him in the fellowship of men, especially the fellowship of his students and their parents."16

Ability Grouping and Individual Differences

Ability grouping and provision for individual differences were among the advantages claimed for the early junior high school. It was thought that the large numbers of pupils in each of the three grades permitted each pupil to work with a group similar to himself in interest, ability and rate of learning. This would promote better care for individual differences, considered to be extremely important for the young adolescent.

Lounsbury listed "provision for homogeneous or ability grouping" as one of the purposes no longer valid for the junior high school. Other writers

15 Core, Design for Early Secondary Education, 93-94.

seem to disagree with his conclusion.

Lauchner reported a study of junior high school practices in twenty-four states. He stated:

Today there is a very strong swing toward grouping. Hundreds of schools that do not otherwise group have sections of slow learners, and now and then some school has one or more sections for gifted pupils. For sectioning purposes, I.Q. may be used, but, in general, reading ability, social maturity, past records, and opinions of counselors are the strong factors used in arriving at decisions. 17

Gruhn and Douglass in their 1947 book, advise heterogeneous grouping for some parts of the program to avoid undesirable attitudes on the part of pupils as the result of ability grouping.

Kooe comments, also, on this practice. He says, however,

Notwithstanding controversy over the desirability of ability grouping, it is still being practised in large proportions of our junior high schools.

The arguments in behalf of ability grouping center around the simplification of teaching tasks by reducing the heterogeneity in change groups and in improved scholastic achievement.

Until we have conclusive objective proof of its undesirability, ability grouping promises to remain a frequent means of differentiation. 18

The New York State Study points out that some type of grouping is necessary as the schools must deal with pupils in groups. No group can be completely homogeneous because of the variation within the individuals of a group on many traits. The study points out the best provision for the needs of


18 Kooe, Junior High School Trends, 129, 131-132.
the individual pupil is the reason for grouping. In a school that is too small for homogeneous grouping, the teacher makes informal groupings within her class to help provide for individual differences. The study lists the important areas in which individual differences affect learning.

1. Differences in ability to generalize and in ability to understand verbal concepts. This kind of ability is most nearly akin to what is measured by the usual tests of "general intelligence" though not identical with it.

2. Differences in interests, motivation and goals. Greater differentiation within the individual becomes evident at the early adolescent period and affects the direction of the individual's interest.

3. Differences in physiological maturity.

4. Differences in social responsiveness and attitudes related to social maturity. It is important for schools to recognize the importance of natural or spontaneous friendship groups and to make it easy for pupils to have social experiences in such groups.

5. Differences in personal adjustment. Whether people learn to meet their problems in an adjusted way depends upon their perception of themselves. In early adolescence it is probable that this self-integration is just beginning to emerge.

From this discussion of pupil development it is clear that: 1. All pupils do not need the same things to the same extent. 2. All pupils do not need the same things at the same time. 3. At any given time some needs of pupils may be so urgent that they require immediate attention.19

In discussing the program for differentiation, Koos makes several points with regard to the progress rate. One of the early objectives of the junior high school was to cut retardation in the schools. In this connection Koos states:

1. Entrance to the junior high school should be on a social-maturity basis, not on a subject achievement basis.

2. Regular, normal progress for each pupil through the junior high school and through each course should be the general rule....

3. Entrance to the senior high school or some other school... should be the regular aftermath for each junior high school pupil who has worked reasonably well at the program approved for him by the junior high school.20

Curriculum

The junior high school curriculum today is defined as all the experiences the pupils have in connection with their membership in the school. The particular program of studies and other activities offered by any school is determined by that school's interpretation of the over-all objective of junior high school education, meeting the needs of the younger adolescent.

The New York State Study lists "noteworthy emphases applying to all subject areas" and then considers offerings in the different subject matter fields. The Lounsbury and Connecticut State surveys as well as Grum and Douglass in their book are concerned with the number of electives permitted in the three year course and in the integration of learning. In general, the number of electives permitted seems to have decreased. It is generally the policy to permit no electives in the seventh grade, a limited offering of electives in the eighth grade, and not as many elective offerings for the ninth grade as formerly.

The "core curriculum" is becoming increasingly interesting to those concerned with determining the offerings of the junior high schools. Social

20 Koos, Junior High School Trends, 120-121.
studies, English and the homeroom activities form the core in most instances. One of the Connecticut principals points out the success of the core curriculum depends upon the versatility of the teacher.

With regard to block scheduling, Koos has this summarizing statement:

On the whole, block-scheduling (or the multiple-period program) must be assessed as a signal trend in junior high school education...it is a vehicle of improvement in curriculum, in instructional procedures, and in the guidance of youth.21

Departmentalization was one of the early claims of advantage of the junior high school. This was considered good preparation for the senior high school situation. Departmentalization is being challenged today. Cooper and Peterson, in describing the distinctive educational program for young adolescents say, "This distinctive program should have some of the characteristics of the sheltered, simpler organization of elementary education, and some of the characteristics of the complex, departmentalized organization of the high school. 22

The New York State Study presents the arguments for and against complete departmentalization. It notes that

Today this is the most common arrangement though there is a trend toward some modification of it to reduce the number of teacher contacts for a pupil and to integrate learnings better.... In the last analysis, curriculum or teaching organization or methodology is but a means to an end and not an end in itself. It is the total effect of all these on pupils in terms of effectively integrated learning outcomes that is important.23

21 Koos, Junior High School Trends, 83.
22 Cooper and Peterson, Schools for Young Adolescents, 11.
23 Coxe, Design for Early Secondary Education, 64-85.
With regard to the daily class schedule and the length of class periods, the California study has this to report:

The prevalent daily program is six periods plus home room, but there are numerous variations omitting home room, adding a special period or increasing the number of periods. All schools include in their instructional program the following subjects, which although adapted to individual differences, are common to all pupils: English-social studies, whether separate, or combined or integrated; mathematics; physical education; fine arts; practical arts; and science.24

Popular class period lengths are fifty-five, fifty-six, or fifty-seven minutes. Schools having long periods have few study halls and many assign little homework. Study is carried on in the classroom under the supervision of the teacher handling the subject. More and more junior high schools are coming into a six-period day, plus an activity period.25

The contributions of physical education, science and the lunch program to the health of the young adolescent are stressed frequently. The services of the school library, too, are the subject of much discussion in present day junior high school literature.

Two quotations from Koes point to the interest in curriculum which has always characterized the junior high school.

Integration... calls for an overall unification of the adolescent’s program as contrasted with the fragmentary program which has too long characterized the corresponding grades in the traditional organization....


These and other trends warrant the conclusion ... that the junior high school was serving as a vehicle of curriculum innovation.26

Guidance and student activities are two further phases of the junior high school curriculum. Each has received so much attention in recent publications that they are considered separately here.

Guidance

Guidance is necessary for the young adolescent in order that he may develop his potentialities and perfect his adjustment to school and to life. Many people serve in the guidance program in a junior high school. As far as the pupil is concerned, the home room teacher is the key person in the program. He makes the initial and continuing contact with the individual pupil. He supplies most of the help toward self-realization which the average child needs. He refers the pupil to a special advisor or counselor when the problem warrants more skill than the home room teacher has in counseling techniques. The homeroom teacher maintains the cumulative record which helps in guiding the pupil in the junior high school and which follows him to the senior high school to serve as the basis for guidance services there.

The Texas study defines the guidance service of the junior high school in this way.

It assists the pupil in knowing himself as an individual and as a member of a group. It aids him in making the most of

26 Koos, Junior High School Trends, 29, 49.
his assets, in correcting or compensating for his liabilities, and in making the most of his educational opportunities, vocational aptitudes and leisure interests. 27

The New York study describes two levels of guidance activities that receive considerable attention: orientation and course planning. "Two aspects of the problem orientation are that of the new pupils knowing the school better and that of the school personnel knowing entering pupils better." 28

Other responsibilities of the guidance service discussed in the New York State Study are supervision of the testing program, helping pupils secure part-time employment, and furnishing information on educational, adjustment and vocational matters through such media as student handbooks and group discussions.

After discussing the lessening emphasis on vocational guidance in the junior high school, Koos lists seven areas of problems the solution or amelioration of which constitute the objective of guidance. These are the areas of problems which Mr. Koos discusses:

1. Physical development and health—illness, physical unattractiveness, lack of athletic skills, physical defects in fact or suspected, awkwardness.
2. Home and family relationships—broken homes, arduous home duties, friction with siblings, domineering parents.
3. Recreation—lack of interest in sports or in reading, limited resources in recreation.
4. Personality problems—shyness, aggressiveness, feeling of inferiority, lack of self-confidence.
5. Church and religion—doubts, conversion, over-religious parents.

27 Nelson, Criteria for Evaluating, 134.
28 Coxe, Design for Early Secondary Education, 73.
6. School—study habits, dislike of subjects or teachers, inadequacies in reading skills, fear of failure, choice of electives or senior high school curriculum.

7. Social and economic—manners and discourtesy, racial dislikes, boy-girl relationships, inadequate spending money.\textsuperscript{29}

Koos, Gruhn and Douglass, and the New York State Study devote considerable discussion to the importance of the homeroom. It should serve as the real center of school life. It should be a chief avenue for guidance, as has already been noted; in addition it should serve as the clearing house for administrative concerns of the school and coordinates all other phases of the junior high school program. Koos found a trend toward devoting more time to the homeroom activities in the daily schedule. In contrast the Connecticut survey concludes:

We do not feel that the homeroom idea is functional. Teachers do not like it, and the time seems wasted in our experience. We have made the first class hour six minutes longer than the others for the purpose of reading daily bulletin and other administrative matters.\textsuperscript{30}

A remedy for such a situation is suggested in the California study, "It has been said that the average teacher has not the true picture of what good counseling consists of; much in-service training is called for."\textsuperscript{31}

The New York State study lists three primary functions of the home-

\textsuperscript{29} Koos, \textit{Junior High School Trends}, 103.

\textsuperscript{30} Victor F. Pitkin, \textit{The Junior High School in Connecticut}, mimeographed material provided by the Connecticut State Department of Education, Hartford, 1954, 16.

room; and lists as well what the homeroom period is not. In addition it lists five special emphases of the well-defined homeroom program. The three primary functions of the homeroom are listed:

1. The homeroom is a medium of liaison between administration and pupils;
2. It is a unit of student government;
3. It is the basic unit for guidance.

The homeroom is not—a game period or a study period nor another formal class period nor a rest period when pupils should expect to be entertained.32

The following are the special emphases of the well-defined homeroom program as defined in this study.

1. New pupils are oriented to the school.
2. Pupils become well acquainted with a specific staff member and develop feelings of belongingness.
3. The homeroom teacher secures specific personal and vocational information regarding each pupil which will be helpful to guidance workers, including himself.
4. Pupils are counseled in regard to personal and vocational problems.
5. The pupils are assisted in planning for their future education.33

Activities Program

Extra-class activities constitute an important phase of the junior high school curriculum. They present opportunities to practice social living and to supplement instructional activities. They fall into six general categories usually: assemblies, student participation in school management, clubs, sports, publications, and social events. They permit the capitalization for educational purposes of deep and abiding interests of young

32 Cone, Design for Early Secondary Education, 64.
33 Ibid., 65.
adolescents. Koos reported in 1955

It was the present writer's observation during his earlier contacts with junior high schools that the extracurriculum improved more rapidly than did the curriculum. Speculation over the explanation suggests that there was less resistance on the part of teachers and others to expansion of the extracurriculum than to change in the curriculum and that the extracurriculum had the encouragement of the social impulses of adolescence.34

Administration, faculty and pupils must assume joint responsibility for the effectiveness of the activities. The inclusion of an activity period in the school day stresses the value of the activities by making them coequal with other phases of the curriculum. It also enables all pupils to participate which is not always the case when activities are scheduled after school. Some of the survey responses indicated an awareness of this fact and a tendency to move toward an activity period within the school day.

Gruhn and Douglass35 pointed out that in some cases junior high schools tended to imitate the extraclass program of the earlier four-year high schools. Results were unsatisfactory as it was found that activities suitable for the senior high school are not necessarily suitable to the junior high school.

Pupils and teachers alike must realize that allowing the pupils a large share of responsibility for pupil activities does not imply abdication of authority on the part of teachers and administration. The state laws and

34 Koos, Junior High School Trends, 86.
35 Gruhn and Douglass, Modern Junior High School, 376.
boards of education vest the local administration with certain responsibilities which cannot be abrogated. The New York State study argues thus:

To deny pupils opportunities to participate in managing their school affairs because they are immature is to deny them some of their most essential learnings. On the other hand, to overlook that they are immature is to disregard a fundamental fact. Young adolescents need guidance and example from adults in these matters. The adult's role is that of adviser and consultant. School authorities can not delegate authority for the school's management to the pupils, and pupils should understand why this is so. But there are important areas of school management for which pupils, under proper faculty guidance, can be given a large share of responsibility. There are still larger areas where they can be taught to participate in school management by discussing the issues involved and by making their position known to those responsible for making the final decisions.36

Junior High School Plant

To Mark Hopkins is attributed the statement that a leg with a boy at one end and a teacher at the other constitutes the ideal school. Certainly no one will quarrel with the idea that the activity which goes in and about the school building on the part of the faculty and the students is more important for education than are the brick and mortar of the school building. Yet no one would deny that fine facilities and good equipment help the educative program.

The nature of the program will determine the space and facilities needed. Emphasis on physical education would demand gymnasiums for girls and boys and outdoor playing fields. Likewise a special room for beginning secondary science seems to be indicated.

36 Cox, Design for Early Secondary Education, 29.
In 1950 Lauchner listed these facilities for the junior high school program. How did he happen to omit a cafeteria—or classrooms adapted to the

A good junior high school has an auditorium, a gymnasium, a library with adjacent reading and browsing rooms, a visual aids room and equipment, rooms for administrative and counseling staff, suites of rooms for practical and fine arts, recreation rooms, a community room, and an adequate campus with shuffle board and tennis courts, baseball and football fields, and two or three well-equipped picnic areas. subjects taught there?

In the same journal during the following year, Buss and Herriott summarize trends in this area. They stressed provision for present activities but mentioned the inevitable changes that will be made in the program for which provision should be made. This seems a bit difficult since we know only that change will come and do not know the type of change that will come. Mention was made, also, of providing for community use of the building without interference with the educational program. They concluded: "The most marked advances made during the past few years and promising new developments in prospect are in the areas of acoustics, lighting, flexibility of use, new types of construction materials, plant layout, and relative plant size (increased acreage.)."


Public Relations

Many developments have taken place in the field of public relations. It is now an important part of every school administrator's work, and so, of course, it is important for the junior high school program. Working with faculty, community leaders, and pupils to develop new curriculum phases, or to inaugurate new teaching methods increases understanding and thereby increases acceptance for a new element in the school program.

The common sense approach to public relations overcomes obstacles to the inauguration of the junior high school in a school system. Changing district boundaries and increasing costs of education are obstacles in the minds of the public generally. Community-wide discussion of the proposed change and the advantages that will accrue develop thorough understanding and resultant acceptance for the new idea.

Essex and Spayde reported, "Actually, few of the opponents challenge the movement in theory or practice. Practical considerations have more often been the deterring factors."39

Pattern for Present Day Junior High School

Three of the studies reviewed have attempted to outline the pattern of the modern day junior high school. The California study indicates general agreement as to the functions, purposes, or goals of the junior high school with

wide divergence in the ways of accomplishing them. They present the following summary of practices followed by a great majority of junior high schools according to Lauchner:

1. Using block scheduling
2. Grouping in greater or lesser degree
3. Getting further away from dependence on a single textbook
4. Attempting to give marks based on individual ability rather than on a single standard
5. Establishing special classes in academic areas for slow learners
6. Making special arrangements for helping gifted pupils
7. Making class periods longer and longer, with more and more studying being done under the subject teacher rather than at home or in a study period
8. Building strong guidance and counseling programs
9. Making increasing effort to know, understand and appreciate early adolescents
10. Checking for results

Lounsbury's dissertation describes the typical American junior high school in 1954 on the basis of data gathered by him. His information sheet was sent to a ten per cent random sample of the more than thirty-two hundred junior high schools in the United States. Usable returns were obtained from 251 junior high schools. From them he noted thirty-three characteristics of the modern junior high school.

1. It consists of grades seven, eight, and nine
2. It enrolls 598 pupils and has a staff of twenty-four teachers including its own principal
3. It is separately organized and administered in its own building and is located in a city
4. The physical equipment in addition to regular classrooms includes an auditorium, gymnasium, library, home economics room, industrial arts shop, and science laboratory.
5. The daily schedule of the junior high school consists of six or seven class periods, a home room period, and lunch.

6. Class periods average fifty minutes in length
7. The home room period lasts twenty-eight minutes but is often extended for activities
8. Classes average thirty pupils in size.
9. The work of all three grades is departmentalized
10. Students have no electives in the seventh grade, one-half or one elective in the eighth grade, and two electives in the ninth grade
11. Pupils are grouped by ability for some classes and by chance for others
12. Subjects are offered in the areas of English, social studies, mathematics, science, home economics, industrial arts, music, art, and physical education
13. On the seventh grade level the same teacher and student group are scheduled for more than one period together
14. Correlation and fusion of subjects are often practiced
15. A problem-centered block of time (core) exists in twelve percent of the junior high schools
16. Student activities include student government, band, special interest clubs, and a school paper
17. School time is usually provided for club and organization meetings.
18. Differentiated assignments are given within individual classes to meet individual differences
19. Content is determined by the local course of study and instruction is built around units of work
20. Pupil committees are used frequently to help plan and direct classroom activities in varying degrees
21. Some small group work is commonly carried on in the classroom
22. Classes often take field trips and occasionally community adult talent is used in the instructional program
23. Assemblies are commonly pupil conducted
24. Promotion within the junior high school is by grade rather than by subject and is based primarily upon the merits of the individual case
25. Promotion to the senior high school is based upon units passed though considerable flexibility exists
26. Ninth grade work carries unit credit which is applicable toward high school graduation
27. An organized guidance program exists and usually a guidance expert is on the staff
28. The testing program is rather comprehensive
29. An orientation program is provided for entering students
30. Both interscholastic and intramural athletics are included in the junior high school program
31. The school objectives are written and are generally understood by the faculty
32. An active curriculum committee exists.
33. At the end of the year some graduation or promotion exercises are held.\(^1\)

Kooz describes the features characteristic of the best junior high school in these terms:

a curriculum reflecting successful efforts at integration, with block-time arrangements; an extra-class program with a wide variety of activities and organizations centralised through a functional student organisation; an effective guidance program, including provision for vital home-room activities, whether in special periods or in the social-living core; and a program for differentiation that meets individual needs of the diverse pupil population always found in junior high school grades no matter what the pattern of grade grouping.\(^2\)

Kooz further affirms his faith in the advisability of the junior high school organization. "... even if it proved feasible to install all the features of reorganisation in eight-year elementary schools, it would still be urgent to dissociate junior youth from the younger elementary school children."\(^3\)

The conclusion of the Gruhn and Douglass book is provocative.

In the years since 1910, much progress has been made in developing an effective program for the junior high school. But since this is still a relatively new unit in our educational system, a great deal remains to be done. Furthermore, any educational institution must be constantly changing to meet the needs of youth in a changing society. If the program of an educational institution should crystallize and strongly resist change, it soon would stagnate and its usefulness would end. Enthusiastic, intelligent, and continuous study is essential to build the most effective educational program for the junior high school.\(^4\)

With this review of modern junior high school trends, an over-all evaluation of the junior high schools that served Chicago for nine years can be made. From these comparisons certain recommendations seem to suggest themselves.

\[^1\] Lounsbury, Role and Status of the Junior High School, 161-163.
\[^2\] Kooz, Junior High School Trends, 11:3.
\[^3\] Ibid., 11:2.
\[^4\] Gruhn and Douglass, Modern Junior High School, 459-460.
CHAPTER VIII

CONCLUSION

Resume

This chapter is devoted to three tasks: (1) a summary of what has been set-forth in the preceding chapters; (2) a comparison of the twenty-nine junior high schools organized in Chicago in the period 1924 - 1933 with junior high schools functioning in the United States in 1955. The eleven categories listed in Chapter VII serve to make the comparison specific; and (3) a series of questions and recommendations concerning the advisability of reestablishing junior high schools for Chicago.

This study has endeavored to investigate the genesis, development, and termination of the junior high schools in Chicago. Since the junior high school in America has represented one type of school reorganization throughout the nation, it seemed only fitting that a brief resume of the forces which resulted in the establishment of junior high schools be given. These forces were economic, social, and psychological.

Cities were increasing in population by immigration from Europe and by great movements of people from rural areas into urban communities. All of these people were thrust into social, economic and industrial conditions far different from those to which they had been accustomed. Thousands of them worked in factories and meat packing establishments in the cities, although in many instances their previous employment had been exclusively agricultural.
They were housed in closely built-up areas in either apartments or small houses with extremely small lots, although their earlier homes had been widely separated from one another. As a result of these conditions the children were forced to live vastly different lives from those which had been the lot of their parents during childhood. There were fewer chores for the city children; hence there was greater leisure with its opportunities for improvement or deterioration. The schools were confronted, among other agencies, with the challenge of helping the girls and boys meet their problems.

Near the end of the nineteenth century, some educators realized that, to meet these problems arising from changed economic, industrial, and social factors, a radical reorganization of the schools was imperatively needed. This reorganization should concern itself not only with the number of years spent in elementary and high schools but also with an enrichment of the experiences of the girls and boys in school. Some of these educators began to see that girls and boys aged twelve to fifteen had need of different treatment from that of younger pupils on the one hand and from that of older pupils on the other.

This conviction on the part of some educators was intensified by movements in the field of psychology. Tests were being devised to measure the innate ability of pupils and their achievements in various school subjects. The results of these tests invariably showed tremendous individual differences among pupils in mental powers and degree of success in the school subjects. Educators realized that to meet these differences among pupils in abilities, interests and needs the schools would have to make major changes in curriculum,
methods and organization.

Besides the sharp attention to individual differences there was also much thought given to the importance of adolescence for education. Early adolescence covers the three year period of ages twelve to fifteen. Some psychologists stressed the critical character of early adolescence in education. It was felt that the pupils had sharply different aspirations and interests from those of a younger age.

University authorities, also, exerted great influence in promoting reorganization of elementary and secondary schools. They were actuated by the desire to have students enter college at an earlier age. They argued that this would be feasible if elementary and secondary school authorities would eliminate duplications, repetitions, and reviews. They advocated introduction into seventh and eighth grades of many subjects which had traditionally been deferred until the pupils entered the four-year high school. These university leaders were generally respected and their views commanded respectful hearing, and, subsequently, wide acceptance.

To this point three forces which rendered the initiation of the junior high school inevitable have been enumerated. These were the economic, industrial and social changes in American life; the emphasis in psychological thinking of the importance of individual differences and adolescence in the education of girls and boys; and the urgent demands of college and university presidents that the period of time devoted to elementary education be sharply curtailed.

A fourth factor which worked towards the same end was the desire of
enlightened school administrators and teachers to reduce retardation of pupils in the schools and the elimination of many pupils from the schools. These school people felt that they were not adequately meeting the challenge of youth. They recognized that failing pupils were often unhappy and frustrated. They were aware that some, if not most, of these pupils created serious disciplinary problems in the schools. They feared that subsequently they would create civic problems in the community. They thought that an organization of schools in accordance with needs of society, the findings of psychologists, and the demands of university presidents would help meet these problems. In 1894 Chicago attempted a reform which had a very short existence. In 1896 Richmond, Indiana organized its schools on the eight-two-four plan. In 1909 Berkeley, California adopted the six-three-three plan.

Some systems were reorganized on the six-two-four plan, some on the six-six basis; others on the six-three-three plan. At least one city had the seven-four organization. Each type of organization had its champions who stoutly defended their brain child. All agreed, however, that the elementary school should be reduced in length. Nearly all authorities agreed that elementary education should end with the sixth grade and that secondary education should begin with the seventh grade since pupils of that grade were reaching the age of puberty. There was, and is today, disagreement as to the year in which secondary education should end. Most educators clung to the twelfth grade as the termination of secondary education; some, however, advocated the fourteenth grade as the logical closing point.

Gradually the judgment became prevalent among educators that there
was nearly as cogent reason for separating the early adolescent from the older adolescent as there was for separating him from the pre-adolescent. Thus gradually the six-three-three plan took precedence over all the other forms of reorganization. This was the practice in larger cities where there are sufficiently large numbers of seventh, eighth and ninth grade pupils to make the six-three-three plan economically as well as educationally advantageous. In smaller cities and towns the six-six plan, while not so desirable educationally as the six-three-three plan, was a distinct improvement over the eight-four system.

In Chicago the same influences contributed to the organization of the junior high schools. The Board of Education appointed a commission in 1923 to investigate the solution of the problems confronting every school system in the country. The members of this committee went forth with open minds. They visited a number of cities. They investigated junior high schools and platoon schools. They discussed various ways of meeting the difficulties confronting them. In early 1924, upon the recommendation of this committee, the Board of Education decided to institute junior high schools in Chicago. In September, 1924, five junior high schools were opened. In subsequent years other junior high schools were built or were formed in buildings already in existence. Whether the buildings were built as junior high schools or were remodeled school buildings, they were all provided with the facilities needed to carry on a progressive junior high school program. By 1933 there were twenty-nine junior high schools in Chicago with a membership of 47,065 pupils. Other junior high schools were planned for the succeeding years.
On July 12, 1933, however, the Board of Education adopted a resolution to end the six-three-three organization and to revert to the eight-four plan. This action was taken without recommendation of the Superintendent of Schools, William J. Bogan. It was taken ostensibly as an economy measure.

The Strayer survey, during the preceding year, had commended the junior high schools highly and had recommended their expansion. In the need for economy, the Strayer survey had recommended the shortening of the school term for all the schools. This retrenchment would, in the judgment of the survey commission, effect sufficient savings to allow the Board of Education to balance its budget. This recommendation was adopted by the Board of Education and did save enough money to allow the Board to carry on with a balanced budget. No evidence was ever presented to show that closing the junior high schools effected a needed economy. The President of the Board of Education stated that he wished to eliminate "fads and frills" from the schools. He never attempted to explain what he had in mind when he spoke of "fads and frills." It may be significant to note that all the other items eliminated at the same time as were the junior high schools have been restored to the Chicago public school system.

Comparison of Chicago's Junior High Schools
with Practices Prevalent in Junior
High Schools in 1955

In this concluding chapter of the study it seems interesting and worthwhile to measure the success of the Chicago junior high schools of 1924-1933 by the best standards of 1955. In Chapter VII the judgments of several
authorities in the field of the junior high school were set forth. These had
to do with eleven categories which are used as the basis for this section of
this chapter.

In 1921, the Education Commission of the Board of Education recom-
mended that Chicago establish junior high schools. This recommendation was
based upon the belief that the junior high school affords the greatest
opportunity to provide effectively and economically the educational advan-
tages which children of the early adolescent period most need to promote their
immediate and future well-being and happiness and their value as citizens.

In the nine years between 1924 and 1933 twenty-nine junior high
schools were established. These schools cared for approximately one-third of
the pupils in grades seven, eight, and nine by 1933. In the nine years the
junior high school population increased from none to forty-seven thousand.

In 1951, Walter H. Gawnitz reported that only 66.1 per cent of all
seventh and eighth grade pupils were attending eight-grade elementary schools.
This rapid curtailment of the number of pupils in grades seven and eight of
the elementary schools was again due to overcrowded buildings and to the desire
to provide a more effective program of elementary and secondary education.

The objectives of the junior high schools of Chicago are listed on
pages 45 and 46 of this study. A brief recapitulation of them is given here.
(1) The junior high school provides better for certain functions of education
grounded to the needs of pupils in early adolescence. (2) The junior high
school permits grouping of the pupils so as to advance their interests. (3) The
junior high school arouses and maintains interest so that pupils do better work
and at the same time causes them to remain in school longer. (1) The junior high school provides adequate transition between elementary and high schools. (5) The junior high school provides an opportunity for each child to progress at his own rate without failure. (6) The junior high school provides vocational courses and advisers. (7) The junior high school provides more adequate facilities, notably the library and the gymnasium as well as special shops and rooms for science, music, art and the other academic subjects. (8) The building of new junior high schools will relieve congestion in both elementary and four-year high schools. The educational advantages of the junior high school justify the necessary additional expense.

Today the objectives of junior high schools are much the same with a few exceptions as noted on pages 130 and 131. There is some difference of opinion among modern authorities as to the desirability of homogeneous grouping, departmental teaching, and separating younger adolescents from older adolescents.

The objection to homogeneous grouping seems rather far-fetched if classification by grades is held desirable. Classification is aimed at grouping pupils so they can work together effectively. Homogeneous grouping is merely a refinement and extension of grouping pupils so they can work together more effectively. In some activities pupils in the Chicago junior high schools were placed together for reasons of socialization regardless of their achievement on tests, as is recommended today.

Departmental teaching was never carried to extremes in Chicago. Occasionally it was found that one teacher could get better results by having
the same class in two subjects such as social studies and English. In science, art, music, mathematics and foreign languages, however, it was the belief that best results were obtained by having an expert in each subject do the teaching.

The question of grouping young adolescents in a school apart from older adolescents has aroused debate. Some authorities prefer a six-year high school; others prefer a separate junior high school followed by a senior high school of three years. In cities of twenty thousand or more the preponderance of economic, psychological and social arguments favors the proponents of the six-three-three plan.

The junior high schools of Chicago were established and developed on the thesis that the younger adolescent, for psychological and social reasons, needed different teaching and methods from those appropriate for either elementary school pupils or older adolescents.

The authorities today seem to agree with the Chicago theory and practice on this issue.

The staff in the Chicago junior high schools was carefully selected to insure securing teachers who knew the fundamental theory and history of the junior high school, who believed that developing sound American citizens required more than a profound knowledge of subject matter, who liked and understood the younger adolescents and could aid them in arriving at intelligent solutions to their problem.

Authorities today hold to the same views concerning the nature of a superior junior high school staff.

The Chicago junior high schools endeavored to group pupils by giving
them, on entrance, a comprehensive test covering many fields of experience. The results proved the wisdom of the device. Pupils were saved from feelings of frustration. Teachers were spared the impossible task of endeavoring to teach extremes within one class and finally being forced to teach the mythical non-existent "average" pupil. The able students were given the recognition they often miss when there is no homogeneous grouping. Individual talents and needs also were cared for adequately.

Modern practice preponderantly agrees with the Chicago practice although some authorities advise against it.

In the Chicago junior high schools all pupils in the seventh grade followed the same curriculum: socializing activities, English, social studies, mathematics, general science, health and physical education, shop for boys, household arts for girls, art, and music. In the eighth and ninth grades there was a common core with opportunity for each pupil to choose one elective from the following list: French, German, Latin, Spanish, commercial, electric shop, metal shop, wood shop, print shop, mechanical drawing, and household arts.

Authorities today state that the school curriculum comprises all the experiences the pupils have in connection with their membership in the school. The "core curriculum" is becoming more of a reality for educators. This core usually consists of social studies, English and home room activities. In some cities the lunch program and the library are stressed. There is a conscious effort to integrate and unify the young adolescent's program. In general the theory and practice of the curriculum are similar to the Chicago philosophy and practice. The notable difference is the present practice of deferring
the study of foreign language to the senior high school.

In the Chicago junior high schools guidance was extended along several lines: economic, educational, social recreational, ethical, study and vocational. Guidance was given by the home room teacher, the class room teacher, and the vocational adviser in assemblies, school newspaper, group and individual discussions as well as in the regular course of the school work.

Authorities today have the same attitude towards guidance as did the Chicago teachers. There is fear expressed that some home room teachers are not aware of the crucial value of the home room in guidance.

In the Chicago junior high schools much emphasis was placed upon socializing activities: assemblies, parties, cafeteria hosts and hostesses, school paper, home room, numerous clubs, student councils, athletics, choruses.

Modern authorities value these activities highly. They agree that they are carried on well in the junior high schools.

In Chicago junior high schools the building was either constructed or remodeled to fit the educational programs. The program demanded an auditorium, class rooms, shops, science laboratories, gymnasiums, art rooms, vocal music rooms, band and orchestra room, social or civics room, cafeteria, and administrative suites.

Modern authorities agree with this list of necessary facilities for the junior high school. One adds well equipped picnic areas.

In Chicago junior high schools the best public relations agent was considered to be the girl or boy who felt he had found friends among his teachers, who sensed that he was learning something each day which was not only
of immediate benefit but also would prove of value throughout his life. The assemblies, athletic events, bands, orchestras, choruses, and drum and bugle corps, school paper, open house visitation - all were of great value in creating excellent public relations.

Modern authorities consider good public relations a sine qua non. The development of good public relations has grown into a continuous, persistent, intelligent effort.

The list of characteristics of the present day junior high school found in Chapter VII is remarkably like the description of the organization and practices of the Chicago junior high schools in 1933. The Chicago junior high schools were larger than the average junior high school of today as revealed by the surveys reported. The other notable difference is in the field of curriculum. There is a trend toward the "core curriculum" today.

Questions Concerning
The Re-establishment of Junior High Schools
in Chicago

This study has been concerned primarily with facts. Certain speeches were made; various committees investigated and made reports; superintendents and boards of education took specific actions; teachers, principals and pupils worked in twenty-nine junior high schools in Chicago. These twenty-nine junior high schools were established, they flourished, they were closed. Certain questions obtrude of which the following are illustrative:

1. What is included in the term "common school system?"
1933 that he did not consider the junior high school — or, at least, some of its activities — a part of the common school system.

2. Just what are "fads and frills" in education?

3. Of all the valuable parts cut from the Chicago public school system in 1933, why is the junior high school the only one which has not been restored?

4. What valid reasons exist for the reestablishment of junior high schools in Chicago?

5. What valid reasons exist against the reestablishment of junior high schools in Chicago?

6. What bearing, if any, does the building program of the Chicago public schools have upon the desirability of re-establishing the junior high schools? Would strategic location of new junior high school buildings accomplish three results? (a) Relieve congested elementary schools, (b) Relieve congested high schools, (c) Give all pupils an enriched and more valuable education.

7. Does experience in other cities demonstrate that the organization of schools on the six-three-three plan produces beneficial results in each of the three units of the system? (a) Do fifth and sixth grade pupils in the six-grade elementary schools enjoy and make use of the leadership opportunities conferred upon them? (b) Do the seventh, eighth and ninth grade pupils in the junior high school profit greatly by the shop, music, art, library, foreign language, science, household arts, and socializing activities which enrich their school experiences? (c) Do the students in the senior high
school go about their duties in a more serious way?

8. What bearing, if any, does the single salary schedule of Chicago have upon the desirability of re-establishing junior high schools in Chicago?

9. Does the importance of individual differences in the educational process have any bearing on the desirability of reestablishing junior high schools in Chicago? (a) Are psychologists on sound ground in stressing the importance of individual differences? (b) Is a junior high school, with its large number of pupils in each of its three grades, able to care for individual differences more easily than is an elementary school with much smaller memberships in grades seven and eight?

10. Does the importance of adolescence in the educative process have any bearing on the desirability of re-establishing junior high schools in Chicago? (a) Would the junior high school pupils have more vital experience than they could hope to secure in an elementary school? (b) Would the pupils of the six-grade elementary school develop more when they were no longer overshadowed by the early adolescents?

11. Can the junior high school through its integration of the health work of the science class, physical education class, household arts class, and the cafeteria do more for the health of the early adolescent than can the eight-grade elementary school?

12. Can junior high schools more effectively foster a program of socializing activities than can the eight-grade elementary schools? (a) Is the large number of early adolescents in the junior high school favorable to the development of a socializing activities program? (b) Is it desirable,
from a civic point of view, to guide early adolescents in acquiring wholesome leisure time activities? (d) Is faulty handling of early adolescents in schools a factor in the problem of juvenile delinquency?

Recommendations

The term, recommendations, implies an enthusiastic approval of some person or institution. Yet the recommendations in any dissertation are supposed to be made dispassionately. This is especially difficult for a person who has made a thorough study of the junior high schools of Chicago and a fairly comprehensive survey of the junior high schools throughout America today. However, the following recommendations seem to be suggested by this study.

1. It is recommended that the kindergarten and grades one through six be included in the elementary school.
   a. The pupils in an elementary school are pre-adolescent.
   b. For the pre-adolescent to secure the education he needs, he should not be grouped with the adolescent.
   c. The six-grade elementary school has a specific function to perform and can achieve this function more readily when it is freed from the additional burden of caring for the early adolescents of grades seven and eight.

   (In some instances it may be desirable to have primary units embracing kindergarten and grades one through three.)

2. It is further recommended that grades seven, eight and nine be
included in the junior high school.

a. These grades care for the early adolescents who have interests and needs different from those of pre-adolescents or more mature adolescents.

b. These three grades, the junior high school, have a specific function to perform and can achieve this function more readily and efficiently when freed from the additional burden of caring for the pre-adolescent.

c. It should be more economical to educate the early adolescents when they are in the junior high school because the facilities and equipment can be used constantly throughout the day.

d. Junior high school buildings strategically located can relieve the mounting overload in elementary and high schools.

e. Graduates of the junior high school can be aided in choosing what type of secondary school to attend - academic, commercial, technical or vocational. This guidance is of inestimable value to girls and boys so they may not waste time finding the institution suited to their ambitions, abilities, interests and needs.

3. It is further recommended that grades ten, eleven and twelve be included in the senior high school, commercial high school, technical high school and vocational school.

a. In these four types of schools education can be provided for the more mature adolescents.

b. Economy will result because costly equipment will be used by pupils who have exhibited interest in the particular school attended.
c. Each of these four types of secondary school has a specific function to perform. This function can be achieved more readily and efficiently if only the more mature adolescents are in the school.

d. The pupils attending these senior high schools will have in common the preparation for college education or for a vocation. This fact will add serious purpose to their work.

h. It is further recommended that a study be made to determine why the junior high school alone of all the valuable parts cut from the Chicago public school system in 1933 has not been restored.

a. The junior college has been restored and expanded.

b. The kindergarten has been restored.

c. The vocational schools have been restored and expanded.

5. It is further recommended that a study be made as to the reason for continuing the eight-four system of schools in Chicago, whereas other cities, notably New York, have reorganized their schools on the six-three-three plan.
BIBLIOGRAPHY

I. PRIMARY SOURCES


Gonnelly, Joseph F., unpublished personal papers.

II. SECONDARY SOURCES

A. BOOKS

Cooper, Dan H., and Orville E. Peterson, Schools for Young Adolescents, The Upper Elementary and Lower Secondary Grades, Chicago, 1949.

Davis, Calvin Olin, Junior High School Education, Yonkers-on-Hudson, New York, 1924.

Department of Superintendence of the National Education Association, The Junior High School Curriculum, Fifth Yearbook, Washington, 1927.


New York State Education Department, A Design for Early Secondary Education in New York State, University of the State of New York Bulletin No. 1426, edited by Warren Coxe, Albany, 1953.


B. ARTICLES


Chicago Daily News, 1924, 1933.

Chicago Daily Tribune, 1924, 1933.


Essex, Martin W., and Paul E. Spayde, "Junior High School is Here to Stay," The Nation's Schools, LIV, August, 1964, 31-34.


McCoy, William T., "Individual Differences in the Junior High Schools," Chicago Schools Journal, XII, November, 1929, 89-96.

Newcomb, Grace, "We Adjust Ourselves to Junior High," Chicago Schools Journal, XI, November, 1928, 94-95.


Ritzma, Peter B., "The Junior High School Library," Chicago Schools Journal, XII, December, 1929, 146-149.


Vetter, Agnes, "A Junior High School at Work," Chicago Schools Journal, XII, February, 1930, 244-246.

G. UNPUBLISHED MATERIALS


Mills, Henry C., The Comparative Efficiency of the 8-4 and 6-3-3 System of Schools as Measured by the Scholastic Achievement of Their Pupils during the Junior High School Period, Unpublished Doctoral Dissertation, Harvard University, Cambridge, Massachusetts, 1931.


APPENDIX

OFFICIAL REPORT OF THE PROCEEDINGS OF THE BOARD OF EDUCATION
OF THE CITY OF CHICAGO.
PUBLISHED BY AUTHORITY OF THE BOARD OF EDUCATION
OF THE CITY OF CHICAGO, ILLINOIS

# B - 7829. 11/14/23. Authorized Educational Commission

The Superintendent of Schools reports that the additional funds available for school building construction make it desirable to institute a study of the problem of school housing, including

a. The extended school year and school day.
b. Various devices for utilizing space intensively.
c. Varying types of school organization.
d. Size of school buildings and districting.
e. Community use of school.
f. Standardisation of school house construction with a view to formulating a policy for the consideration of the Board of Education.

The Superintendent of Schools recommends that the President of the Board of Education be authorized to appoint four members of the Board, including the President, ex-officio, two from the Superintendent's Staff, two Principals of Schools, three teachers with power to add two additional members to form such a Commission, and that the sum of $20,000. be set up from unappropriated building funds for expenses, for the remainder of the fiscal year including such employees as may be from time to time authorized by the Board of Education.

On motion of Mr. Coath, this report was referred to the Committee on School Administration.

#7996. 11/28/23. Mrs. Hefferan moved as follows:
I move that that part of the recommendation of the Superintendent of Schools, contained in Report B - 7629, providing that the President appoint a Commission and that the sum of $2,000 be appropriated as therein provided be concurred in, but that the matter of the number of members on said Commission and the personnel thereof be left to the discretion of the President, subject to approval of Board.

Seconded by Mr. Greenebaum.

Dr. Robertson presented an amendment in reference to conserving the work of the Advisory School Plan Commission which the Acting Secretary read, and moved that the amendment be adopted.

Seconded by Mr. Smietanka.

Subsequently Dr. Robertson waived the amendment which he presented and as read by the Acting Secretary.

The question recurring on the motion made by Mrs. Hefferan as contained in #B - 7996, it was so ordered by the following roll call:

Yea: Mr. Smietanka, Mr. Fellows, Miss Temple, Mr. Mullenbach, Mrs. Hefferan, Mr. Coath, Mr. Greenebaum, Dr. Robertson, and President Moderwell. 9.

Nays: None.


The Acting Secretary presented the following communication from the President:

To the Board of Education of the City of Chicago.

Ladies and Gentlemen: Acting under the resolution passed at the meeting of the Board on 11/28/23, by which the President was authorized to appoint a commission to institute a study of the problem of school housing, I beg to advise that I have named the following as members of this Commission, subject to the approval of the Board:

From the teaching force: Miss Rose Festa, elementary principal; Miss Anise Slattery, elementary teacher; Mr. B. F. Buck, high-school principal; Mr. Carl A. Hoffman, high-school teacher; Mr. Ambrose B. Wight, from the Superintendent's Cabinet.

Members of the Board of Education: Mr. Hart Mansen; Mrs. W. D. Hefferan; Mr. W. K. Fellows; and the President.
In addition to these I am suggesting the following from outside the school system: Mr. Harris Keeler, Director of the Bureau of Public Efficiency; Mr. George N. Carman of Lewis Institute; Mr. Albert P. Allen of the Illinois Bell Telephone Company; Mrs. Walter H. Bublig, Regional Director, Parent-Teacher Association. I now ask for your approval of these nominations.

Respectfully,

C. M. Moderwell.
President

On the motion of Miss Temple the action of the President was concurred in.

C - 8146. 3/12/24. Suggestion to make appropriation for Educational Commission to Visit Schools - Deferred Temporarily. The Secretary presented the following communication from the Vice-President.

3/11/24

To the Board of Education of the City of Chicago:

Ladies and Gentlemen: I am advised that it is the intention of the members of the educational commission appointed recently by President Moderwell to make a trip of investigation covering a period of about two weeks. The itinerary will probably include Detroit, Akron, Cleveland, Rochester, Pittsburgh, and possibly one or two other places.

I respectfully recommend that the expense of this trip be defrayed by the Board of Education.

Yours very truly,

Grace E. Temple.
Vice-President

On motion of Dr. Robertson action on this communication was deferred temporarily.

Under the head of deferred reports, the Secretary read communication E - 8146 in regard Appropriation to Permit Members of the Commission to make a trip of investigation, action on which was deferred temporarily on motion of Dr. Robertson.

Dr. Robertson raised the question on the necessity of sending the entire commission, and stated that the communication should indicate the amount required for said investigation.

Mr. Fellows moved to amend the communication by inserting an
appropriation not to exceed $3,500. be made for the expenses of this trip by the Commission.

Seconded by Mr. Hansen.

The Chair put the motion, and the roll being called resulted as follows:

Yea: Mr. Hansen, Mr. Smietanka, Mr. Fellows, Mrs. Hefferan, and Vice-President Miss Temple. 5.

Nay: Dr. Robertson and Mrs. Gregg. 2.

Mr. Mullenbach passed his vote.

The Chair ruled the motion lost as it required a majority vote to pass the appropriation.

Subsequently Mrs. Hefferan moved that the appropriation of an amount not to exceed $2,000. be made to permit six or more members of the commission to make the trip for the required investigation.

Seconded by Mr. Smietanka.

After further discussion the Chair put the motion to the effect that an amount not to exceed $2,000. be set aside to send as many of the commission as can go on the investigation trip and directed the Secretary to call the roll.

The roll being called resulted as follows:

Yea: Mr. Hansen, Mr. Smietanka, Mr. Fellows, Mr. Mullenbach, Mrs. Hefferan and Vice-President Miss Temple. 6.

Nay: Dr. Robertson and Mrs. Gregg. 2.

The Chair declared the motion carried.

# 8830. 4/30/21. Proposal to Establish Junior High Schools (Referred)

The Secretary presented the following report from the Educational Commission.

To the Honorable
The Board of Education

Ladies and Gentlemen: Any adequate study of the various aspects of the school housing problem as outlined in the resolution of 12/12/23,
appointing the undersigned Educational Commission, necessarily involves consideration of the junior high school as developed in the United States during the past ten or twelve years. Moreover, a decision by the Board of Education as to the establishment of junior high schools in Chicago will materially affect the location and the design of future school buildings and must be made before a comprehensive, intelligent and economical building program can be formulated. The Commission is advised that the Board of Education and the Superintendent of Schools are anxious to proceed with the formulation of such a program. The Commission, therefore, submits the accompanying report with respect to the establishment of junior high schools. This report is based upon a consideration of conditions in the Chicago schools and upon a study, among other matters, of the schools in Detroit, Rochester, New York, Pittsburgh, Cleveland, and Kansas City which were visited by various members of the Commission.

The Commission has been gathering material relative to platoon schools and other subjects which it was required to study and expects to submit reports thereon as soon as such material has been adequately considered.

Respectfully submitted,

Blanche A. Bublis
Rose A. Pesta
Helen M. Haffaran
Carl A. Hoffman
George W. Carman
B. F. Buck
Hart Hanson
Albert P. Allen
A. B. Wight
Harris A. Keeler
C. M. Moberwall

Summary and Conclusions.

The Educational Commission appointed by the Board of Education 12/12/23 to study various types of school organization recommends that as rapidly as practicable Chicago establish junior high schools to accommodate pupils of the seventh, eighth, and ninth grades. This recommendation is based primarily upon the belief that the junior high school affords the greatest opportunity to provide effectively and economically the educational advantages which children of the early adolescent period most need to promote their immediate and future well-being and happiness and their usefulness and value as citizens.

The reasons for the foregoing recommendation are both educational and economic. They may be summarized as follows:
1. It is generally recognized that the time of pupils in the seventh and eighth grades of eight-grade elementary schools is not effectively utilized. Pupils of these grades are passing thru the early adolescent period when individual characteristics, abilities and aptitudes begin to manifest themselves. For various reasons the elementary schools cannot furnish educational opportunities best suited to children of this age. (p. 1266).

2. The junior high school is a separate organization of pupils of the seventh, eighth, and ninth grades of the school course to accomplish certain definite areas in public school education. It seeks to provide pupils of these grades with an enriched and varied program of studies especially suited to their particular needs; to afford them opportunities, through a wide variety of contacts and experiences, to explore and develop their individual capacities and aptitudes; to guide them carefully through the trying stage when they are passing from the control exercised by others to the period of self-control; to build up habits of clean and healthy living; to instill in them both by theory and by practice the principles of good citizenship; and in various other ways to do for these those things which promise most to fit them for a happy and useful after life.

3. The junior high school brings together a large number of pupils of approximately the same age. In such a body of pupils will be found many whose aptitudes, abilities, interests, and aspirations are much the same. It is possible, therefore, not only to group them so as to advance their individual interests but to organize classes of such size that facilities and instruction can be provided on an economical basis. In fact, the junior high school seems to offer the only means by which children of this age can without unreasonable expense be given the manifold opportunities which they should have.

4. The junior high school by arousing and maintaining the interest of pupils tends to get better work from them while they remain and to keep them in school beyond the time when they would otherwise withdraw. These are distinct social and educational advantages.

5. The grouping of pupils according to their abilities to progress, which is possible in junior high schools, is also an important consideration. It is well known that many pupils are able to advance more rapidly than the normal child, while others must progress more slowly. Pupils of both these types are at a disadvantage when thrown together in mixed groups with normal children. Those capable of more rapid advancement waste time; those who ultimately may reach the goal if given proper consideration; finding themselves continually behind their associates, frequently become discouraged and fail completely. Justice to the pupils of both groups, as well as to the normal children, demands that each be given an opportunity to advance according to his ability.

6. One of the objections to our present organization is the abrupt
change which our pupils experience in passing from the more formal and closely supervised work of the elementary school to the highly departmentalized activities and organization of the high school. The junior high school prepares them for such changes. It does so through the gradual introduction of departmentalized instruction, some choice of subjects under guidance, promotion by subjects, provision for study under direction and supervision, more adequate library facilities and training in the use of books, and a social organization which develops initiative and the sense of personal responsibility. (p. 1266).

7. Pupils of the early adolescent age are passing through a critical period and are in special need of guidance and counsel with respect to vocational and educational information and opportunities. The junior high school through its vocational courses and advisors can be of great service in helping pupils to acquire an intelligent attitude toward the vocational and educational opportunities which lie before them, and in assisting them in the selection, tentatively at least, of some field of human endeavor for special consideration.

8. The building of new junior high schools will relieve congestion in both the elementary and present four-year high schools. The cost of housing pupils in junior high schools would probably be about the same as the cost of housing them under the present eight-four plan of organization. The cost of instruction for seventh, eighth and ninth grade pupils would probably be higher in junior high schools. The increase in cost of training pupils of those particular grades should not exceed twenty percent; it might be much less. The educational advantages of junior high schools justify the necessary additional expenditure involved in establishing them. The Commission has also considered various matters which it believes should be taken into account in establishing junior high schools in Chicago. Its conclusions with reference thereto will be found in the body of this report.

Limitations of the Present Plan of School Organization in Chicago

The Chicago schools are organized upon what is known as the eight-four plan, having kindergarten and eight-grade elementary schools and four-year high schools. The establishment of junior high schools involves organization upon what is known as the "six-three-three" plan, under which there are the kindergarten and six grades in the elementary schools, three years in junior high schools and three years in senior high schools.

The taste of the elementary school is to give a working knowledge of those tools of education that should be the common possession of all. It is here that the fundamental processes of reading, writing, arithmetic, spelling, and the elements of oral and written expression are taught. It is now generally recognized by educators that six years is enough time to devote primarily to instruction in these tool subjects, although proficiency in them
can and should be effectively increased thru their application to new materials in later years.

It is now also generally recognized among educators that for reasons inherent in the eight-four plan of organization the time of pupils in the seventh and eighth grades of the traditional eight-grade elementary school is not effectively utilized. For various reasons, some of which are hereinafter considered, the seventh and eighth grades of the elementary schools cannot give to pupils the educational opportunities which they are entitled to.

Pupils normally enter the seventh grade when about twelve years old. It is at this period that individual characteristics, abilities and interests of boys and girls begin to manifest themselves. In Chicago, each elementary school is limited to a single course of study: for practical reasons it cannot furnish instruction in the variety and type of subjects which are essential adequately to provide for the wide range of marked individual differences found in pupils of from twelve to fifteen years of age. As a result, many pupils fail to see value in what they are doing and lose interest in their work. Some leave school as soon as the compulsory law will permit. Others form habits of dawdling to the serious injury of subsequent work. The responsibility of the public schools to provide interesting and worthwhile work for pupils of this age, and particularly for the group that otherwise will be forming injurious habits of idling, is emphasized by the fact that the compulsory education law prevents many of these boys and girls from engaging in outside pursuits.

Another objection to the eight-four plan of organization is that when pupils, who have completed the eighth grade, enter the first year of our high schools they are as a rule unprepared for the abrupt changes which they encounter in subjects of study, methods of instruction, type of discipline and, in general, in the manner in which the school is organized and conducted. Such changes bewilder many pupils and materially increase the demands made upon all. When these conditions are coupled with courses of study which often are of little immediate interest and appeal to pupils and in which they see little practical value, discouragement, indifference, and ultimate withdrawal from school frequently result. The junior high school seeks to bridge the gap between the elementary and high schools by a process of gradual adjustment to fit pupils for the more highly specialized organization and work of the senior high schools.

The Aim of the Junior High School

The junior high school recognizes that boys and girls, especially those of the seventh, eighth, and ninth grades, most of whom are from twelve to fifteen years of age, differ widely in their abilities, aptitudes, interests and aspirations in life. It seeks to overcome the limitations and shortcomings of the eight-grade elementary school and the four-year high school in dealing with these early adolescents. To that end, it undertakes to offer an
enriched and varied program of studies especially suited to the varying needs of such pupils; to assist them in discovering and developing their natural aptitudes; to enable them to advance in accordance with their varying abilities; to enlist and maintain their interest in school work and thereby to induce as many as possible to go on with their education in higher schools; to provide those who may leave before completing the full course with work that will be of definite value to them; to furnish such prevocation guidance and training as will enable all pupils in a preliminary way to understand and judge those fields of future endeavor in which they are likely to be most useful and contented; to guide them carefully through the trying stage when they are passing from the control exercised by others to the period of self-control; to build up habits of clean and healthful living; and to instill in them both by theory and practice the principles of good citizenship. In brief, to do for boys and girls during this critical period of their lives those things which promise most to fit them for a happy and useful after life.

Specific Advantages of the Junior High School

The fulfillment of the educational purpose of the junior high school demands that, through a wide variety of contacts and experiences, pupils be given opportunities to explore and develop their individual capacities and aptitudes. To carry out this purpose requires a program of studies containing as wide a range of subjects and activities as can be effectively offered, and also, the grouping of pupils according to their abilities and interests. Such a program cannot be satisfactorily and economically offered in the seventh and eighth grades of the ordinary elementary school. The number of pupils therein is too limited for advantageous grouping for educational purposes. Moreover, the groups which might be organized would be so small that the cost of providing facilities and instruction would be prohibitive.

Permits Homogeneous Grouping of Pupils. The junior high school brings together a large number of pupils of approximately the same age. In such a body of pupils will be found many whose aptitudes, abilities, interests and aspirations are much the same. It is possible therefore not only to group them so as to advance their individual interests but to organize classes of such size that facilities and instruction can be provided on an economical basis. In fact, the junior high school seems to offer the only means by which children of this age can be without unreasonable expense be given the manifold opportunities which they should have.

Induces Pupils to Remain in School. Thru the organization of pupils into homogeneous groups and the introduction of varied special courses of study, it is possible to provide each boy or girl with material of real interest to him or her. This is one of the surest ways to obtain hard and effective work from pupils and to encourage them to put forth their best efforts. When interest is aroused and both parents and pupils realize that school work is worthwhile and that success in it is being realized, the number of pupils who will continue beyond the compulsory school age will be increased. In so far as the
junior high school thus tends to get better work from pupils while they
remain and to keep them in school beyond the time when they would otherwise
withdraw, it has distinct social and educational advantages.

Permits Pupils to Advance According to Abilities. The grouping of pupils
according to their abilities to progress, which is possible in junior high
schools, is also an important consideration. It is well known that many pupils
are able to advance more rapidly than the normal child, while others must
progress more slowly. Pupils of both these types are at a disadvantage when
thrown together in mixed groups with normal children. Those capable of more
rapid advancement waste time; those who ultimately may reach the goal if
given proper consideration, finding themselves continually behind their
associates, frequently become discouraged and fail completely. Justice to the
pupils of both groups, as well as to the normal children, demands that each
be given an opportunity to advance according to his talents.

New York City recognizing this situation has provided junior high
school classes for normal progress pupils, classes for rapid progress pupils
and classes for slow progress pupils. Under this arrangement the work of each
class is scheduled according to the probable ability of the pupils therein to
advance. There is therefore no need to "jump" bright boys and girls ahead
of their classes thereby causing them to miss more or less instruction which
they have; and the likelihood of pupils failing and becoming "repeaters" is
greatly diminished. Each is given the entire course of study and an opportuni-
ty to complete it as rapidly as his ability will permit.

A recent survey of the New York junior high schools shows that, of
the pupils therein who finished the ninth grade during the school year 1921-
22, 43% were able to complete the normal three-year course in two years; and
an additional 17% of them completed it in two and one-half years. The result
was not only a very large saving in pupils' time and in expense to parents
in maintaining them, but a very large saving to the public in teachers
salaries and the building space. The survey report states that the graduation
of 5,632 pupils, who completed the work in less than three years, operated to
release for the rise of other pupils the "equivalent of two sixty-class room
school buildings, each with a full complement of auditoriums, gymnasiums,
play grounds, etc."

It should be noted that these percentages apply only to the number
who finished the ninth grade of the junior high schools, and that they are not
applicable to the entire number of pupils enrolled in these schools.

Provides More Successfully for Over-Age Pupils. The junior high school also
can provide more successfully for the training of over-age pupils. In nearly
every class in grades five to eight of the elementary schools are found a few
pupils who, because of their inability to make normal progress in academic
subjects, have fallen behind their classes and are a year or more older than
the pupils with whom they are immediately associated. Because advancement
from grade to grade and subsequent admission to high school depends largely upon the completion of certain prescribed academic work, these pupils are held back and retained in the elementary school although they are not deriving much benefit from the instruction there offered. Furthermore, these over-age pupils are a handicap to the proper teaching and advancement of normal pupils with whom they are associated, and they often add materially to the disciplinary problem. In a large school system the cost of providing instruction for these "repeaters" is also a considerable item. Experience shows that it is better to advance these backward pupils with pupils of their own age, without undue regard to their proficiency in academic work. Both they and the pupils of the classes into which they would otherwise fall gain thereby. In the junior high school it is possible to provide special classes and special courses of study in which average pupils may be given instruction best suited to their needs and in which they may be taught under conditions that fit their age. This cannot be done successfully in the elementary schools.

**Bridges Gap Between Elementary and Senior High Schools.** One of the objections to the eight-four plan of organization is that pupils are usually unprepared for the abrupt changes which they experience in passing from the more formal and closely supervised work of the elementary school to the highly departmentalized activities and organization of the high school. The junior high school prepares them for such changes. It does so through the gradual introduction of departmental instruction, some choice of subjects under guidance, promotion by subjects, provision for study under direction and supervision, more adequate library facilities and training in the use of books, and a social organization which develops initiative and the sense of personal responsibility.

**Offers Better Vocational Guidance.** Pupils of the early adolescent age are passing thru a critical period and are in special need of guidance and counsel with respect to vocational and educational information and opportunities. The junior high school thru its vocational courses and advisors can be of great service in helping pupils to acquire an intelligent attitude toward the vocational and educational opportunities which lie before them, and in assisting them in the selection, tentatively at least, of some field of human endeavor for consideration.

**Permits a More Suitable Type of Discipline.** The junior high school permits the development of a form of discipline, or school life, in harmony with the nature of adolescent pupils; a discipline which passes gradually from close supervision by the teacher to self control and a reasonable degree of freedom on the part of the pupil. The type of discipline best suited to the junior high school is different from that of either the elementary school or the upper grades of the senior high school.

**Matters to Be Considered in Establishing Junior High Schools in Chicago.** Junior high schools, as they are generally known, are separate organizations of the seventh, eighth, and ninth grades to accomplish certain definite aims in public school education. Usually they are housed and administered as separate
units and are provided with separate and distinct corps of teachers. If they are established in Chicago their success will depend upon the manner in which they are organized and developed, the courses of study offered, and the care with which principals and teachers are selected and trained for their new responsibilities.

Need for an Educational Program. An essential step in the establishment of the junior high schools in Chicago is the formulation of an educational program. Until such a program is decided upon, buildings cannot be efficiently and economically designed and constructed. New buildings, particularly, should be built around a program of instruction; otherwise it may become necessary to make expensive and unsatisfactory adjustments in order to adapt buildings and program to each other.

Need for Building Program. Another essential step in the establishment of junior high schools in Chicago is the formulation of a building program in which locations for a comprehensive system of junior high schools should be determined with reference to present and prospective needs. So far as possible such schools should be so located as to be within walking distance of all pupils attending them.

Construction of New Buildings. When the junior high school program has been decided upon and locations have been determined, sites should be obtained and new buildings should be erected as rapidly as practicable except in those situations where there are now available elementary school buildings which can be readily adapted to junior high school needs. New buildings should be especially designed and equipped with auditoriums, gymnasiums, playgrounds, libraries, shops, science rooms, laboratories, and other facilities necessary for carrying out whatever educational program the Board of Education may adopt.

Elementary School Buildings May Be Used for Junior High Schools. There is no need, however, to postpone the establishment of junior high schools until new buildings can be designed and constructed, which necessarily will require considerable time. There are in Chicago, as in other cities, buildings now in use as elementary schools which can be readily adapted to a satisfactory junior high school program. As soon as the requisite educational program can be submitted by the Superintendent of Schools and approved by the Board of Education, steps should be taken to organize junior high schools in such elementary school buildings.

Extravagance Should Be Avoided. The educational program adopted should be sufficiently complete and comprehensive to accomplish the real purpose of the junior high school but should not go beyond that. Buildings should be provided with adequate facilities to carry out the work of the school and in new structures reasonable attention should be given to architectural effects, but care should be taken to avoid unnecessary expense, either thru extravagance in design or thru the inclusion of facilities and equipment which
are wholly unnecessary to the legitimate aim of the organisation. Over-
elaborate programs and buildings are neither necessary nor desirable. The
junior high school is neither a senior high school nor an advanced technical
school and it should not be permitted to imitate either of them.

Methods of Organisation of Junior High Schools. Procedures in the opening
of junior high schools has differed in different cities. Generally, however,
one of the two following plans has been adopted:

1. The school is sometimes organized by bringing together imme-
diately the pupils of grades 7B, 7A, 8B, 8A, and 9B, and by adapting the
course of study during the first and second years of the new organisation so
as to articulate it with the work previously done by such pupils. As these
pupils advance the program of succeeding years is adjusted until ultimately
the complete new junior high school course of study is in effect.

2. Another plan for organising a junior high school is to start
by bringing together pupils of grades 7B, 7A and 8B who are given instruction
in the new junior high school course of study and are thereby prepared for
the new ninth grade work. The ninth grade is then added to the organisation
when the eighth grade pupils of the school are ready for advancement.

The Commission believes that under ordinary circumstances the
second plan above described has decided advantages and should be followed as
a matter of general policy in establishing junior high schools in Chicago.
The Commission has reached this conclusion for the following, among other
reasons:

Pupils of the ordinary elementary school who are about to enter
grade 8A and also those who are about to enter the first year of the four-
year high school have not had the preparation which fits them for the ninth
grade work of the junior high school. It is better both for them and for the
junior high school to let them complete the course in which they have started
rather than to take them into the new organisation and attempt necessary
adjustment.

The second plan has other important advantages. Under it, when
pupils are advanced from the eighth to the ninth grades of the junior high
school they are prepared for the work that they are to do and at once
become integral parts of the new organisation. Under the second plan also
more time is available for selecting, training and adapting teachers for their
new work which are exceedingly important matters and present a serious problem
in the organization of junior high schools.

While the Commission believes that the second plan should be
followed under ordinary circumstances, it recognised that special conditions,
such as great inconvenience to ninth grade pupils of certain districts in
reaching the four-year high school, or excessive overcrowding therein, may
make it desirable to deviate from the generally established practice. The Commission also suggests that as this is a matter of administrative convenience, it may be desirable from the beginning to house 8A pupils with the junior high school units.

Size of the Junior High Schools. It should be remembered that junior high schools are neighborhood schools and that so far as practicable they should be located within easy walking distance for pupils. Subject to this limitation, they should be made as large as possible. This is essential to the most complete and successful grouping of pupils or it can offer only a limited number of differentiated courses and elective subjects. To realize its maximum possibilities in this particular, it must have a large membership. Schools with memberships ranging from 1,200 to 2,000 are highly desirable. For this reason the Commission does not favor placing ninth grade classes in elementary schools and then organizing the seventh, eighth and ninth grades thereof into small junior high school units.

Separate Junior High School Buildings. The Commission believes that the best results are likely to be obtained when junior high schools are housed in separate buildings especially adapted to their needs. It recognizes, however, that in order fully to utilize a junior high school building or to relieve congestion in other schools, or for various other reasons, it may be desirable temporarily to house other groups in a junior high school building.

Extension of Junior High School System. When Chicago is ready to establish junior high schools they should be organized upon the basis of a general plan for their development as a system and not isolated units scattered throughout the city. As the system is extended, new schools should be opened with particular reference to the senior high schools which the ninth grade graduates will enter. It is desirable that when junior high school graduates begin to enter four-year high schools, which must necessarily continue for several years, they do so in considerable numbers so that they can be successfully grouped and given the special attention which they need. It is also desirable that as rapidly as possible eight-grade elementary schools be discontinued in present high school districts in which the junior high schools shall be established. It is unsatisfactory to have both sets of schools, with their different courses of study, sending pupils to the same junior high school.

Selection of Teachers. A large part of the success of junior high schools depends upon the care with which principals and teachers are selected and prepared for their new responsibilities. Boys of the junior high school age have reached a period in their lives where they need the influence of men in their development. Men as well as women teachers are therefore needed with this group and should be secured in substantial numbers for the new organisation. The Commission believes, however, that only those who have satisfactory teaching experience should be considered for positions in junior high schools, and that so far as possible elementary school teachers who can meet such requirements as may be prescribed by the Board of Education should
be given the preference in making the appointments. Junior high school principals should also be selected so far as practicable from among the ranks of experienced elementary school principals who have had sympathetic contact with young children. It is unfortunate when junior high schools are dominated by the atmosphere and purposes of the senior high schools. The junior high school should be rooted in the elementary school and by graded development in courses of study, methods of instruction and type of discipline should prepare pupils for the senior high school work.

In this connection, the Commission suggests the desirability of securing ninth grade junior high school teachers, who will be especially qualified for their work, without drawing unnecessarily upon the present high school teaching force. A complete change throughout the city from the present elementary and high school organization to six-grade elementary schools with junior and senior high schools will probably take a number of years. During the period of transition and even thereafter, because of the continuous increase in membership in the upper high school grades due to pupils remaining longer in school, as well as to increase in the population of the city, present high school teachers will be needed in both the four-year and senior high schools.

Course of study. The Committee makes no recommendations with reference to the course of study for junior high schools. It believes this to be the work of the Superintendent of Schools and his assistants.

The Commission suggests, however, that in formulating junior high school courses of study it should be borne in mind that this new organization is an educational institution for the training of early adolescents. Its purpose is different from that of either a senior high school, or an advanced technical school, or an industrial training school. It should not attempt to pattern its work after any of them.

It is important, also, that the program of studies of a junior high school be so arranged that all pupils will have an equal opportunity for training in English, mathematics, civics, music, art, general science, health activities and other fundamental subjects so that there may be no criticism that the differentiated courses of the new organization in any way mean class distinction or discrimination against any group of pupils.

In nearly all the junior high schools visited by the Commission differentiation of courses does not occur until the beginning of the eighth grade. The normal child is then thirteen years of age. This, in our opinion, is not too early to exercise some choice. And when that choice in the direction of industrial or technical work is met by a series of ten-week courses in different lives, as in Detroit and New York, the result would seem to be distinctly beneficial and educative.

Junior High Schools Relieve Overcrowding in Other Schools. The expenditure of
Money for new junior high schools would operate to relieve the present overcrowded condition of both elementary and high schools to about the same extent that expenditure of the same amount of money for new eight-grade elementary and four-year high schools would provide relief. However, the present situation in the Chicago schools is demanding the erection of many additions to old buildings. Additions are frequently more expensive than complete new buildings. New junior high schools would probably so relieve many of the old buildings as to eliminate the need for additions thereto. In such localities new junior high school buildings would effect important economies. The funds thus saved could be utilized for other buildings. In this way the construction of junior high schools would expedite relief from the school housing shortage.

Cost of Junior High Schools. How would junior high schools affect school costs in Chicago? An answer to this question involves a consideration of the cost of conducting our schools under the present eight-four plan of organization compared with the cost of conducting them under the proposed six-three-six plan of organization, of which the junior high school is a part. More specifically, it involves a study of the relative cost of providing buildings, facilities and instruction for pupils of the seventh, eighth, and ninth grades under the respective plans of organization, and also of the effect of the junior high school upon building and instruction costs in the elementary and junior high schools.

The cost of junior high schools in Chicago would depend largely upon the design and construction of buildings, the manner in which the new schools were organized and administered, the program of studies offered and the salaries paid to teachers. These are matters to be settled by the Board of Education if it decides to establish such schools. The Board will also determine whether certain economies are to be effected in elementary school construction. Until the Board acts upon these various questions estimates as to the relative cost of the new plan must necessarily be tentative and indefinite. However, there are certain factors which have a bearing upon the question of cost to which the Commission directs attention.

Building Costs. School costs are of two kinds — building costs and instruction and educational costs. There would seem to be no valid reason why junior high school buildings should cost more per cubic foot than first class elementary school buildings. But the average cost per pupil of a junior high school is higher than the average cost per pupil of an elementary school. This is due chiefly to the fact that classes are usually smaller in the junior high schools. Each pupil in the junior high school, therefore, on the average occupies more space. Particularly in the shops and domestic science departments, the space allotted to each pupil must be greater than would be allotted on the average to pupils in the elementary schools. Junior high schools, also, frequently are built with auditoriums and other facilities designed for community use which are larger and more elaborate than would be required if used for school purposes only. This tends to increase the cost.
of buildings and hence the average cost per pupil.

A comparison of the average cost per pupil in the two schools is somewhat misleading because seventh and eighth grade pupils of the elementary school are properly chargeable with more space per pupil than the children of the lower grades. Shop and domestic science space in elementary schools is provided more for upper-grade than for lower-grade pupils and should be charged to them in an accurate estimate of the cost of housing seventh and eighth grade pupils. If this were done the cost per pupil for boys and girls in these grades would be considerably higher than the cost per pupil for the entire school. But even when this is taken into account the cost of the junior high school is probably somewhat higher so far as the seventh and eighth grades are concerned.

On the other hand, the average cost per pupil for junior high schools is substantially less than the average cost per pupil of four-year high schools. This is due to a number of causes. The four-year high school is usually more elaborate in design, construction and facilities such as laboratories and shops; also it frequently has waste space due to small classes. The cost of housing the first-year, or ninth grade pupils is probably somewhat below the average cost per pupil in the four-year high school because they are not properly chargeable with some of the factors which enter into the average cost. Still it undoubtedly would be much less expensive to house these ninth graders in junior high schools than in the present four-year high schools.

Seventh and eighth grade pupils would constitute from two-thirds to three-fourths of the junior high school membership. The additional cost as to them would probably be more than the saving on the ninth-grade pupils. At first thought, it might seem that the net cost of housing the pupils of these three grades would be greater in the junior high schools. The Commission, however, believes that there are two possibilities of offsetting largely, if not entirely, the increase in the building expense which otherwise would have to be met.

First: The cost per pupil is based upon the number of pupils which a building will accommodate under normal conditions at any one time. Experience in New York shows that, where rapid advancement classes are organised, the normal capacity of a junior high school building may be materially increased. If Chicago should adopt the New York policy with reference to the organisation of such classes, the resultant gain in the capacity of junior high school buildings would operate to eliminate most, if not all, of what otherwise would be the increased cost of housing pupils therein. Secondly: The construction of junior high schools should make it possible to reduce the expense per pupil in elementary schools. Junior high schools would be essentially neighborhood or community schools and could be used for community purposes. Under these circumstances auditoriums in elementary schools, which heretofore have been built partly to serve advantageously for school purposes, could be reduced in size and the space saved could be used for class rooms. Likewise, with the
seventh and eighth grades removed from the elementary schools, shop and other facilities could be curtailed and more classroom space provided in place of them. Such modifications in the construction of future elementary school buildings would not only reduce the cost per pupil but would facilitate the solution of the housing problem. Furthermore, there would be such economies as might result from building junior high schools instead of additions to existing elementary schools.

Educational Costs. If instruction costs are increased in the junior high schools it will be due principally to a longer pupil day and smaller classes for pupils of the seventh and eighth grades and to higher salaries for teachers of these grades.

The pupil day in our elementary schools is five hours; in most junior high schools it is six hours. If junior high schools are established in Chicago on a six-hour basis, additional teachers will be required for seventh and eighth grade classes unless teachers are required to teach more hours than at present. Smaller classes in the junior high school would also necessitate employing more teachers. It is probable that the teachers' salaries in the junior high schools would be higher than they are in the elementary schools. A few cities pay the same salaries in the junior as in the senior high schools. In most of the large cities, however, an intermediate salary schedule is provided for junior high school teachers.

Increases in the cost of instruction for seventh and eighth grade pupils from any of the foregoing causes might be offset to a limited extent by savings in expense for the ninth grade pupils due to somewhat larger classes and possibly to a lower salary cost for them in the junior high than in the four-year high schools.

A much more important offset to increased cost of instruction in the junior high schools would be found in classes for the rapid advancement of those pupils who are able to complete the three year course in less than that time. The experience of New York indicates that substantial savings are possible through the organization of such classes.

Detroit reports that it has succeeded in operating junior high schools with an increase of approximately seven percent for cost of instruction and is adjusting its program with a view to eliminating even this increase. However, conditions in Detroit are not entirely comparable with those which might be expected in Chicago.

The Commission recognizes that until a program of studies and a schedule of salaries have been established by the Board of Education no definite estimate as to educational costs can be made. It is probable, however, that the cost of training pupils of the seventh, eighth and ninth grades in junior high schools would be more than the cost of training them in the present eight-grade elementary and four-year high schools. The increase
in cost for the pupils of these particular grades should not be more than twenty percent; it might be much less. The Commission believes that undisputed educational advantages of junior high schools justify the necessary additional expenditure involved in establishing them.

Mrs. Hefferan moved that the matter be referred to the Superintendent for his recommendation and report at the next Board meeting, and also that the matter be referred to the Committee on School Administration.

Seconded by Mr. Hanson and so ordered by the following roll call:

Yea: Mr. Hanson, Mr. Mullenbach, Mrs. Hefferan, Mr. Coath, Mr. Greensbaum, Dr. Robertson, Mrs. Gregg and President Moderwell. 8.

Nay: None.

To 9035. 6/18/24. pp. 1380-1381.

Arguments Concerning Junior High Schools.

The Secretary presented the following communication from the President:

6/18/24

To the Board of Education of the City of Chicago:

Ladies and Gentlemen: I am respectfully referring to the Board of Education a communication from the Honorable Al F. Gorman, City Clerk, being a copy of certain resolution passed by the City Council with reference to junior high schools; also a communication from the Illinois Federation of Labor with respect to the same subject together with a communication from the Chicago Teachers' Federation with respect to certain details of the junior high school organization.

I respectfully request the reference of the first two documents to a special committee made up of the Chairman of the School Administration Committee, the Chairman of the Buildings and Grounds Committee and the Superintendent of Schools for such action in the premises as the committee may deem proper. With respect to the communication from the Chicago Teachers' Federation, I suggest that it be referred to the Superintendent for such action in the premises as he may deem proper.

Yours truly,

C. M. Moderwell,
President.

6/17/24

To the Honorable Board of Education of the City of Chicago:
Ladies and Gentlemen: At the meeting of the Chicago Teachers' Federation held on Saturday, June 14, the meeting, by unanimous vote, authorized the following protest sent to the Board of Education against the announcement in the official bulletin of the Superintendent of 6/4 of an unauthorized examination to be held on 6/26 (sic) for teachers for certificates to teach in the proposed Junior High Schools:

The Chicago Teachers' Federation respectfully protests against the announcement in the Superintendent's Bulletin of an unauthorized examination to be held on July 26th for the teachers for certificates to teach in the proposed Junior High Schools for the following reasons:

1. The examination so announced has not been authorized by the Board of Education.

2. No examination for any kind of certificate for teachers which has not been authorized by the Board of Education can be held under the statute.

3. The official announcement of the Chicago Teachers' College gave 6/19 as the last day for registration by mail for the classes for Junior High School courses for teachers while the date for the meeting of the Board of Education is June 18.

4. The present certificates of more than 8,000 elementary teachers entitle those teachers to teach every grade from one of eight inclusive.

5. Should the Board of Education on 6/18 authorize the examination announced in the Superintendent's Bulletin of 6/4, and should the Junior High Schools be organized throughout the city as the Board of Education of 5/14 authorized the Superintendent so to organize them, that is - if the seventh and eighth grades are put into Junior High Schools - then, the present certificates of the more than 8,000 elementary teachers will be invalidated for teaching seventh and eighth grades in the Chicago public schools.

6. In advance of action by the Board of Education authorizing either the examination or the requirements therefore the Superintendent's Bulletin set forth the requirements for this unauthorized examination.

7. The unauthorized requirements for this unauthorized examination as announced in the Superintendent's Bulletin are unjust and unfair to the elementary teachers of Chicago.

8. Every elementary teacher must either protect herself against the possibility of having her certificate invalidated for teaching in the seventh and eighth grades or must comply with the unjust and unfair requirements for this unauthorized examination as set forth in the Superintendent's Bulletin of June 14th.
9. This sudden and unauthorized demand made upon the thousands of teachers in the closing days of the school year have created a condition of mind among the teachers which must of necessity militate against efficiency in the schools.

10. No examination was required by the Board of Education for the District Superintendent placed in charge of the Junior High Schools.

11. No examination has been announced by the Superintendent for principals to be placed in charge of the Junior High Schools.

12. Why should the classroom teachers alone be singled out and subjected to these unjust and unfair requirements?

We respectfully request that the Board of Education withhold its approval of the unjust and unfair requirements sought to be imposed upon the elementary teachers of Chicago as outlined in the Superintendent's Bulletin of June 14th and that this matter be referred to the Committee on School Administration and opportunity be given to the teaching force to be heard through its representatives before action by the Board of Education.

Respectfully submitted,

Mary M. Abbe,
President

The Chicago Teachers' Federation
Frances E. Harden,
Corresponding Secretary

The Illinois State Federation of Labor

Chicago, Illinois, June 17, 1924

Board of Education, City of Chicago
650 South Clark Street
Chicago, Illinois

Ladies and Gentlemen: During the hearing before the Committee on School Administration, June 3, concerning the decision of the Board of Education to reorganize the public school system of Chicago by establishing so-called "junior-high" schools as a basis from which to carry on the building program made possible when the voters agreed to an increase of school taxes, it was stated by some members of the Board that when the "junior-high" school policy was adopted by the Board on May 11, their purpose had been to provide only for an experiment to be applied within a reasonably limited scope to test the educational value of the proposal. It was apparent that other members of the Board believed the decision of 5/11 to be final and that therefore now nothing remains to be done except to select the school buildings to be converted into "junior-high" schools, to arrange for new sites and buildings to be used for that purpose and to decide upon the curricula and teachers. One member suggested that the Board might clarify the situation by the
adoption of a resolution stating that the plan would be kept within the bounds of reasonable experiment as to its city-wide application.

On behalf of the Chicago Federation of Labor and the Illinois-State Federation of Labor, representing a great number of Chicago citizens, I desire to express the earnest hope that the suggested resolution will be introduced and adopted at the meeting of the Board of Education on June 18.

The information we have received during our inquiry regarding the "junior-high" school movement in this and other cities has convinced us that the plan is antagonistic to the development of the regular high school. Among the promoters of the movement can be found those who question the advisability of permitting the door of the high school to remain open to all children. While professing "sympathy with free high schools," a prominent advisor of your educational commission has referred to our system of high schools as an "extreme democratic idea" which he describes as an "experiment which we are blindly carrying forward." He refers to our free high school system as an organisation requiring "skill which the country cannot afford to give" and expresses his doubt as to the state of the public mind with reference to our schools in the following question: "Are the American people really willing and able to carry their ambition for a universal free high school education to its consummation?"

That there is a deliberate conscious effort to establish class distinction within the public school system by means of the so-called "junior-high" school method is apparent in developments which have taken place in other cities, the purpose being to economise in expenditure of public funds by discouraging high school attendance and ambitions. The curtailment of education is dangerously false economy. This may not be the conscious purpose of the members of the Board of Education but we believe that it will be the inevitable result of a permanent establishment of the educational switching arrangement which is camouflaged under the name of "junior-high" school.

On behalf of the citizens whom I have the honor to represent, may I again express the earnest hope that a resolution limiting the venture to one of limited experiment and test before final approval of the system will be adopted.

A letter similar to this is being sent to each member of the Board.

Respectfully yours,

V. A. Olander
Secretary - Treasurer

WHEREAS, The members of the Board of Education, with one exception, and the
Superintendent of Schools decline to accept the invitation of the Council Committee on Schools, Fire and Civil Service to appear before them to give information relative to the radical change they have ordered in the public school system of Chicago by the adoption of the Junior High School plan, and have refused the Council's request to withholding all arrangements putting this new plan into effect until such time as the public have an opportunity to secure information regarding the same; and

WHEREAS, The Board of Education is now preparing plans for the remodeling of elementary schools to be opened as Junior High Schools next September, but are withholding information from the public as to which elementary schools will be substituted for the five schools specifically named by the Board of Education on 5/14th, and how many in addition thereto will be converted into Junior High Schools; and

WHEREAS, The schools will close on 6/20th and the parents, teachers and children of every elementary school in the city are now without any definite or positive information as to whether the school in their immediate neighborhood will be converted into a Junior High School during the summer, thus compelling children from the first to the sixth grades to attend some school further away from their home, and compelling the children in the seventh and eighth grades from several neighboring schools to travel long distances to a Junior High School; and

WHEREAS, Some members of the Board of Education, as well as the public press of Chicago, make the statement that the Board of Education has not adopted the Junior High School plan, but merely ordered that an experiment be made, while the official record of the Board of Education shows that the plan has been adopted and that while five schools were designated in the official order as Junior High Schools, that in the same order discretionary power and unlimited authority was given to the Superintendent of Schools to change such selection and establish an unlimited number of Junior High Schools;

THEREFORE BE IT RESOLVED, That it is the sense of the City Council, acting as representative citizens, reflecting the sentiment of our constituency, that the Board of Education should take some definite official action at its next meeting that will settle beyond the possibility of a doubt the question as to whether the Junior High School plan is to be instituted as an experiment or as a permanent policy in our educational system, as well as to give the public definite information immediately as to how many Junior High Schools will be opened in September and what elementary schools will be converted into Junior High Schools;

BE IT FURTHER RESOLVED, That the City Clerk be directed immediately to forward a copy of these resolutions to each member of the Board of Education.
State of Illinois
County of Cook S.S.:  

I, Al F. Gorman, City Clerk of the City of Chicago do hereby certify that the above and foregoing is a true and correct copy of the certain resolution adopted by the City Council of the City of Chicago at a regular meeting held Wednesday, the eleventh (11th) day of June, A.D. 1924.

Witness my hand and the Corporate Seal of the said City of Chicago this thirteenth (13th) day of June, "Recommended that the Business Manager ... endorsed by the President."

The foregoing orders, motions, resolutions and reports set forth from No. 9192 to 9207 - A, both inclusive etc., etc., on motion of Mrs. Hefferan etc., etc.

Yea's: Mr. Hanson, Mr. Smietanka, Mrs. Hefferan, Mr. Coath, Mr. Greenebaum and President Moderwell. 6.

Nays: None.

A - 9378. 7/9/24.

Committee on Junior High Questionnaire.

Mr. Fellows, Chairman, presented the following report:


On June 18 you referred to the undersigned committee a communication from Mr. Al. F. Gorman, City Clerk of the Common Council reciting preambles and a resolution adopted by the City Council, June 11; a letter of Victor A. Olander, Secretary-Treasurer of the Illinois State Federation of Labor, June 17; and a letter from Chicago Teachers' Federation, June 17; all appertaining to the establishment of Junior High Schools in the City of Chicago.

We submit the following report, and recommend that a copy of this entire report be transmitted to each of the correspondents named.

We have given extended consideration to the matters covered by these communications. We submit a summary of each answer to the suggestions made.

From the Chicago Common Council.

Its resolution invites the Board of Education to take definite official action at its next meeting to settle whether the Junior High School
is to be instituted as an experiment or as a permanent policy. It requests the Board of Education to give the public definite information as to what Junior High Schools will be opened in September and what elementary schools will be converted into Junior High School.

Answer:

The Board of Education, on 12/12/23, cognizant of a Junior High School movement progressing in other cities for the past several years, and after many discussions of the subject in Chicago, undertook to inform itself more thoroughly as to this movement. It appointed a commission of citizens and teachers, with the understanding that the Junior High School movement would be included in an impartial study by this commission. The meetings of the commission were open to the public. Opinion and testimony were heard from various persons. The newspapers published, from time to time, discussions of the commission. Its report was adopted.

Steps were taken to investigate the advisability of establishing Junior High Schools in buildings already constructed. The most experienced speakers available were secured who gave numerous addresses to principals and teachers and to the general public upon the purposes and organization of the Junior High School. Courses of instruction in Junior High School procedures were secured in local colleges and universities. Taking into consideration these safeguards, the plan having been tried out in numerous cities and the testimony of those familiar with it being highly favorable, it is not very largely in the nature of an experiment. We consider it a safe and desirable policy for the Chicago schools, and have authorized the establishment of this plan in five schools next September, viz: Sabin, Herzl, Harper, Parker Junior High School, Wendell Phillips High School, and have provided for the instruction of principals and teachers to take charge of such schools, and have set the usual examination to certificate teachers for classes.

From the Illinois State Federation of Labor:

The communication of June 17 recommends a resolution of the Board of Education affirming Junior High Schools in Chicago to be an experiment. The Federation's statement calls the plan antagonistic to the regular high school. It finds a deliberate and conscious effort to establish class distinction and to discourage high school attendance and ambitions. It fears a permanent establishment of educational switching away from the high school.

Answer:

The Chicago Board of Education is not antagonistic to the regular high school. It sees no aim at class distinction in the Junior High School plan and will countenance no such tendency. It will oppose any "switching away from high schools." It hopes for encouragement of children to continue
their education by entering high schools after passing through junior high school.

The Board does not consider junior high schools an experiment, but a plan that has been tried out successfully in enough progressive cities to warrant its adoption here. The Board at its last meeting authorized the opening of the following schools: Harper, Heral, Sabin, Parker Junior High School, Wendell Phillips High School. Junior high school courses are at present being given at the following places: Chicago Normal College, University of Chicago, Northwestern University, Loyola University, DePaul University. About 1500 teachers are now attending these courses.

The Board of Education is unable to conceive that the organization of children for their better grading and advancement in accordance with their native speed or ability can in any way engender class distinction. The experience of other cities has shown that the degrees of rapidity, and capacity in learning is the possession of no particular class. As the records of the cities we have studied shows an increase in high school attendance, apparently due to membership in the Junior High Schools, we expect the same result to follow in Chicago.

The curriculum which is in process of preparation by the educational staff is being designed to accomplish the beneficent purposes of the Junior High School rather than to imitate the course of any other city.

From the Chicago Teachers' Federation:

The letter protests against unauthorized examination to be held 6/26, saying it will invalidate certificates of more than eight thousand elementary teachers for teaching in the seventh and eighth grades in the Chicago public schools; that the requirements are unjust and unfair to the elementary teachers of Chicago; that no examination has been announced for principals to be placed in charge of junior high schools.

Answer:

As the meetings of the Board of Education are regularly held only once a fortnight, and as the tentative announcement of examination, subject to Board approval, gave notice to teachers several days in advance of the meeting of the Board of Education, the notice reduced for teachers such inconvenience as would result from more hurried preparation for the examination. The setting up of new conditions for teaching in junior high schools does not invalidate seventh and eighth grade certificates for teaching in elementary schools. Elementary school certificates are not for the seventh and eighth grades but for all grades. About 260 teachers can be placed in junior high schools in September. Ample time will be given for other holders of elementary certificates, who desire to qualify for junior high school service. The Board cannot always refrain from establishing new classes and new certificates on the
ground that holders of old certificates will be inconvenienced. The change of
motive powers from soil to steam or from steam to electricity, or other
progressive movements, requires preparation of workers for the new system.
The Board of Education expects its teachers to adapt themselves to such changes
as the benefit of the Chicago Educational System requires.

The principals of junior high schools are selected as the principals
of other schools have been, from the list of persons holding principals
certificates.

Respectfully submitted

William K. Fellows.

33007. 7/12/33. p. 24

Statement from the President Regarding Economy.

The President presented the following statement regarding economy
recommended by the Special Committee:

The constitution of this State requires that there shall be provided
"a thorough and efficient system of free schools whereby all children in this
State may receive a good common school education." It is charged that the
public school system of Chicago in its development has departed a long way from
such objective. But whether or not this is true, the financial stringency
affecting the citizens, as well as the State, makes it imperative that until
the constitutional requirements are satisfied, many of the so-called "extra-
curricula" activities, embellishments or "fads and frills" must be eliminated
and administration and operation costs reduced to a minimum. The Board of
Education faces an enormous deficit. It believes with the understanding public
that if State public schools are to continue as vital forces in the community
it must plan a program that is intelligent and free from the overburden of
special activities. To accomplish this it has applied the knife of economy
wherever necessary in its judgment.

Believing that after the cuts are in effect, it will be found that
the effectiveness of the Chicago educational program will be increased rather
than decreased and the taxpayer as well as the pupil will have just considera-
tion.  

The Board's committee has been guided in its recommendations by the
opinions and judgments of experienced educators both in and out of the Chicago
school system. In the matter of changes in the business department, including
the operation of the school plants, it has had the advantage of valuable
suggestions from well-informed persons.
All departments of school activities, educational, business, and law have had consideration and are affected by this program, the adoption of which we confidently expect will reduce the cost of maintaining the school system for the balance of the year, approximately $4,000,000.00. Economies already put into effect through the closing of the schools for the additional period of one month, and changes made on the operating side will result in an additional saving of between $4,000,000.00 and $5,000,000.00, making a total saving of approximately $9,000,000.00. Thus the School Board of Chicago will prevent the threatened disintegration of the public school system, will keep its schools open nine months in the year, and assure the Chicago school children an efficient and thorough public school education.

The statement was received and ordered printed in the proceedings.

33008. 7/12/33. pp. 24-26.
Reports from the Special Committee on Economy.

The following reports were presented from the Special Committee on Economy:

33019. p. 26. The Special Committee on Economy herewith reports to the Board that it has considered the matter of further economies in the operation of the Chicago public schools and herewith recommends the adoption of the following Resolutions; No. 1 and No. 2:

J. B. McCahay
Joseph P. Savage
William D. McJunkin
Joseph J. Salat
Charles W. Fry
P. Drymalski

WHEREAS there is need for immediate drastic retrenchment by the Board of Education for the balance of the calendar year of 1933; and

WHEREAS there are many activities in the schools which under more prosperous conditions would be useful and desirable, but which under the requirement of necessary retrenchment must be reduced to a minimum, or eliminated entirely;

THEREFORE, BE IT RESOLVED that the following changes in the administration of the school system of the Board of Education of the City of Chicago are hereby ordered, the same to take effect immediately:

Junior High Schools

The Junior High school type of instruction is hereby discontinued.
The system formerly employed in the public schools of Chicago, viz., eight grades of elementary school and four grades of high school is hereby returned.

Mr. Fry moved that resolution No. 3, Board Report No. 33020 be adopted.

Seconded by Mr. McJunkin.

The Secretary called the roll which resulted as follows:

Yea: Mr. Jackson, McJunkin, Bushler, Fry, Drymalski, Solomon, Salat, Walker and President McCahay. 9.

Nays: Mr. Savage and Mrs. Heffaran. 2.

The President thereupon declared resolution No. 3, Board Report No. 33020 adopted.

B - 33021. 7/26/33.

Reports from the Superintendent of Schools - Adopted.

The Superintendent of Schools, Mr. Bogan, presented the following report:

The Superintendent of Schools reports that plans are being formulated for putting into effect the Resolutions adopted by the Board of Education at its meeting of 7/13/33. All principals of schools, heads of departments, and individuals affected will be notified of changes before the opening of schools in September.

The various adjustments which these Resolutions authorize are outlined herewith.

**Junior High Schools**

The junior high school instruction will be changed and the system formerly employed in the public schools of Chicago of eight grades of elementary schools and four grades of high schools will become effective at the opening of schools in September.

By the elimination of junior high schools, 1,385 teachers and 29 principals will become elementary teachers and principals. Any junior high school teachers who have senior high school certificates may be absorbed into senior high schools if vacancies exist.

Owing to the fact that only seventh and eighth grade pupils of junior high schools are transferred to the elementary schools, which teachers of
seventh, eighth and ninth grades become elementary teachers, there will be an excess of about 423 former junior high school teachers, which number will be absorbed by eliminating other elementary teachers who have been more recently assigned.

A report by the Bureau of Research and Building Survey on the conversion of the twenty-nine junior high school buildings to senior high school and elementary school use is transmitted herewith.

C - 33011. 7/26/33.

Report Re Use of Junior High School Buildings.

In conformity with School Board Resolutions No. 33008 and No. 33010, ordering and directing (1) that the junior high school type of instruction be discontinued and the eight-four plan of organization be resumed, and (2) that the teaching of manual training, printing, and household arts be discontinued in elementary schools, plans have been prepared for the use of the twenty-nine junior high school buildings as follows:

Four to be converted for senior high school use only.

Six to be converted to senior high school use; also to house a small elementary branch.

Twelve to be used as senior high school branches, eight of which will also house an elementary school unit.

Three to be combined with another high school.

Four to be converted to elementary school use only.

Following is an enumeration of these twenty-nine junior high school buildings and their intended use:

Amundson - Convert into a senior high school; also house a small elementary school branch.

Burbank - Convert into an elementary school; also house a branch of Austin Senior High School.

Cregier - Use the building for a branch of McKinley Senior High School; also for a branch of the Gladstone Elementary School.

Dunbar - Convert into an elementary school.

Curtis - Convert into an elementary school; also house a branch of Fenger Senior High School.
Farragut - Convert into a senior-high school; also house a small branch of Burus Elementary School.

Foreman - Convert into a senior high school.

Franklin - Convert into an elementary school; also house a branch of Lane Senior High School.

Graham - Convert into an elementary school.

Harper - Convert into a senior high school.

Herald - Convert into an elementary school.

Hirsch - Convert into a senior high school; also house a small branch of Ruggles Elementary School.

Hubbard - Convert into an elementary school; also house a branch of Harper Senior High School.

Jungman - Use for a branch of Harrison Senior High School; or, close the school entirely. (There is room for all the seventh and eighth grade pupils in adjoining elementary school buildings; the ninth grade pupils could be accommodated at Harrison or Medill High Schools; approximately $25,000 could be saved annually in operation and maintenance expense.)

Kelly - Convert into a senior high school; also house a small branch of Shields elementary school.

Kelvyn Park - Convert into a senior high school.

Manley - Convert into a senior high school; also house a small branch of Ericsson Elementary School.

Medill - Combine with Medill Senior High School.

Mt. Vernon - Convert into an elementary school; also house a branch of Fenger Senior High School.

Parker - Combine with Parker Senior High School.

Phillips - Combine with Phillips Senior High School; also house an elementary school branch.

Ross - Convert into an elementary and prevocational school.
Sabine - Use the building for a branch of Tuley Senior High School and for a branch of Wicker Park Elementary School.

Stockton - Convert into an elementary school; also house a branch of Lake View Senior High School.

Sullivan - Convert into a senior high school; also house a small branch of Kilmer Elementary School.

Von Steuben - Convert into a senior high school.

Westcott - Use for a branch of Calumet Senior High School.

Wright - Convert into an elementary school; also house a branch of Foreman Senior High School.

It is expected that the use of 336 portables will be discontinued as a result of the School Board Resolutions, e.g.:

<table>
<thead>
<tr>
<th></th>
<th>Senior High</th>
<th>Junior High</th>
<th>Elementary School</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>#portables now in use</td>
<td>336</td>
<td>59</td>
<td>297</td>
<td>692</td>
</tr>
<tr>
<td>#portables to be discontinued</td>
<td>207</td>
<td>59</td>
<td>70</td>
<td>336</td>
</tr>
<tr>
<td>#portables retained in use</td>
<td>129</td>
<td>—</td>
<td>227</td>
<td>356</td>
</tr>
</tbody>
</table>

It is expected that 375 vacant rooms will be filled by returning seventh and eighth grade pupils from junior high schools to nearby elementary schools. Approximately 225 of these are regular classrooms vacant because of population shifts, birth rate decline and other reasons and 150 are vacant because of the discontinuance of the use of special rooms for manual training, printing, sewing and cooking.

Mr. Drymalski moved that the report be received, approved and adopted.

Seconded by Mr. McJunkin.

The Secretary called the roll which resulted as follows:

Yea: Savage, Jackson, McJunkin, Buehler, Fry, Drymalski, Solomon, Salat, Walker and President McCahay. 10.

Nays: Mrs. Heffran. 1.

The President thereupon declared Board No. C - 33011 adopted.
APPROVAL SHEET

The dissertation submitted by Ellen Connelly has been read and approved by five members of the Department of Education.

The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that any necessary changes have been incorporated, and that the dissertation is now given final approval with reference to content, form, and mechanical accuracy.

The dissertation is therefore accepted in partial fulfillment of the requirements for the Degree of Doctor of Education.

[Signature]

Jan. 22 '56

Date

Signature of Adviser