The year-round school.

Chadwick C. Chase

University of Massachusetts Amherst
THE YEAR-ROUND SCHOOL

A Dissertation for Doctor of Education Degree Presented

By

CHADWICK C. CHASE

Submitted to the Graduate School of the University of Massachusetts in partial fulfillment of the requirements for the degree of

DOCTOR OF EDUCATION

May 15 1973

Major Subject Educational Administration

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PREFACE

School Districts across the country are facing an explosion of educational needs and ever-spiraling educational costs to satisfy these needs. Citizens are aware of the series of problems which education is facing, yet, despite the recognition of these problems, citizens, with great frequency, are defeating school district bond issues and tax levies for the construction of new buildings and the enactment of new programs which could help meet these escalating educational needs.

Educators are being forced either to make do with what exists or to do without. Many people are indicating that education can no longer afford the traditional extravagance of idle school facilities and faculties during the long summer vacation period. In response to these concerns, educators across the country have been studying the educational and economic feasibility of year-round education. This interest is apparent in and exemplified by:

1. The avalanche of printed matter appearing concerning the topic;

2. The growth in operational year-round school programs, from a single district operating a year-round school program in 1964 to the present 20+;

3. The rising interest on the part of educational officials as typified by the First National Seminar on Year-Round Schooling in 1969, with some 100 participants, as compared to the 4th National Seminar held in 1972 with some 2,000+ participants;
4. The increase in local school districts participating in feasibility studies relating to year-round schooling, from approximately 4 in 1960 to the present number, which is inestimable.

5. The recent enactment of legislative statutes in various states, which not only allows year-round schooling to exist, but actually encourages it.

It is very difficult to make a decision as to the educational or economic feasibility of adopting a particular year-round school plan by just reviewing the literature that is available. It is true that there is a plethora of information available, but its usefulness is limited by the fact that much of it is inconclusive and/or conflicting. A great deal of what has been produced lacks the support of any research data and is restricted in terms of approach and/or scope. Feasibility studies and pilot programs concerning year-round schooling are also inconclusive as well as contradictory in terms of results. Yet, despite the contradictions and inconclusiveness of these studies, many school districts are initiating and sustaining all-year school programs.

Studies of the feasibility of year-round school programs are abundant. School districts engaged in these studies often are unaware of other districts' studies, and, as a result, much of what has been done by one district is being redone by others. When a district does decide to reschedule its school year, the procedures it employs for implementing and sustaining a year-round school often appear to be haphazard and generally unorganized, thereby jeopardizing the success of the program. This dissertation was initiated in order to deal with the above concerns.
In the development of this study, each State Department of Education in the United States was contacted as well as the National School Calendar Study Committee, the National Association of Private Schools, and a host of other educational agencies, for information relative to their knowledge of sources and information concerning year-round schooling. The author contacted a number of foreign ministries and, in addition, visited a number of European governmental agencies for further information on the status of year-round schooling in Europe. In addition, the author has:

1. Attended three of the four National Seminars on Year-Round Education;
2. Attended and participated in a number of seminars and workshops;
3. Served as consultant to a number of school districts contemplating and conducting year-round school programs;
4. Solicited information from all school districts conducting year-round school programs.

In excess of 1,000 articles were gathered and reviewed concerning the topic; Reader's Guide to Periodical Literature, Education Index, Dissertation Abstracts, ERIC materials, and Congressional Reports were searched for pertinent information. This information was then organized and reorganized to develop retrieval capabilities for the preparation of this dissertation.

Many people have helped to make this study possible. Many school district administrators have supplied feasibility reports, program designs, reports of programs in progress, and other very valuable information. Most of the school districts currently operating year-round programs responded to the Year-Round School
Questionnaire. Their responses gave valuable insights into each of the programs; their cooperation was appreciated.

I am particularly grateful to Mr. Claude H. Leavitt, Superintendent of Schools, Supervisory Union #26, Merrimack, N. H. and to Mr. James M. O'Neil, Assistant Superintendent of Schools, Supervisory Union #26, Merrimack, N. H. Their continuing support, encouragement, and assistance have been invaluable.

A special thank you must be said to the many staff members who helped assemble this material, particularly Miss Darlene Morrison, who spent endless hours typing and retyping.
ABSTRACT

THE YEAR-ROUND SCHOOL

May 1973

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School districts across the country are facing an explosion of educational needs and ever-spiraling educational costs to satisfy these needs. Looking for various alternatives to deal with this problem, educators across the country have been investigating the possibility of utilizing school facilities and school personnel for periods of time in excess of the traditional school year. Extended utilization of school facilities is generally referred to as year-round schooling.

Much information is available on this topic, including a number of feasibility studies, pilot program reports, and operational plans. This dissertation will synthesize the available data to answer three specific, frequently asked questions:

1. Why do most communities in the United States require their students to attend school from approximately September to June for an average of 180 days each year?

2. What are the experiences of districts which have rescheduled their school year?
3. How does a school district go about choosing and implementing a rescheduled school year plan?

Part I of this dissertation describes: the historical development of the traditional 180-day school year; the historical development of the rescheduled school year movement; the types of year-round school calendars; the reasons why school districts have adopted or failed to adopt year-round school calendars; and the opportunities the rescheduled school year has to offer in terms of economic and educational benefits.

Part II of this dissertation suggests a format or process a school district might follow in order to select, implement, and maintain a year-round school program. Emphasis is placed upon both a theoretical process, which involves educational change, as well as a case study analysis of the manner in which a number of school districts conducted this selection, implementation, and maintenance process. Finally, the theoretical model and case study analysis are combined into a single suggested process for the selection, implementation, and maintenance of a year-round school program.
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INTRODUCTION

When school districts first consider the feasibility of rescheduling their school calendar they generally are concerned with the following:

1. Why do most communities require that students attend school from approximately September to June, for an average of 180 days each year?

2. Can a restructured school calendar provide an opportunity for improving an educational program?

3. Will a rescheduled school year increase or decrease the cost of education?

4. What are the experiences of districts which have rescheduled their school year?

5. How could a school district successfully select, implement, and maintain a restructured school calendar?

Part I of this paper will examine the viability of a restructured school year. The approach will be: to examine the development of the 180-day school year and the concurrent evolution of the graded structure of our school system; to define the year-round school; to describe the various types of year-round school plans; to examine the development of some of the first year-round schools; to examine recent feasibility studies; to examine some year-round plans that are currently operating; to compare the advantages and disadvantages of rescheduling the school year; and, ultimately, to determine if a rescheduled
school year is a viable alternative to the traditional school year.

Part II will propose a guide for the selection, implementation, and maintenance of a year-round school program. The approach here will be: to propose a theoretical guide for educational change as it would apply to the process of rescheduling a school year; to examine the experiences of several school districts which actually have implemented a year-round school program; to compare the actual experiences of these selected districts with the procedures suggested in the theoretical model; and, finally, to evaluate the proposed model in view of these actual experiences.
PART I

IS THE YEAR-ROUND SCHOOL A VIABLE ALTERNATIVE TO THE TRADITIONAL SCHOOL YEAR?
CHAPTER I

HISTORICAL BACKGROUND

Historical Development of the 180-Day School Year

Education was a very important matter of concern to the Puritans who settled in the United States during the early 1600's as evidenced by the fact that many communities established schools long before the state governments passed any legislation. The earliest legislation was in Massachusetts, the "Old Deluder Law of 1647," and it only required that every community of more than fifty families provide an elementary school and every town of 100 families or more provide a Latin Grammar School. There was no provision to finance these facilities nor were there any regulations as to how, when, or what would be taught. The length of the school year depended as much on how long the town could pay for the services of the teacher as on when the children were available to attend school. What was taught and how it was done depended on what the teacher knew and how well she or he could transmit that knowledge. Any specific requirements as to the training of the person hired or the subjects to be included for instruction were made by the local district. Local control was viewed to be as important and necessary as it is viewed by many citizens in 1972.

These first settlers were very religious people, but they were also very practical. Education was necessary so that each child could read the Bible and understand it since, for the Puritans, the Bible was the source of all law, both religious and civil. In addition to the requirements that each child learn to read and write, it was also expected that each child would learn to solve simple mathematical problems and learn the basic elements of some occupation. By putting emphasis on the practical aspects of education, the Puritans set a standard for practicality that persists even today.

The view is generally held that the Puritans' concerns were particularly pragmatic in regard to education since they felt many families were failing in their duty to give their children proper instruction to ensure that each child would be a positive asset to the community. "Thus early did Americans come to conceive of the school as a supplementary institution, one designed to achieve through associated action what individuals alone are unable to realize."  

By the eighteenth century communities had become more settled but were still predominately rural. There were only six cities with a population larger than 8,000 as late as 1789. With rapidly expanding industry and commerce, economic concerns began to take precedence over religious matters. Many people were

---


2Ibid., p. 13.

3Ibid., p. 63.
making money and one of the results of their improved economic status was the concurrent growth of their political power. Thus, political power gradually moved from the religious leaders of the community to those at the top of the economic hierarchy, and these men gradually exerted greater influence on the school system. They were concerned with the future economic and social status of their children and, therefore, attempted to structure the school program to meet these goals. It was this influence which provided the impetus for the secularization of the public school system. The number of days children actually attended school changed very little during this period. The amount of money available, as well as the availability of teachers to teach, continued to determine the length of time children went to school.

During the latter part of the eighteenth century, large numbers of immigrants began to come to the United States. From 1789 to 1829 approximately 400,000 immigrants arrived and by 1840 this number had increased to 1,713,251.\(^1\) Interestingly enough, during this same time period, schools in many cities extended their period of operation to eleven or twelve months each year.

It is generally agreed that there were two major reasons why these cities extended the school year. First, there was a great need to assimilate the immigrant and his children into American society. The school system was viewed as the most efficient means to teach the children of the immigrants the fundamental aspects of life in the United States. The second reason for extending the school year was that the adult immigrant provided a

\(^1\)Ibid., p. 65.
new source of labor; children were no longer needed to perform the tasks required by industry. If they were not needed for work, they could be in school. However, in 1840, it is estimated that only 40 per cent of the children in the United States attended school for any length of time.\(^1\) Unfortunately, there does not appear to be any statistical information separating the urban and rural elementary school population so we do not know how many city children actually did attend school.

The first compulsory education law in the United States was enacted in 1852 by the Massachusetts legislature. It required that all children between the ages of eight and fourteen attend school for a minimum of twelve weeks. Fourteen years later Massachusetts, again the first in the nation, combined legislation so that a child was not permitted to work unless he attended school for at least six months each year. This applied to all children ages ten to fourteen; children under ten could not be employed.\(^2\)

When school attendance is compulsory, there must be a school available for the child to attend and some means of supporting it. New England had provided leadership when the Massachusetts legislature passed its school law of 1647 that stated the teacher's "... wages shall be paid either by the parents or masters of such children, or by the inhabitants in general, by way of supply, as the major part of those that order the prudentials of the town shall appoint; provided, those that send their


\(^2\)Ibid., p. 94.
children be not oppressed by paying much more than they can have them taught for in other towns. . . ." ¹

The middle colonies were led by Pennsylvania which in 1790 provided in its constitution "... for the establishment of schools throughout the state in such a manner that the poor may be taught gratis." ² Unfortunately, there was no enforcement of this provision and whether or not any schools were established depended on the individual community. In 1796, the Virginia legislature provided for a compulsory system of elementary schools, but it was not until 1810 that the state provided assistance. ³

Until 1860, when most states had committed themselves to providing free public education, private school was the vogue. Groups of citizens, sometimes the community in general, and occasionally a single private citizen provided the funds for charity students, but this kind of support was uneven and discriminatory. The result of inadequate financing arrangements meant that the quality of education varied from district to district, state to state.

The facilities and programs of the public school system in the cities had expanded more rapidly than in the rural community. This was due to the more concentrated school population as well as the urgent demands of the newly arrived immigrants. However, while the system itself expanded, statistics show that there was a decline in the actual number of days the school operated in the

¹Hillway, American Education, p. 20.
²Thayer, Formative Ideas, p. 54.
³Ibid.
major cities between 1840 and 1915. This decline may have been the result of the need to educate an increasingly larger number of students with only limited funds.

TABLE I

LENGTH OF SCHOOL YEAR IN SIX LARGE CITIES IN 1840 AND 1915a

<table>
<thead>
<tr>
<th>City</th>
<th>1840</th>
<th>1915</th>
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<tr>
<td>New York</td>
<td>49 weeks</td>
<td>193 days</td>
</tr>
<tr>
<td>Chicago</td>
<td>48 weeks</td>
<td>193 days</td>
</tr>
<tr>
<td>Buffalo</td>
<td>12 months</td>
<td>190 days</td>
</tr>
<tr>
<td>Cleveland</td>
<td>43 weeks</td>
<td>192 days</td>
</tr>
<tr>
<td>Detroit</td>
<td>259 days</td>
<td>191 days</td>
</tr>
<tr>
<td>Philadelphia</td>
<td>251.5 days</td>
<td>195 days</td>
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Interestingly enough, during this same time period, rural areas were increasing the number of days schools were open. This was due in part to the improved methods of farming; children were not needed so often or for as long a period of time as had previously been necessary. It was also the result of the state legislatures enacting measures which not only required schools to be open but also required children to attend these schools. Indeed, a compromise seems to have evolved between the short school year of the rural community and the longer terms of the city schools, so that the school population from either community had an opportunity to attend school for the same amount of time.
History of the Graded Approach to School Organization

There has been much discussion in recent years concerning the merits of graded versus non-graded school organization. For the purposes of this report it is important only to examine the influence the graded structure has had upon the organization of the school year.

Schools were not always graded. Most schools had very small enrollments and only one teacher available. It would not have been economically practical to have a graded structure in these circumstances. There may have been some concession to levels of learning achieved, however, as evidenced by the fact that in some schools beginning students would sit in the seats nearest the windows while students who had more advanced skills would sit on the other side of the room; all other students sat in an appropriate seat somewhere in between the windows and the wall.¹

Instruction was on an individual basis during this period. Unfortunately, the quality of this instruction was dependent upon the teacher's skill and knowledge; there was virtually no other resource for the student to utilize. There was not much time available to spend with each student, in fact, "... a pupil in the Boston reading school of 1800 recorded that he received about twenty minutes of instruction each half day out of a total of three hundred and sixty minutes daily."²


²Thayer, Formative Ideas, p. 57.
In many cases the pupil's time was not well structured. One frequent visitor to various schools reported in 1855 that "... in my visits to the schools many pupils were sitting idle; sometimes part of the school is asleep, or what is worse, making a noise and disturbing the remainder who desire to be industrious."¹

There were changes taking place early in the eighteenth century, however. In Boston, the selectmen organized separate reading and writing schools. Boys were assigned to one and girls to another; they switched schools at midday. At about this same time certain accomplishments were deemed appropriate for certain age levels; for example, arithmetic was to be learned at the age of eleven.

The Quincy Grammar School of Boston began operation in 1848. It was graded and organized in much the same way schools are organized today. Each teacher had his own room; each child was assigned to a particular room; enough rooms were available to provide for an efficient organizational structure.²

In less than 20 years the graded system was the predominant means of organization. A rapid increase in enrollment encouraged the system because it meant that relatively untrained teachers could arrange the material to be learned.

Teachers also were aided at about this same time by the appearance of the textbook. The speller, reader, grammar, and geography texts were welcomed by teachers as a means for helping

¹Ibid.
²Goodlad and Anderson, Nongraded Elementary School, pp. 48-49.
them to organize material to present to students. The *McGuffey Eclectic Readers* were first available in 1836. They were graded through six levels. Teachers and parents began "... to equate adequacy of pupil performance with ability to use the book designated for the child's level."¹

The combination of the graded organization of, first, the school itself and, second, the material considered appropriate to present to a child, did help to improve the quality of what was being taught and did, in that sense, serve a useful purpose. The textbook dictated what would be taught in each particular grade; the 180-day school year dictated how much time would be spent presenting that material. Unfortunately, this graded concept became so firmly entrenched with such a large number of teachers and administrators that despite frequent questioning of its validity, beginning as early as 1868, the system persists virtually unchanged today.

It must be remembered that this same time period saw, not only the development of the graded structure, but also the standardization of the number of days students in all parts of the country were to attend school. The two developments were closely related to each other in the sense that Americans developed certain expectations as to when their children would be in school and what they would be doing while they were in school.

¹Ibid., p. 47.
Impact of the 180-Day, Graded School Organization On American Society

The point has already been made that the 180-day, graded school structure served a very useful purpose in improving the quality of education. The 180-day structure also served a useful purpose to a nation changing from an agrarian to an industrial society.

The men and women who worked on the farm or who had their own small businesses were totally immersed in their endeavors. They not only did most of the work themselves or else closely supervised the performance of those who worked for them, but they also were involved consistently and continuously with devising new approaches to the work being done as well as finding ways to deal with their problems. Thus, the men of our agrarian society were involved mentally as well as physically with their day-to-day concerns.

Gradually, as men began to work for others and mass production techniques were utilized for more efficient utilization of the work force, the workers became less involved mentally with the work they were doing. Workers developed mental fatigue to such an extent that productivity decreased. In order to counteract this, vacation time, with pay, was offered as a remedy and as an incentive. In fact, the idea that vacations improved a worker's productivity became so popular that, during World War II, both Winston Churchill and President Franklin Roosevelt encouraged workers to take vacations; it was their patriotic duty to do so since a vacation would increase their productivity.

As technology increased the amount of productivity per man hour, and as unions grew stronger, the labor force demanded
longer paid vacation periods for all workers. Increased productivity became secondary to the worker's desire for time off to pursue his own individual leisure time activities.

The natural time for business and industry to schedule vacation time was during the summer months, since a substitute labor force of teachers and students was available to take the place of the vacationing worker. By hiring temporary help, business and industry do not need to shut down operation completely. From the worker's viewpoint, summer is a good time to vacation because the weather is such that there are a wide choice of recreational activities from which to choose.

The impact of so many people taking vacations during the summer has been enormous. Entire industries have developed to cater to the needs of vacationing Americans; private summer camps have been established as well as restaurants, motels, and resorts. Camping areas have been developed and industry has manufactured the various supplies and equipment that enable Americans to camp in style, with comfort.

City park and recreation departments have been organized, facilities have been built, and programs have been designed to provide educational and recreational experiences for vacationing Americans. Obviously, the impact of the 180-day school year upon the life style of our society has been enormous.

Why the Need to Alter the Traditional School Year

There are many reasons for the American people to question the value of continuing with the September to June, 180-day school
calendar. The United States has become a highly industrialized society with many concurrent problems which, possibly, could be dealt with through the school system. Traditionally, the schools have attempted to prepare students for the society in which they would be living and working. It is generally accepted that the school's basic functions have been: first, to perpetuate the ideals the society deems appropriate and necessary; and, second, to prepare the student for a role in that society through vocational training or preparation for college which ultimately will lead to entrance into a profession.

The initial problem educators must resolve is how to structure the school program to meet the needs of students who must acquire skills and knowledge that were unheard of just a few short years ago. If the student is to use existing knowledge and technology in a creative, satisfying manner, then he must learn to deal with it at an early age. At the same time, he must learn to cope with the changes which will take place as this explosion of technology and information continues to occur. Indeed, education may be preparing children for a society and lifestyle which do not exist today; therefore, this training must help each child become a flexible adult, capable of using his skills and knowledge in new, creative ways.

Studies have shown that when the school year was lengthened from seven or eight months per year to nine or ten months, there were corresponding increases in the amount learned.\footnote{Walter S. Monroe (ed.), \textit{Encyclopedia of Educational Research} (Rev. ed.; New York: Macmillan Co., 1950), p. 369.} While there are no conclusive studies to prove that children could learn even
more if they went to school beyond the 180 days now required, it is possible that new approaches could be devised to promote greater learning than is now taking place.

A second concern is the dramatic rise in the cost of education. According to the United States Office of Education, the total annual expenditures for all elementary and secondary schools increased from $17.9 billion in 1959 to a total of $45.4 billion in 1969. The Office of Education has projected that these costs, computed in terms of the 1969-70 dollar, will be $55.2 billion in 1979. Looking at the per pupil cost of education, the U. S. Office of Education reports an average annual expenditure in 1959 of $375; in 1969 of $783; and projects that these costs, also computed in terms of the 1969-70 dollar, will be $986 in 1979.¹ Taxpayers are beginning to balk at the continuing increase in school costs as evidenced by their frequent refusal to vote in favor of building new facilities.

Restructuring the school year may be one way to approach both of these problems. Certainly more efficient utilization of expensive school facilities is one such method of stretching the educational dollar. Most year-round schedules enable larger numbers of students to use existing facilities and equipment than the traditional schedule is able to accommodate.

Summary

The 180-day school year has created a life style that in the 1970's affects many groups and many segments of American society, and any change in this calendar will have a profound effect on that style.

Whether or not it is possible to change this life style is a major concern for those considering a rescheduled school year program. The central question remains: Would a restructured school calendar maintain or improve the quality of education? If the answer is yes, then American educators must realize they are not just rearranging the school calendar but, in fact, are rearranging the life style of many Americans.

Is a restructured school year worth the time and effort that may be necessary to implement the concomitant changes?
CHAPTER II

THE YEAR-ROUND SCHOOL DEFINED

A number of terms are used to describe the wide variety of plans being considered and/or implemented. Some of these terms include: extended school year, year-round school, rescheduled school year, continuous school year, and the all-year school. There generally is no consistency as to the conditions that determine which term is used, therefore, it can be considered that the terms are virtually interchangeable.

There are many patterns of organization for year-round school plans. Any plan may fall into one or more of these patterns, but in order to be considered a year-round school program, it appears it must contain at least one of these features:

1. The school facilities are used for instructional purposes for more than the traditional 180-day school year;
2. Some teachers are employed beyond the 180-day school year;
3. Children may accelerate their progress through school by attending school at periods other than that to which they traditionally have been assigned;
4. Student calendars may be longer or shorter than the traditional school year.

The plan a school district chooses to implement depends upon the reasons the school district is contemplating the change.
For example, one district may be looking for a way to save money, while another may be trying to improve the existing educational program, and still another may be looking for a way to accelerate the educational process.

**Types of Year-Round School Programs**

George B. Glinke, in his booklet entitled "The Extended School Year: A Look At Different School Calendars As Proposed By Various School Districts in America," identifies and describes sixty-seven types of year-round school programs.¹ Basically, these programs can be categorized into seven types:

1. The Quarter Plan;
2. The Trimester Plan;
3. The Quinmester Plan;
4. The Multiple Trails Plan;
5. The Modified Summer School Plan;
6. The Continuous School Year Plan;
7. The Flexible All-Year School.

It should be pointed out that the terms quarter, trimester, and quinmester do not necessarily indicate how a 365-day year is divided, nor do they necessarily indicate how the school year itself is divided, although the terms might be used in this way. Generally, the terms identify the number of attendance groups into which the school population has been divided. The terms are useful only because they help to organize the large number of plans available into smaller basic categories. The school district contemplating a year-round school organization can develop a plan

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¹George B. Glinke, "The Extended School Year: A Look At Different School Calendars, As Proposed By Various School Districts In America," (Unpublished, Utica Community Schools, Utica, Michigan, April, 1970), pp. 13-58. (Mimeographed.)
that falls into any one of these seven categories and then make that basic plan unique to them.

Obviously, the range and design of an extended school year is determined by the needs of the individual school district. The variations possible are limited only by the imagination of the person responsible for designing the program.

**The Quarter Plan**

Probably the most popular of the extended school year plans, there are actually three types of Quarter Plans. The first, a *Staggered Quarter Plan*, divides the school year into forty-eight weeks, with four quarters of approximately twelve weeks each. The children are divided into four attendance groups; they attend school for only three of the four quarters so that only three-fourths of the student population is in school at any one time. Choice of which of the three quarters to attend is voluntary. Usually teachers are given the option of which quarters they wish to teach. Salaries are generally paid on a per diem basis so that teachers who choose to work all four quarters will be paid more.

Vacations are staggered throughout the year. The most common arrangement is to have a one-week vacation between each quarter.

The second variation of this plan is the 45/15 *Quarter Plan*. It is implemented most often at the elementary level. Children attend school for 45 days and then vacation for 15 days. All children have the traditional vacation at Christmas, and sometimes at the Easter season, in addition to the holidays normally observed.
The students are divided into four attendance groups, just as they are for the Staggered Quarter Plan, and only three of the four groups attend school at the same time. Both of these plans are used by districts which need to accommodate a greater number of students than otherwise would be possible.

The third variation, referred to as the Consecutive Quarter Plan, requires all students to attend school for 48 weeks. The year is divided into four quarters with each having twelve weeks. The four weeks of vacation are sometimes scheduled to follow each twelve-week quarter. Most often there is a week for the two traditional holiday vacation periods, Christmas and Easter. This plan enables the gifted pupil to complete his schooling in less than twelve years, while the less gifted student, and even those who had failed at some point, could complete their education in the traditional twelve years.

The Trimester Plan

This plan is very similar to the quarter plan, except that the year is divided into three segments instead of four, just as the student body is divided into three groups instead of four. This plan, as the quarter plan, can be staggered or continuous. If the district chooses the staggered trimester schedule, only two-thirds of the student population needs to be in school at any one time. The district may or may not offer the student the option of choosing which of the three terms he is to attend. Teachers may have the option of which terms to teach with the salary paid on a per diem basis. The major economic advantage of this plan is the reduced need for staff and facilities.
The Quinmester Plan

This plan, sometimes called the Five Term Optional Year-Round School Plan, requires that the school year be organized into five 45-day units. Four of these units equals 180 days, which equals the traditional school year. The fifth unit occurs during the summer.

There are many choices available to the student: he can attend school for the first four terms which would mean he was attending school on a traditional calendar and he would have the regular vacation patterns; he can attend the first four terms plus the fifth term for acceleration, remediation, or enrichment; or he can attend any four of the five terms available, thereby choosing which season of the year he would like for a vacation.

教育ally, the program provides the student with five opportunities to reschedule his individual program. Generally, courses of study are arranged into nine-week segments, so that if he fails a particular course he loses only one term instead of an entire year. Make-up can be scheduled during the term he has free.

Nine-week courses may also encourage experimentation. Students can elect courses in areas unfamiliar to them to see if these are subjects they would like to pursue. Thus, children can be exposed to a wider variety of subjects than previously possible.

The Multiple Trails Plan

Designed to reorganize the secondary school system, this program emphasizes both educational and economic gains. The
traditional school day with the 50-minute period no longer exists. In its place are time modules of varying lengths; some modules might be 15 minutes and others 30 minutes. Classes may meet more or less frequently than was the custom with the traditional schedule.

The educational advantages of this program are numerous. The most significant, perhaps, is that the curriculum is reorganized into smaller segments, or units, which can be completed in a few weeks. Students may move at their own rate.

School is in session for approximately 210 days. Usually there is a July or August vacation in addition to the traditional winter and spring vacations.

The Modified Summer School Plan

This program is designed specifically to accelerate the student's progress through school, but students who need to make up work, or who would like enrichment, may elect to participate if the school district offers programs to meet their needs. This program tends to be more expensive proportionally than other year-round school plans, and is especially more expensive if few students choose to attend.

Basically, school is in session for the traditional schedule. The summer program is in addition to the regular school year. The difference between this summer school program and many others is that the time is arranged so that full term academic courses are offered. This is done by offering fewer courses and scheduling the courses for longer time segments than is the custom in summer school programs.
The Continuous School Year Plan

Sometimes referred to as the Continuous Progress Plan, this plan provides a longer school year with students attending school for a total of 204 to 225 days. The actual number of days in the school year is determined by how many grades are included in the plan and how many years over which one year of school is to be saved. For example, if the program involves grades 1-6 and one year in six is to be saved, the school year will be approximately 216 days.

The plan assumes that it will take a child approximately 180 traditional school days to complete the work designated for a particular grade level. At the end of the 180 days the child moves on to the next grade level. Obviously, one of the advantages of this plan is that the student may be able to go on as he is ready so, while a district may be able to save money by shortening the number of years a student actually spends in school, it is the elimination of the traditional grade system and the resulting benefits that usually prompt a school district to choose this plan.

Flexible All-Year School

Although some of the programs discussed above either require the student to attend school nearly all year or provide that option, this plan is different despite the fact that it too operates all year; there is no beginning or end to the school year. Both students and teachers may take their vacation at any time during the year.
The student's schedule is so individualized that he enters school when he is ready; schedules vacations when it is convenient for his family; and remains in school until he is ready to go to college, enroll in a specific training program, or until he has an appropriate job waiting for him.

A research-demonstration model of this type of year-round school is being developed at Clarion State College, Clarion, Pennsylvania. The program will include children from nursery school through grade 12.

**Summary**

Knowledge of the seven basic year-round school plans just described gives the district a basic foundation upon which to build a year-round school program. These basic designs can be adapted and modified innumerable ways to meet the needs of individual school districts. It also is important for the individual observer to be cognizant of the variations possible since the category for which a school's year-round plan may be named will not provide enough information to reflect adequately its unique characteristics.
CHAPTER III

SOME EARLY YEAR-ROUND SCHOOL PLANS

As previously described, prior to 1840, schools in many cities operated for eleven or twelve months each year. This extended school year did not last long and gradually the state legislatures influenced both the rural and urban school districts to operate their schools for approximately the same length of time.

As vacation time increased for the city child, churches, social groups, and other philanthropic agencies organized what were called vacation schools. Usually these schools were not controlled by the local boards of education. The purpose of the vacation schools seems to have been to keep children busy and out of mischief; in essence, these schools provided a convenient babysitting service for the parents.

Gradually, local school boards assumed the responsibility for providing summer school programs. New York, in 1897, was the first city to incorporate a summer school program into its school system; Chicago and Providence, R. I. followed in 1900.¹ The emphasis of the program changed from the recreational to the

academic as school districts recognized the opportunity for providing remedial work for students who needed help, and allowing students to earn advanced credit. Summer schools of this type are quite common in most school districts in the 1970's. In fact, it could be argued that this type of organizational pattern does constitute a type of year-round school utilization; indeed, it does. This is a good example of why it is difficult for many to grasp the extent and possible ramifications of the concept of year-round education. The general public, long familiar with the traditional summer school which usually has been narrow in scope and not an integral part of the entire school year, has a difficult time visualizing the broader scope or organization that is possible when year-round schools are developed with imagination and applied creatively to the total school year program.

The following is a brief survey of some of the schools which have been identified as implementing the year-round school concept from 1900-50.

**Bluffton, Indiana - Four Quarter Plan, 1904**

Generally considered to be the first school district to implement the year-round school concept, Bluffton School District was looking for a way to provide additional school space for the rapidly increasing school population. The District divided the school year into four quarters of twelve weeks. Children were required to attend three out of the four terms.

Unfortunately, there is not much evidence available as to how the program was implemented or what happened as a result of the change in the design of the school calendar. In fact,
there even appears to be some doubt as to whether Bluffton had a
four quarter term calendar or just an extended summer school pro-
gram. Superintendent Edwin E. Prible took over the superinten-
dency from William Wirt who had inaugurated the program. According
to Superintendent Prible, the voluntary summer program ceased to
exist after Mr. Wirt left Bluffton in 1907. Interestingly enough, Anthony W. Scala reports that Mr. Wirt was administrative head of
the schools in Gary, Indiana when they extended their school year.

In spite of the lack of conclusive data, the important
element is that a school district was looking for new ways to util-
ize existing facilities.

Newark, New Jersey - Continuous
Four Quarter Plan, 1912

Newark School District incorporated an existing summer
school into its total program so that the school year was divided
into four equal quarters. Children were required to attend three
out of the four quarters; attendance during the summer term was
voluntary. The program was designed to provide better educational
opportunities rather than to save money. Newark had a large pop-
ulation of immigrants who needed the extra help that the schools

1The American Federation of Teachers, "The Defined School
Year" (Washington: American Federation of Teachers, AFL-CIO, 1963),
p. 9, quoted in George B. Glinke, "The Year-Round Educational Move-
ment: Its Historical Implications on Today's Urbanized Culture"
(unpublished, n.d.), p. 10. (Mimeographed.)

2Anthony W. Scala, A Survey of the History and Current
Status of the Extended School Year in Selected Public Schools
of the United States, A Thesis submitted to the Graduate Division
of the School of Education, Department of Administration and
Supervision, St. John's University, New York, 1968 (Ann Arbor,
could provide. Also, many of these people lived in low-income housing areas where recreational facilities were practically non-existent. The schools were able to provide students with constructive activities which otherwise were not available to them.

The objectives of the program as stated by the Newark Superintendent of Schools in 1919 were:

1. to save money in completing the elementary curriculum;
2. to prove that pupils were not injured by summer study under proper conditions;
3. to reduce the waste in time and energy incidental to the long break of the school year in July and August. 1

The first objective was not realized as originally envisioned; however, it was realized in the sense that children who otherwise might not have stayed in school did continue with their education and achieved academic success. 2 According to reports, attendance during the summer session was as high as 75 per cent and there was no evidence that pupils experienced any damaging effects from attending school during the summer; thus objective two was successful. 3 The literature does not reveal any data concerning the third objective.

Newark operated the year-round schedule at every grade level, but not in every school, for twenty-one years. The program

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1Ibid., p. 55.
2Ibid., p. 56.
was the subject of controversy, particularly during its last ten years. In 1925, the School Board decided to abandon the program, but reaction was such that the Board had to reconsider. They hired a group of well-known educators to survey the situation and to determine the accuracy of the claims being made by the opponents and proponents.

The result was the well-known, often-quoted, Farrand and O'Shea report. In general, Farrand and O'Shea concluded that the year-round school program should be continued; the District should provide every facility needed to make the program even more efficient and effective; the curriculum should be adapted more closely to the needs of the student; and finally, the administrative difficulties being experienced should be overcome.¹

The program continued until 1931 when the Depression forced the reduction of school expenditures. The opponents of the program were successful in convincing the Board that the elimination of the program would be an economy measure.

Upon reviewing the literature and surveys of the results of the Newark Year-Round School Program, one would have to conclude that the program was successful in improving the educational opportunities available for children who were identified as being disadvantaged.

¹Scala, Extended School Year, p. 60.
Gary, Indiana - Continuous Four Quarter Plan, 1922

Characterized as the most innovative of any of the year-round schools of this time period, Gary organized its school calendar into four twelve-week terms. The school day was eight hours long; the school building was open all day Saturday. The unique element of this plan was the basic philosophy of the program itself; that is, the facilities of the community should be utilized to provide educational opportunities for all people, all the time. This means that the school serves as a playground, social center, and in any other capacity deemed appropriate in furthering the education of the citizens of the community.¹

Unfortunately, there is no data available to either document the specifics of the program or to evaluate the feasibility of such an approach. It appears that the program was discontinued because of the financial pressure imposed by the Depression.

Minot, North Dakota - Continuous Four Quarter Year-Round School, 1921

In 1921, Minot, North Dakota began a year-round school program in connection with the Minot State Normal School. The school year was divided into four terms; the students were required to attend three of the four terms. All regular subjects were offered in the fourth term which occurred during the summer; special subjects were omitted.

The plan operated for at least four years. The exact year it was discontinued is not known.

¹Ibid., p. 64.
Omaha, Nebraska – Continuous Four Quarter Plan, 1918

Technical High School of Omaha, Nebraska operated forty-eight weeks a year. The calendar was divided into four quarters of twelve weeks each. The school apparently operated under this schedule for seven years; the exact date it was discontinued is not known.

According to a report written in 1925, the following were advantages of the program: better utilization of the school plant; students attended school for four years instead of two as had been the case previously; students who were able to accelerate did so; students could miss a quarter of school and not lose an entire year.\(^1\)

Nashville, Tennessee – Continuous Four Quarter Plan, 1924

In Nashville, Tennessee, the calendar was changed for essentially the same reasons as it was in Newark, that is, to improve the quality of education and allow students to accelerate if they were able to do so. The calendar was divided into four equal quarters; students had to attend three out of the four quarters. Attendance for the fourth quarter was voluntary for both students and faculty. Teachers who chose to work four quarters were paid more.

Attendance during the summer quarter was approximately 50 per cent of the student population as compared to the 75 per cent which Newark reported. This may be due to the difference  

\(^1\)Ibid., p. 71.
in climate or the difference in the socio-economic status of the students involved. To illustrate, Nashville's Negro all-year schools had a higher percentage of students in attendance than did the white schools.

The analysis of the Nashville plan is contradictory. There were claims that: students who attended summer session did not achieve as much as those who attended other terms; the dropout rate was highest during the summer months; students and teachers did not work as hard during the summer as they did during the other terms; and, finally, the program cost more than the traditional school year. This last claim was probably true since the children who attended the summer term usually attended all four terms and, therefore, there was no reduction in the number of teachers required.¹

The plan was obviously not popular as evidenced by the fact that it was abandoned in 1932 and no form of year-round education has been tried since.²

Aliquippa, Pennsylvania - Staggered Four Quarter Plan, 1928

Aliquippa, faced with an immediate need for forty additional classrooms, but with a borrowing capacity for less than half that amount, investigated the alternatives available to them. A study committee recommended and the School Board of Directors approved a plan to operate the schools all year. The plan, which began operation July, 1928, divided the school year

¹Schoenfield, Year-Round Education, pp. 24-26.
into four attendance groups. Only three of the four groups attended school at any one time, thereby creating space for approximately 25 per cent more students than otherwise possible. Every student had a two-week vacation in July in addition to two weeks for the regular school holidays throughout the year.

Aliquippa's plan operated for ten years. According to Aliquippa's Superintendent Lytle M. Wilson, it was abandoned "... when the building situation was relieved by a decided drop in enrollment both in the grades and in high school."¹

Mr. Wilson, Aliquippa's Superintendent from 1937-55, claimed the program was generally very successful. The plan did solve a critical need for additional space as well as provide economies in the school budget. In addition, Mr. Wilson claimed the following advantages:

1. Fewer textbooks were needed at any one time;
2. There was a better chance to make up work;
3. Pupil's progress was evaluated more frequently.

Mr. Wilson listed the following as disadvantages:

1. Difficult to carry on maintenance work, repairs, etc.;
2. Frequent change of teachers due to vacations, leaves, etc.;
3. Not possible to keep four groups in same grade intact in smaller schools;
4. Too much pupil time wasted at the end of each quarter and the beginning of the next one;
5. Many pupils and students forced to take their vacations at an undesirable time of year.

¹Lytle M. Wilson, "The All-Year School in Aliquippa" (unpublished, September 19, 1958), p. 7. (Mimeographed.)
6. Administrative and supervisory work increased greatly;
7. Difficult for students transferring in or out of the
district to adjust to the change.¹

Ambridge, Pennsylvania - Staggered
Four Quarter Plan, 1930-36

Ambridge was faced with a critical need for additional
space and so adopted the same plan that Aliquippa was operating.
As soon as the building program was completed, Ambridge returned
to the traditional school year.

The plan did operate for six years and Ambridge's conclu-
sions were the same as Aliquippa's, that is, they reported that
academic performance was high in the summer and the attendance
record was good.²

Summary

Based on the data available, little can be generalized
concerning the successes or failures of year-round school programs
up to 1950. Those that were initiated were abandoned, and in most
cases, for reasons other than those for which they were begun.
Most plans did experience a degree of success, such a degree being
difficult to ascertain, for reliable and consistent reports on each
program are practically non-existent.

The Utica Community Schools, Utica, Michigan in 1970 sent
over 3,000 letters in an effort to find out as much as possible
about each district which had been reported as having operated a

¹Ibid.
²Schoenfield, Year-Round Education, p. 25.
year-round school program. The replies to those letters indicate a lack of knowledge of exactly what took place in those earlier days. Reviewing the literature, therefore, does not always give the researcher a true picture as to the nature of the year-round school programs involved.¹

It is important to note that school districts which did extend the school year for educational benefits generally did not realize any economic benefits, and as a result abandoned their program during the Depression. Ambridge and Aliquippa, two districts which extended the school year for economic reasons realized these economic benefits and retained their extended school year program through the Depression years. The only other conclusion which can be made is that, during this time period, attempts were being made to lengthen and revise the school calendar.

¹George B. Glinke, "The Year-Round Educational Movement: Its Historical Implications on Today's Urbanized Culture" (unpublished, n.d.), pp. 16-17. (Mimeographed.)
CHAPTER IV

REVIEW OF RECENT FEASIBILITY STUDIES

Since 1950, a number of school districts and educational organizations have investigated various methods of year-round school organization to see how a reorganized school calendar might effect their present educational structure.

According to a special report of the National School Public Relations Association:¹

In 1966, there were 9 feasibility studies.
  " 1967 " " 5 " "
  " 1968 " " 22 " "
  " 1969 " " 34 " "
  " 1970 " " 48 " "

When considering the viability of year-round schooling as an alternative to the traditional school year, it is important to review a number of recent feasibility studies to examine their conclusions. As previously noted, a great number of feasibility studies have been conducted in recent years; the following do not represent the vast array, but are only presented as representative samples.

The purpose of the study was to provide background information to serve as a basis for discussion concerning year-round schools.

Conclusions - Non Fiscal:

1. Year-round schools, as analyzed in this report, will dramatically influence individual, family, and community living, requiring adjustments which will result in advantages or disadvantages—depending upon the point of view of the people affected.

2. Under the four quarter year-round school plan, a school system and the community it serves must be willing to accept certain discomforts such as redistricting, frequent regrouping; and irregular vacation schemes.

3. Without considerably greater financial efforts, year-round schools will diminish some practices long held to be educationally desirable, for example:
   a) students' identity with a school, a teacher, a student body;
   b) inservice development of staff and programs;
   c) advanced study of staff.

4. Size of schools as well as homogeneity of a system are critical factors in adaptability of a year-round program. A system of large schools would present fewer problems than a system such as Harford County with its wide range in the size of its schools.

5. If a year-round school program were adopted, school facilities would not be available during the school day for recreational use by those students who are on vacation.

6. The high incidence of failures among school districts that have attempted year-round schools does not augur well for its success in Harford County.

7. Some teachers will prefer year-round schools because of increased pay, but many would oppose it due to reasons such as a desire to spend vacations with their children, the need for further education, and the strain of twelve months of teaching.
8. 67% of the schools of Harford County do not meet the minimum enrollments which are recommended for efficient operation of year-round school programs.

Conclusions - Fiscal:

1. Operating the public schools of Harford County under an extended school year of four quarters will result in a significant increase in current operating costs.

2. The differential in operating costs between the regular school system and the year-round program, hereinafter referred to as the increment, will be at its greatest during the initial year of extended operation. This increment will gradually become less as enrollment increases.

3. The operating costs for a year-round program will always exceed those of a regular program, even when the facilities are filled to their capacity with a student population of 42,000.

4. When schools reach their capacity under the year-round school program, additional school construction would be necessary, but at approximately three-fourths the rate of the traditional nine-month school program. The average annual increment in operating costs for the year-round program will be approximately $2,000,000 per year from the initial year until the facilities are completely filled to capacity. The increment will range from a high of approximately $3,200,000 to a low of approximately $800,000 per year. Assuming an orderly annual increase in student population, the average annual increment of two million dollars will apply regardless of the number of years required to reach full capacity.

5. New school facilities can be constructed during the next six years under the state construction program at a total cost to the county of slightly more than $2,000,000. These new schools would increase our capacity to approximately 42,000 students under a regular school program.

6. Air conditioning all existing facilities would be necessary for successful operation of a year-round program. The Interagency Committee for Public School Construction, State of Maryland, has tentatively approved the installation of air conditioning in several of our existing secondary schools as a part of major renewal projects. They have also indicated that they will not install air conditioning in existing facilities unless it is a part of major renovation for that building. Without state funding, the cost for year-round operation will likely exceed $10,000,000. This capital
improvements cost would be in addition to the increased operating costs expected with the year-round school.

7. Assuming that our student enrollment will increase to 42,000 within the next six years, the additional local costs of operating our existing schools on a four-quarter program for this period would be $12,000,000. The cost to the local government of constructing the additional schools required to house this student population growth during the same six year period would be $2,000,000. Thus, the cost to Harford County for operating a year-round program would be $10,000,000 greater than the cost of funding the local share for constructing new schools during the next six years.

8. The average additional yearly cost of operating schools year-round ($2,000,000) is equivalent to an annual property tax levy of approximately 40¢ per $100 of assessable valuation, based upon the present taxable base of Harford County.

9. Burdening the tax-paying public of Harford County with the additional cost of year-round operation will relieve the state of the cost of constructing additional facilities in Harford County for several years. Since the state expects the demand for school construction statewide to exceed the funds available, the expenditures not required by Harford County would be utilized elsewhere in the state. Taxes paid to the state by Harford County residents would not be utilized to benefit those counties not on a year-round program, therefore it would not be beneficial to the tax-payer of Harford County to forego the construction of additional facilities in favor of a locally supported year-round school program.

Recommendation:

This feasibility study, while it considers non-fiscal advantages and disadvantages, focuses primarily upon economic considerations. Evidence available to the committee does not support the claim that implementation of the year-round program in the schools of Harford County can effect financial savings. In fact, cost to taxpayers in this county would have to be increased in order to support a twelve-month school program.

Based upon our study as outlined in this report, year-round school programs are not recommended as being economically feasible for the schools of Harford County.¹

¹Harford County, Board of Education, Year-Round Schools: A Feasibility Study (The Board of Education of Harford County, Maryland [1971]), p. 30-31.
This report summarized the feasibility studies of eight school districts in Michigan. The committee based its conclusions upon the literature that had been reviewed and included in the original studies. The committee points out that since there were no current programs operating to validate their conclusions, the following must be considered as tentative.

Conclusions:

1. Extending the regular school year is more feasible for larger, rapid growth school districts.

2. When the primary objective for extending the regular school year is to improve the nature and quality of education provided, the degree of community acceptability [sic] increases.

3. The ESY designs that will produce the greatest economic savings require the greatest adjustment in living patterns and such designs are least acceptable to members of the community, especially parents.

4. Extended school year designs that increase vacation options of students and their families rather than decreasing such options are most acceptable with parents.

5. When ESY designs are selected to increase student options of course selection and flexibility of time use for educational experience, the feasibility and acceptability of the ESY concept increases.

6. Increased use of facilities is possible to some degree with all of the ESY designs selected for study by the school districts involved. The degree of increased utilization of facilities is highest with mandated ESY designs and decreases as student options and flexibility of time use increases.
Concluding Statement:

The most definitive concluding statement that emerges from these six studies collectively is that appropriate state funding will be necessary, especially for the transition years, if the objective is to have any Michigan school districts operate on an Extended School Year basis.¹

Polk County, Florida - Feasibility Study

A study by the Florida Educational Research and Development Council, in 1965, was to:

1. Survey the literature on year-round schooling;
2. Survey community reaction to year-round schooling;
3. Study administrative problems related to year-round schooling;
4. Analyze curriculum patterns necessary to implement a year-round program;
5. Analyze financing year-round schooling.

The following are six of the most important conclusions presented in this study:

1. There has been a wide interest in all-year schools and extended school terms since the beginning of the 20th century, and this interest is increasing.

2. Both the lay public and professional educators are questioning the wisdom of operating schools only for 175 or 180 days per year.

3. No plan of staggering the school term where part of the children are on vacation all the time and part in school all the time, will save money. Such plans also are likely

to lower the quality of education. Plans of this type also encounter strenuous parental opposition and involve school authorities in enormous administrative difficulties. Wherever such plans have been tried, they have been abandoned.

4. The only feasible all-year school plans yet developed for reducing school costs involve all the pupils attending school an extended school year, and the acceleration of pupils in order to reduce the enrollment.

5. Any type of all-year operation of schools will involve providing air-conditioning in all schools in Polk County.

6. Any type of all-year school or summer program must be provided for by taxation, if large numbers of pupils avail themselves of the additional opportunities provided. Fee programs are attended only by a small percent of the student body.¹

Portland Public Schools, Portland, Oregon - Feasibility Study, 1971

The purpose of the study was to report on the potential of the rescheduled school year for Portland Public Schools.

Conclusions:

Based on the preliminary nature of this report, it is not possible to draw conclusions about the rescheduled school year into the form of firm recommendations. It does appear that if the District moves to a rescheduled school year, it will be justified in terms of enhanced educational opportunities and not solely on the basis of economy. This is not to imply additional costs. The attitude of the Board and administration of Portland Public Schools would probably not vary from the prevailing attitude among districts already on a rescheduled school year plan: it is pointless to endure the trauma of conversion without offsetting that trauma with an improved educational system.²


The purpose of the study was to determine if and how the 45/15 plan would work in the West Bend School District and predict any problems which might be encountered.

Conclusions:

The 45/15 Year-Round School Plan is a viable educational alternative which the Board of Education should consider in its future planning to meet the growing space needs of Joint School District #1. The District's rate of growth in the next decade, however, in light of declining births contrasting with expanding home and apartment construction, is uncertain. Signs that student enrollment may level off are present. In this latter event, no great pressure to adapt to a year-round school plan would develop, in spite of a strong faction, possibly a minority, who advocate the plan for efficiency reasons.

This study seems to indicate definite long term financial advantages, especially in the cost savings accumulating from delayed construction of schools. Ultimately, fewer schools would be necessary as each school presently in existence, and each school constructed hereafter, would have a 33% larger capacity under the year-round plan than it does under the traditional schedule.

Initially, of course, adapting to a year-round school would necessitate obvious disadvantages, although after the first four or five years original implementation costs would cease and profits should begin to accrue.

The potential annual long term cost savings, however, may be an insufficient reason in itself for the district to implement the year-round school plan. The community may be unwilling to accept the family and personal adjustments a year-round calendar would demand, despite demonstrated financial savings. Such factors as overcrowding and the possible educational advantages might then need to be emphasized to effect any needed change.

The Board will need to consider several uncertainties in the District's future in its planning to meet eventual space needs: (1) the state and local property tax situation; (2) the parochial aid question and the implications of any legislation or lack of it; (3) the birth rate during the next two or three decades; and (4) the most important consideration, the future growth rate of the community.
These uncertainties notwithstanding, however, the feasibility study seems to conclusively indicate that the implementation of the 45/15 Year-Round School Plan is possible in Joint School District #1 and that, while a number of problems will be generated, solutions are available. This report has attempted to detail those problems and to discuss possible solutions. It is hoped that this information will assist the Board of Education in their decision-making regarding future space planning.¹

Summary of Findings From Feasibility Studies

As one will immediately note from the feasibility studies just described, few conclusions can be made. The variety of the needs and goals of the individual school districts, the differences in the make-up and staffing of the various committees doing the studies, and the lack of a unified sequential method of conducting a feasibility study, all contribute to individual districts reaching different conclusions—despite the fact that the same year-round programs are being studied!

Recognizing the above, there are some general conclusions that can be made:

1. Many districts which have initiated feasibility studies have chosen not to implement a year-round school program;

2. While year-round school programs could result in long-range savings and construction costs, the reality is that a shift from a nine-month school year to one longer in duration will cost additional monies;

3. A district which adopts a year-round program on the basis of economics only is doomed to failure;

4. Substantial program and educational improvements can be realized through year-round schooling;

5. Many parents will feel apprehensive about any proposed changes in the school calendar. This apprehension must be recognized and dealt with if a year-round program is to win the support of the community.
CHAPTER V

OPERATIONAL YEAR-ROUND SCHOOL PROGRAMS

Interest in the year-round school program has increased again in the 1960's and early 1970's. This is evident by the number of feasibility studies that have been and are being conducted, as well as the number of pilot projects and long-range programs which have been implemented.

The following survey of some year-round school programs is divided into two sections. The first section is a brief summary of perhaps the most thorough and best documented of the pilot programs, that is, four New York pilot programs. The second section is a survey of some of the extended school year programs that currently are operating in the United States. An attempt is made to discuss each program in terms of objectives, types of programs, and results.

Pilot Year-Round School Programs

In 1963, the New York State Legislature mandated the New York State Education Department to investigate, through demonstration schools, "... the education, social and other impacts of rescheduling the school year."¹ New York was looking for ways to shorten

¹New York State Education Department, Setting the Stage for Lengthened School Year Programs, A Special Report Prepared for the Governor and the Legislature of the State of New York (Albany, New York: The University of the State of New York, the State Education Department, March, 1968), p. 1.
the current thirteen-year system to an eleven or twelve-year program. The schools selected to implement a rescheduled school year were: Cato-Meridian, Commack, Hornell, and Syosset.


Cato-Meridian's elementary school began its three-year pilot program in 1964. Originally, the school year was to have been 212 days in order to provide four 53-day quadrimesters but, due to certain local conditions, a 200-day school year was implemented. The school day was lengthened to provide the equivalent of a normal school year in three weighted quarters.¹

The main objective of the program was to demonstrate that the traditional seven calendar years (K-6) can be reduced to fewer calendar years by adopting the mandatory quadrimester program.

The program experienced a great deal of resistance and difficulty, primarily because the school building which housed grades K-6 also housed grades 7-12. Conflicts developed because all grades shared certain areas of the facility, as well as some of the personnel. Parental resistance was great because the vacation patterns of the K-6 group conflicted with the vacation schedule of the children in grades 7-8.

An evaluation of the students in the program failed to show sufficient academic gains to warrant continuing the program. It was also agreed that poor publicity and lack of good communication handicapped the program from the beginning.²

¹Ibid., p. 20. ²Ibid., p. 25.
Commack School District - Commack, New York

A modified continuous progress, extended school year was implemented at Grace L. Hubbs Elementary School in 1964. This three-year experimental program was designed to demonstrate that a school district can reduce the schooling cycle at the elementary level by one year.

The program was carefully monitored by means of a matching control group which attended school the traditional 180 days. Students in both groups were scheduled to be taught by teachers who had similar backgrounds and training; the teacher-student ratios were the same; and, the same texts, materials, and curriculum guides were utilized. The only planned variable was the length of the school year.¹

Initially, the school year began the third week of August and ended the second week in July. The number of days totaled approximately 210. The program originally included 216 children, grade one through four. In August of 1967, the program was expanded from one to four elementary schools. The decision was also made to start school the first week of each August, and at the same time, eliminate the July session.

The curriculum was organized into a continuous progress approach in the skill areas: English, mathematics, reading, and spelling. The additional in-school time would be used to move students ahead faster and further than otherwise possible. In

the area of social studies and science, the extra time would be used to provide in-depth study and enrichment.¹

The program was judged to be successful. The students in the extended year program did score greater gains in achievement than the control group. Other conclusions of the study included: student attendance is not affected by the lengthened school year; student morale remains high; teachers can make good use of the additional time; major curriculum revision is not necessary if the basic skills are arranged sequentially and continuous progress is allowed; parents are willing to plan summer vacations in accordance with the rescheduled school year if they believe their children are in an improved educational program.²

Hornell School District - Hornell, New York

In Hornell, an experimental extended school year plan was instituted for a three-year trial period. A Modified Summer Segment program was designed as one approach to rescheduling the school year. In order to avoid conflict with other summer school programs, the Modified Summer Segment program did not offer opportunity for remedial or make-up work.

The program was designed to provide a wide variety of full-year junior and senior high school courses. Students attended school four hours a day, five days a week, for seven weeks.³

¹Ibid., p. 8.
²Ibid., p. 33.
³New York State Education Department, Setting the Stage, p. 33.
The average achievement of students in the summer program was as great, and sometimes greater, than that of students taking equivalent courses during the regular school year. The general conclusion of this experiment was that students can successfully complete a full year's work in less than the traditional 180-day school year.¹ The study also showed that the cost of a full-year program presented in a seven-week summer segment was less than the cost of the same program when offered in the regular school year.²

Syosset School District - Syosset, New York

A modified summer school program was instituted in 1965. Three groups of seventh graders were chosen to participate in the program. They included: the academically gifted student who would be most likely to accelerate his progress through school; the average student who might be able to accelerate after four modified summer sessions; and the average student, who is not succeeding, as well as the slower learner--both of whom apparently need more time in school than otherwise possible.³

The program was designed to offer full-year, half-year, and enrichment courses in a six-week program. The choice of which type of course to take depended upon the child's own needs.

The program was successful in terms of pupil achievement; pupils who completed the summer program tested as well, if not better, than those who did not participate. Many of the conclusions arrived at by the Hornell program were also made here; that is,

¹Ibid., p. 36. ²Ibid., p. 39. ³Ibid., p. 27.
students can complete a full year's work in less than the 180-day school year; and, full unit courses taught in the summer cost less than comparable courses taught in the regular school year.¹

Unfortunately, some of the staff members participating in the Syosset program verbalized a negative attitude to the non-educational aspects of the program, that is, the concept of early graduation, possible savings, and the extension of the school year itself.² How much influence these people had on the attitudes of the students and parents was not determined. Also, some students in the low group expressed resentment because their course choices were limited; they were not allowed to take part in the regular acceleration program.

Some Year-Round School Programs Currently in Operation

The following is a brief summary of the history, organization, and current status of year-round school schedules which have been implemented. These programs differ from the pilot programs described above in that they have not set a terminal date and, in fact, are currently operating.

Champlain Valley Union High School - Hinesburg, Vermont

Champlain Valley Union High School is a regional school serving five towns. The high school has its own Board of Directors, which is independent of the five Boards of Directors that serve the individual towns.

¹Ibid., p. 31. ²Ibid.
The Board of Directors set up an Ad Hoc Committee to find a solution to the need for additional space. The High School had been built to accommodate 750 students. Projected enrollment had anticipated capacity enrollment in 1972. However, in the 1967-68 school year, school enrollment was well over capacity. Voters defeated a bond issue for an addition in 1968. Temporary classrooms were added both in 1969 and in 1970, but a longer-range solution had to be found.

The Ad Hoc Committee recommended the 45/15 schedule to the Board and the Board accepted the recommendation. The Board felt the community was generally in favor of the calendar change. However, they also felt that the community should have an opportunity to express its feelings, so it was decided to hold a referendum on the question, the results of which would not be legally binding. Prior to the referendum, the Board announced that unless more than 51 per cent of eligible voters participated they would not feel bound by the results of the vote. The results were not in favor of the 45/15 plan; the Board announced it was going to implement the 45/15 calendar anyway.

A strong controversy arose, which culminated with the threat that the community would drastically cut the school budget at the annual meeting if the Board did not rescind its decision; the Board rescinded its decision.

Beginning in July, 1971, the Board was reorganized. The new Board and various new committees comprised of many people representing many different groups from the community worked together to define the goals for the school. The 45/15 was again recommended, with some minor changes from the original plan; this
time there was no opposition, and the funds requested by the Board were approved without any problems at the annual meeting of the High School District.

The program is characterized by having eleven entry points spread through the 1972-73 school year rather than the sixteen originally planned. There are 120 alternatives to choose from; for example, children can choose four quarters that represent the traditional school year or five quarters to provide acceleration. Entrance and exit dates can be chosen to meet the needs of the child and his family.

All children are out of school at the same time for Christmas vacation, spring vacation, and two weeks in the summer, in addition to the staggered three-week vacation at each of the four seasons.

The basic contract for teachers is for 185 days. Contracts for fewer or additional days can be arranged according to enrollment and curriculum needs. Salaries are arranged on a per diem basis.

The school's program of instruction has been revised so that the new structure provides for more course offerings, more opportunities for individualized instruction or independent study, and greater opportunity to accelerate or go slowly, depending on the student's needs.

Winston-Salem/Forsyth County Schools - Winston-Salem, North Carolina

The Winston-Salem/Forsyth County Schools began their 45/15 program for the 1969-70 school year with one class of third
graders. All the children in this group were volunteers; they were divided into four attendance groups. The school year is divided into four nine-week terms interspersed with three-week sessions designed for enrichment and remediation as well as vacation. In 1970-71, this same group was continued on the 45/15 schedule as fourth graders and a new group of third graders was begun.

A new elementary laboratory school opened in July, 1971. Many new programs which had been started in several different schools were included in the program design of this school; the 45/15 attendance schedule was one of these programs. The school enrolled 600 students grades 1-6 whose parents had volunteered them to this school. All the programs, including the 45/15 plan, were designed to provide quality education; economy was not the objective.

The plan has continued into the 1972-73 school year. The District is currently investigating the possibility of: one, modifying the 45/15 plan to effect some economies while maintaining educational quality; and, two, extending the restructured schedule to the junior and senior high school levels.

Mora Public Schools - Mora, Minnesota

After two bond issues had been turned down by the voters, the Mora Public School system implemented a 45/15 plan for grades one through six on July 1, 1971. With only 2,000 students included in the program, officials deemed it necessary to make the program compulsory in order to guarantee sufficient numbers in each attendance group.
Eight different contracts are available from which the staff may choose. Approximately 50 per cent of the staff have chosen to work the year-round school; their pay averages 25 per cent more than under the previous schedule.

The cost for implementing the year-round schedule was $18,000.

A survey of parents conducted by an independent evaluation firm after almost a year of operation showed that a strong majority of parents were in favor of the program.¹

Prince William County - Manassas, Virginia

The Prince William County School Board chose to implement a year-round school schedule in four schools located in Dale City, Virginia. Three elementary schools, grades 6-8, were chosen to operate on a 45/15 schedule beginning June 28, 1971.

Dale City has been divided into four attendance groups. As with other 45/15 plans, only 3 of the 4 groups attend classes at any one time. All students residing in the same home have the same schedule regardless of grade or school assignment. All students have a one-to-two week vacation period in the summer in addition to the four three-week vacations and regularly scheduled holidays.

The School Board actually began to investigate the possibilities offered by various year-round schedules in October, 1969.

The Districts approved studying the addition of air-conditioning

and the need for curriculum revision before plans for the rescheduled school year were finalized. The premise was that both needed to be done regardless of the outcome of the study and positive action would provide incentive to the groups studying the year-round concept. An initial appropriation of $35,000 was granted by the County School Board of Supervisors.

On March 3, 1971, the School Board passed a resolution adopting the 45/15 plan providing appropriations would be available. On March 4, 1971, these funds were appropriated by the County Board of Supervisors. The implementation funds totaled $145,673 to:

1. Air-condition two schools;
2. Continue curriculum work;
3. Provide administrative assistance;
4. Provide clerical assistance;
5. Provide maintenance;
6. Produce publications and other materials.

Teachers have the option of choosing a 193-day or a 241-day contract. Teachers are paid on a per diem basis, no matter which contract is chosen. A contract for 231 days was offered for 1972-73 as a third option.

In February, 1972, after eight months of operation, the School Board held public hearings on the year-round school program to evaluate community attitudes regarding the program. The response was overwhelmingly in favor of the program. At the end of the meeting, the Board announced that the year-round school program would be continued through 1972-73, and, in addition, the program would be extended to include two new schools.¹

¹Prince William County Public Schools, "Overview: Prince William County Rescheduled School Year" (unpublished, Prince William County, Manassas, Virginia, May, 1972), p. 3. (Mimeographed.)
San Jacinto High School - Houston, Texas

San Jacinto High School, chosen for a pilot year-round program because a large variety of academic and vocational courses were already available to the students, began offering a trimester program in 1970. There are three unequal terms: two traditional eighteen-week semesters from September through May, plus a twelve-week semester during the summer months. The actual number of class hours for each course remains at 80 clock hours regardless of which term the course is offered. This is done by reducing the number of class periods and eliminating the home room period during the summer term. Students from other schools may take courses at San Jacinto during the summer term.

Initially, students who elected to attend a third term had to pay tuition since the state legislature only authorized state aid for 175 attendance days. Beginning in September, 1972, new measures passed by the Texas legislature take effect which will permit school districts to offer year-round school programs.

Despite the fact that students attending the third term had to pay tuition, school officials report that there was no problem in having enough students to keep the program operating.

Atlanta (Fulton County) - Georgia

Following extensive and intensive studying, planning, and developing, Atlanta implemented a year-round program in all twenty-six high schools in September of 1968. When Atlanta school officials first considered rescheduling the school year
during the 1950's, the purpose was to eliminate the need for new school buildings. The plan was dropped, however, when the estimated costs for implementing an extended school year were judged to be more than what would be saved by not building new schools. The extended school year was considered again in the middle 1960's. This time, the objective was to reorganize the high school calendar so that the curriculum could be revised to provide more flexible and relevant programs. About 25 per cent of the high school students had been attending summer school and paying for it, but the program was not as good as what was available during the school year.¹

Since eight school systems were involved, intersystem committees were set up as well as local system committees. The intersystem committees developed the general curriculum and set up the organizational structure while the local committees "... translated the overall information into data for each school district and each school within the districts."²

In order to meet the state requirement that there be 180 days of school from September through May, Atlanta developed a staggered quarter plan of three twelve-week quarters and one ten-week quarter. Each subject class period during the ten-week quarter was extended so that class time would be equal in each quarter.

Attendance during the fourth quarter is voluntary. Some students use the fourth quarter for acceleration, some for make-up, some for summer school.

¹Leonard Ernst, "The Year-Round School: Faddish or Feasible?" Nation's Schools, LXXXVIII (November, 1971), 51.
²Seymour Holzman, Year-Round School, p. 43.
and some choose to vacation during one of the other three quarters. Some students arrange their schedules so that they can hold a job and complete a year's school work in the four quarters available.

It is interesting to note that school officials were totally committed to a year-round program from the outset; this was not conceived as a pilot program but rather the way the Atlanta system would be structured.

**Valley View Elementary School District - Lockport, Illinois**

The Valley View District has experienced phenomenal growth in the last twenty years. In 1953, the District had four one-room schools, 200 dwellings, and 89 pupils. In 1971, there were seven schools, 6,700 dwellings, and 7,000 pupils.¹

In 1967, after voters had approved bond issues for two new elementary schools bringing the School District to its statutory debt limit, school officials looked to find alternatives to housing the children. The decision was to implement a variation of the four quarter year-round school calendar: the 45/15 plan. The program began on June 30, 1970.

Under this arrangement, students are assigned to one of four possible attendance groups. Children attend school for 45 days followed by 15 vacation days. Only three of these four groups are in school at any one time, thus, the schools accommodate thirty-three per cent more children than otherwise possible.

Chula Vista, California

The school population of Chula Vista Elementary School District was growing faster than new schools could be built. After opening three new schools in 1969-70, the District had reached the maximum property tax assessment, so the administration considered three alternatives:

1. Double session;
2. Portable classrooms;

Superintendent of Schools, Burton C. Tiffany, made his decision after observing the Valley View School District's 45/15 schedule. The Chula Vista Board of Education concurred with Superintendent Tiffany's decision and decided to experiment with the program in four of the District's schools. The plan involves grades K-6, 4,000 students, and approximately 100 teachers.

The Chula Vista plan began operation in July, 1971. The California State Legislature had changed the laws to allow for the 45/15 plan and an emergency provision made funds available to Chula Vista early in July instead of late August as previously provided.

As in the Valley View program, students are divided into four attendance groups with only three of the four groups in attendance at any one time, thereby, one-third more classroom space is available.
Park Elementary School - Hayward, California

This program, implemented in 1968, is a compulsory four-quarter plan. Initially, however, all staff and students were volunteers; for both groups the semester runs ten weeks. Students have a vacation period of three weeks; teachers utilize one of these weeks for parent conferences, inservice training, and general planning.

The only school in the District to operate on a year-round schedule, the program was designed to promote individualized instruction and the continuous progress plan of education, thus, a considerable amount of curriculum revision has been done to foster this goal. California State College at Hayward has provided personnel to help with the inservice training and program development necessary to reach this goal.

Kindergarten Program - Rockland, Massachusetts

Rockland's Kindergarten program began operation on a year-round schedule in 1969. The children, divided into three groups, attend school for eight weeks followed by a four-week vacation. Each school day was extended by one-sixth to meet the state's 180-day requirement. Students actually attend school for 150-160 days per year. The program was to run for three years with the possibility of extending the program to the grade schools in 1972.

Toward the end of the first year, teachers decided that a twelve-four plan would be better than the eight-four plan. They believed the eight-week block was too short a time period for instruction. The schedule was changed to twelve-four and the
students were reorganized into four groups instead of three for the 1970-71 school year. The plan continued in 1971-72.1

Changing the schedule to twelve-four also solved another problem; parents had been concerned about the students attending school during the month of July. The revised schedule begins early in August and ends late in June.

Rockland School District chose to implement the year-round schedule at the kindergarten level because there had never been a kindergarten program, and since space available was severely limited, this was the only possible way to provide the program. The administration supported the idea not only because it was a way to provide the kindergarten, but also because they were interested in the economic feasibility of a year-round program. Cost comparisons were made on the kindergarten program. The District reports that approximately $17,000 was saved the first year because only six teachers were needed instead of nine.2

Rockland finished its third year of the original program in August, 1972. The District will not yet continue the program into the other grades because there is an immediate need for additional school facilities. These facilities will be constructed while state aid is available. According to Superintendent Rogers, all schools in the District will operate on a year-round schedule as soon as the building program is completed.3


2Ibid., p. 6.

3Telephone conversation with Superintendent John W. Rogers, Rockland Public Schools, Rockland, Massachusetts, November 30, 1972.
Francis Howell School District -  
St. Charles County, Missouri

The Francis Howell School District implemented a 45/15 year-round school schedule in the Becky-David School in July, 1969. The school is actually two schools; a primary and an intermediate school are housed in the same building. The two schools are connected by a kitchen. There are forty-eight classrooms, two principals, and more than 1,500 students.¹

The calendar was restructured originally to provide space for increasing numbers of students. It has accomplished this purpose. The 45/15 plan also has had some positive impact upon the educational program. The Becky-David Schools are ungraded and the nine-week segments appear to strengthen this approach because of the elimination of the long vacation break.²

Children are divided into four attendance groups. They are divided geographically so that all students in the same family attend school at the same time. Children attend school for nine weeks and then enjoy a three-week vacation.

The basic contract for teachers is 185 days. Teachers may arrange contracts for shorter or longer terms, with actual pay based on a per diem salary. Many teachers choose to stay with a class, vacationing at the same time their class vacations. Other teachers elect to work all year; they may teach four different groups in one year.


²Ibid., p. 8.
The year-round school schedule was extended to Central Elementary School in July of 1971 and to the C. Fred Hollenbeck Junior High School in July of 1972. The District has received a foundation grant to plan for the transition of the entire District to the 45/15 plan. Current plans call for various pilot activities in 1972-73 with further implementation scheduled for July, 1973.¹

The School District attempted to compare the cost of the 45/15 plan to the traditional 180-day calendar. The results were deemed inconclusive. The financial report concluded: "Any expenditure deemed to be additional and attributed to the schedule change should be determined carefully, since the implementation of a change is often the excuse for added expense, but not the reason."²

Woodstock County School - Woodstock, Vermont

Woodstock County School is an exclusive, private school with a student population of approximately 140. Following a feasibility study, a report was made to the Board of Directors recommending changing the school schedule from two semesters to a trimester program. The Board of Directors decided to go even further than the recommendations. As a result, in 1969, the school implemented a four-quarter plan.

Students attend school six days a week, for ten weeks, for a total of sixty days; sixty days constitutes one quarter.

¹U.S. Congress, House, Year-Round Schools, Hearings, p. 224.

²Ibid., p. 223.
In order to graduate, a student must attend school for fifteen quarters. A student may spend three of these fifteen quarters in some kind of field study. Travel, work, or some other kind of endeavor which is judged to have educational value, constitutes a student's field study.

This approach directly reflected the reasons why the program was initiated. The Board of Directors felt students generally spent the summer engaged in activities which had no particular value. They wanted the students to have experiences which were educationally valuable, thus, the field study concept was developed.

Alvirne High School - Hudson, New Hampshire

Alvirne High School implemented a quarterly plan in the fall of 1972. The school now operates 220 days per year; the year is divided into four quarters of fifty-five days each. In order to graduate, a student must complete a minimum of three years of high school work, and attend school for no less than twelve quarters.¹

The traditional grade levels have been eliminated. Students must have 216 points to graduate, 12 points equals a Carnegie Unit. A variety of innovative courses are scheduled to be offered.

The purpose of the program is to provide a flexible educational program where students may accelerate, repeat, or expand their program to meet their needs.

La Mesa/Spring Valley School District - California

The communities of La Mesa and Spring Valley, combined into one School District, are experiencing uneven growth. Certain areas of the School District are declining in school population while other areas are experiencing rapid growth.

The District has eighteen elementary schools, and four junior high schools. The 45/15 year-round school plan was implemented in two elementary schools and one junior high school in July, 1971.

The school year has been lengthened to 240 days. The children, divided into four attendance groups, attend school for 177 days each school year. All children have a one-week vacation period at Christmas as well as a five-week vacation at some time during the mid-June to mid-September period. All legal holidays are observed by all groups.

At the elementary level, most teachers go to school on the same schedule as their students, thus, students may have the same teacher for four consecutive forty-five day periods. Certain auxiliary personnel have been given extended contracts so that their specialized services will be available to all children all year. These people include librarians, reading, speech, and hearing specialists, etc.

Northville Public Schools - Northville, Michigan

In December of 1967, the Northville Board of Education asked that a citizen study committee be organized to analyze the
concept of year-round education and its potential implications for the Northville Public Schools. An intensive and extensive period of study culminated in June, 1971, with the report that a year-round school calendar would be feasible. The study had focused on a four-quarter mandatory calendar. Unfortunately, strong community support for this particular plan did not materialize despite an intensive public relations program.

The committee, recognizing the need for change but also recognizing the impracticality of forcing any program, recommended that a voluntary 45/15 plan for grades K-5 be implemented. The program began late in July of 1972.

Currently 175 children, grades K-5, are participating in the voluntary program. All children are assigned to the same group and all have the same attendance and vacation schedule. It is hoped that enough interest will be generated this year to warrant running a second and third group during 1972-73, and a fourth group in 1973-74.¹

Gresham Grade School District
#4 - Gresham, Oregon

Gresham Grade School District #4, in order to accommodate a rapid increase in pupil enrollment, implemented a 45/15 year-round school schedule in July of 1972. Actual study of year-round school plans began in 1969, but the final decision of whether or not to implement any of the possible year-round school programs was not made until early in the spring of 1971.¹

¹Letter from Florence Panattoni, Project Director, Title III, E.S.E.A., Northville Public Schools, Northville, Michigan, dated October 10, 1972.
Impetus for the decision was provided, first, by the closing of a local Catholic school which meant that approximately 240 students would have to be absorbed by the Gresham schools, and second, by the threat of double sessions to alleviate an already overcrowded situation.

Parents were given the choice of which attendance schedule they would prefer and an attempt was made to place their children on that schedule. All children in the same family are assigned to the same schedule. Students in the primary grades will have the same teacher throughout the year. Students grades four through eight may, or may not, have the same teacher.

The entire School District will be serviced by the school busses all year. The afternoon bus run will pick up vacationing students who are participating in after-school activities; an activity bus will bring them back home.

Jefferson County Public Schools - Louisville, Kentucky

Following an extensive study program begun in 1968, the Jefferson County School Board in May of 1970, accepted the recommendations of the study committee to implement an Elective Quarter Plan. The program began the fall of 1972.

The school year is divided into four quarters. The three quarters which would normally constitute a school year are almost equal in length. The fourth quarter, which takes place during the summer, is shorter in duration, but instructional time for each class is the same regardless of which quarter the course is offered.
The program, in effect for grades 1-12, is designed to improve educational opportunities for all students as well as to utilize school facilities more fully, reduce further building needs, and provide an opportunity for year-round employment for teachers.

Dade County - Miami, Florida

Beginning in June, 1971, five secondary schools implemented a pilot Quinmester School Calendar. In September of the same year, two other schools started the Quinmester Program. The school year is organized into five, forty-five day sessions.

The student must attend four of the five quinmesters; he has the option of attending the fifth. The student can attend the fifth quinmester for enrichment, remediation, or acceleration.

Students who choose to accelerate could do so by attending four summer quinmesters between grades seven and eleven, thus completing six years of schooling in five.

Although recognizing that maximum economies could be realized if the program mandated pupil attendance and vacation periods, Dade County School system has chosen not to do this. It is expected that parents gradually will take advantage of the opportunity to vacation in a period other than the summer.

One interesting aspect of this program is that the traditional 180-day school year remains intact. The program is different from other districts which have a 180-day school year plus a summer school program, in that the quinmester schedule provide five distinct terms with the same educational opportunities available during each term.
Although the Quinmester Plan for the seven Dade County secondary schools is referred to as a pilot project, no terminal date has been set. The Quinmester Program was scheduled for an initial evaluation during the spring of 1972. The results of this evaluation have not been received. "This and follow-up evaluations will lead to determination of whether the plan should be continued in its present format, redirected or expanded."1

Rochester Area School District - Rochester, Pennsylvania

Rochester, located twenty-five miles south of Pittsburgh, Pennsylvania, instituted an Optional Four-Quarter Plan, which school officials sometimes refer to as the "Three Plus Plan," to replace its traditional two-semester system. Major curriculum revision, begun in 1966, as well as completion of a new "education complex" designed to house grades K-12, prompted the adoption of the plan.

The District now operates a 240-day school calendar divided into four, sixty-day quarters. All students were required to attend the first quarter of 1971-72; the fourth quarter was optional. Beginning in 1972-73, students could attend any three quarters. Students also have the option of attending any portion or all of an additional quarter.

Grades K-8 have implemented a continuous progress program of instruction. At the secondary level, students plan their own

program, subject to approval. The program at the secondary level now offers 187 courses, more than double what was previously available.

Teachers are given a contract for 180 school days. The contract stipulates that teachers who work beyond the 180 days will be paid 100 per cent of their per diem rate if they work more than seven hours each day on an assigned schedule. They will receive 75 per cent of their daily rate if they work six hours per day without an assigned schedule.  

Chicago District #299 - Chicago, Illinois

In 1967 the Chicago Board of Education requested that a study be made of year-round school programs. Following the study, a comprehensive report was made with various programs presented in detail, as well as an analysis of anticipated costs. The Board asked for pilot project and program recommendations. This report containing recommended sites, programs, and estimates of cost was presented in 1971. The Board of Education then gave every school in the city the option of implementing one of the plans suggested, subject to the Board's approval, or not participating in any type of year-round school plan.

Three elementary schools, Lowell, Libby, and Raster chose to implement the 45/15 plan; the program began July, 1971. In November of 1971, Dyett Middle School voted to implement the 45/15 plan beginning July, 1972. In March of 1972, parents from the three elementary schools voted on whether to continue or

1Ibid., pp. 26(1)-26(5).
discontinue the program. In each school, the vote was overwhelm-
ingly in favor of continuing the 45/15 plan.¹

The children are divided into four attendance groups and assigned to one of the four schedules. Teachers are assigned to a group of children and follow the same schedule as that group.

Molalla Elementary School District - Molalla, Oregon

Molalla, Oregon is a rural community located in the suburbs of Oregon. The School District sought voter approval of a 1.5 million dollar bond issue for building construction but was turned down. The District then explored other alternatives. The Molalla School District chose to reorganize the District's calendar. A rotating four-quarter plan was implemented June, 1971. The year is divided into four quarters of twelve weeks each; there is one-week vacation between each quarter.

This particular choice of schedule was prompted by some very specific local requirements:

1. The community wanted one group of students for the harvesting of beans and berries rather than having to train a new group every fifteen days as would be necessary under the 45/15 plan;

2. School administrators felt the four quarter plan would be easier to schedule and, therefore, there would be less shifting of students and teachers;

3. There were more possible alternatives to work schedules for teachers.²

¹U.S., Congress, House, Year-Round Schools, Hearings, p. 80-81.
²Ibid., p. 281.
As a result of the rescheduled school calendar, important changes have been made: the curriculum is organized into twelve-week segments; a wider range of courses is offered than was previously possible; school facilities are used throughout the year; teachers have the option of teaching three, six, nine, or twelve months; students can participate in team sports and group activities all through the year, regardless of whether or not they are actually attending classes that particular quarter; students may take extra courses during their vacation quarter for either enrichment or remedial purposes.

The program has received support of the staff and the community, probably because both were involved in the planning.

Summary

The above review of schools and school districts currently operating a year-round schedule is not complete, since other systems may be operating a restructured school year and the data is not yet available.

Most programs are less than four years old; research data is continually being collected and evaluated. More accurate determination of relative costs, changing attitudes, and revised approaches should be forthcoming.

In general, it appears that the school districts which have implemented year-round programs have encountered fewer problems than originally anticipated, and have experienced increased opportunity for educational improvement. Most districts currently operating a restructured school year appear to be committed to the basic concept of year-round school.
CHAPTER VI

A LOOK AT THE REPORTED ADVANTAGES 
AND DISADVANTAGES OF YEAR-ROUND 
PROGRAMS

Obviously each particular type of year-round school program has certain advantages as well as disadvantages. This was evident in the review of feasibility studies and in the survey of programs currently operating. It is important to list the generally recognized and accepted advantages and disadvantages. It is also important to point out that the advantages and disadvantages of adopting a particular program may be somewhat different for one district as compared to another district contemplating the adoption of a similar program. These differences, as indicated earlier, are due to the variabilities of the school districts themselves. It also should be pointed out that many of these advantages and disadvantages are possible within the framework of a 180-day school year, but probability of their occurring may be more pronounced when the school calendar is rescheduled.

Advantages

1. Restructuring the school year provides a unique opportunity to revise the curriculum. The educational program will generally become more flexible as current philosophies and practices are re-examined.

2. Teachers who are employed full-time will have greater opportunity to work on curriculum revision as well as to aid individual students.

3. With the exception of some foreign language, math and science courses, most programs could be nonsequential. Non-sequential courses allow greater flexibility in planning an educational program for every student.

4. Special, unique courses not needing a semester long time period can be offered.

5. Study halls can be eliminated.

6. Flexible course scheduling, combined with a philosophy of continuing progress, would eliminate the need for the graded school structure.

7. Individual and small group instruction would be available during vacation periods for students who, although they need assistance, do not need to repeat an entire term.

8. Textbooks, instructional materials, and certain types of equipment would need to be replaced more frequently, thereby providing more frequent opportunity to purchase revised and updated materials.

9. A wide variety of teacher contracts could be available. Teachers with special skills, who are unable to work year-round, would be able to provide their services in shorter time segments.

10. A greater number of male teachers may be attracted to the profession when the salary of a year-round teaching position is available.
11. Fewer numbers of teachers would be needed since teachers actually would teach more students during the calendar year. Fewer teachers means lower expenditures for such items as social security, retirement plans, and insurance benefits.

12. The curriculum may be reorganized into smaller time blocks to allow the student to progress through school at a rate more appropriate for him.

13. Children who need to repeat will lose only a quarter instead of an entire school year.

14. Children who wish to accelerate, and those who need extra help, could attend school for more time than is required.

15. Students would probably have a better chance for employment since the number of students looking for a job would be spread through the entire year.

16. Students could maintain full-time employment by reducing their course load and extending the length of time they attend school.

17. Juvenile delinquency should be reduced since fewer numbers of students would be out of school at the same time.

18. Programs which provide for sequential enrollment would allow a child just beginning school to start at the term, rather than the year, that is closest to his entrance age.

19. Students would be evaluated more frequently.

20. Some year-round plans would eliminate the three-month summer vacation. Many educators believe shorter vacation periods enable the student to retain a greater amount of what he has learned.
21. Since enthusiasm and interest in a subject are generally highest at the beginning and end of the period of teaching, small, more frequent units of instruction would promote learning.

22. Shorter terms might alleviate teacher-pupil personality clashes.

23. Under some plans, teachers could arrange their schedules so that they could attend college during the regular session.

24. Pupil-teacher ratio would be improved under the year-round plans which reduce the number of students attending school at any one time.

25. Student attendance records should improve, since records show that school attendance is higher during the warm weather months.

26. Vacation areas would have a better distribution of business.

27. Businesses which operate year-round could stagger the vacation schedules of their employees to coincide with their children’s vacation schedule, thereby reducing the need to employ temporary summer help.

28. Baby-sitters would be available all year for the children of working mothers.

29. The year-round school schedule increases the utilization of school facilities, equipment, and materials.

30. Many plans enable greater numbers of students to attend school during the calendar year. Depending upon the plan, the school facility may be able to accommodate twenty-five to
thirty per cent more students than possible with a 180-day school schedule.

31. If fewer schools are needed, less property would be retired from community tax rolls for school construction.

32. The area serviced by school busses could be reduced by twenty-five per cent.

Disadvantages

1. Many plans would eliminate the three-month vacation. Some parents feel their children need this interval to rest. Many teachers also feel they need this extended vacation period to rest and to prepare for the next school year.

2. Many parents regard the summer vacation as an unalterable tradition. Any change in the school calendar will be met with resistance and ill-will.

3. Children who could not vacation during the summer would miss activities that take place only in that season.

4. Recreation programs which have customarily utilized school facilities will no longer be able to do so.

5. Recreation programs which have relied on unemployed teachers for staff will have to find other people to run their programs.

6. Many recreation and resort areas, geared to the summer season, might object to a new schedule.

7. Since some geographic areas are not suitable for vacationing other than during the summer, both parents and businesses which depend on vacationers, might object.
8. Some industry and businesses, geared to summer employment of students and teachers, might have difficulty making an appropriate adjustment.

9. Families with other children in a traditionally scheduled school would have problems arranging vacations.

10. There would be an increased demand for day care centers to accommodate the children of working mothers.

11. Many schools would have to be air-conditioned in order to insure a comfortable learning environment for the summer term.

12. Transportation costs would increase if the number of students attending school from a particular neighborhood is reduced.

13. Textbooks, instructional materials, and certain types of equipment would need to be replaced more often.

14. Building maintenance, as well as bus and equipment repair, might have to be done nights and week-ends resulting in overtime costs.

15. Initial costs for curriculum revision, student scheduling, etc., would be encountered.

16. Teachers teaching an extended school year would be paid more, as much as twenty-five per cent according to some estimates.

17. Staff requirements might not decrease. More teachers means increased expenditures for social security, retirement plans, and insurance benefits.

18. Teachers would need to have some time off to work for advanced degrees or certificate renewal.
19. Student transfers, to and from other districts, might be difficult.

20. Students would need to adjust to new teachers, schedules, and courses more frequently. Some time might be wasted during these periods.

21. Students on vacation might disturb students in school. Skipping school might become a problem. Some kind of student identification might be needed.

22. In many states the law would have to be revised so that state aid would not be reduced when attendance is spread out.

23. A computer would be required to schedule students.

24. Additional staff would be needed to handle the more frequent entrancing and exiting of students, as well as the frequent rescheduling and evaluation of students.

25. Arranging attendance areas and bussing schedules might be difficult.

26. It might be difficult, when attendance is spread out, to maintain classes in courses where enrollments are generally small.

27. The curriculum, generally, would need to be completely revised. Teachers and students would need to be reoriented.

28. Scheduling certain academic activities, as well as band and sports, would be difficult. Requirements for student eligibility would have to be reviewed and altered.
CHAPTER VII

IS YEAR-ROUND SCHOOLING A Viable Alternative
To the 180-Day School Year?

In reviewing the operation of the plans described in Chapter V and the advantages and disadvantages claimed for year-round schooling in Chapter VI, it appears that there are few real disadvantages inherent in operating a year-round school system. There are problems, but there are also problems in running the 180-day school calendar. Consider the dilemma of a teacher who must decide whether or not to have a child repeat an entire year of school because he has failed to achieve at some pre-determined level; or the dilemma of the parent whose only vacation time is in January; or the dilemma of the teacher who must find year-round work in order to support his family. Consider also the rigidity of most educational programs which are confined to the 180-day school schedule; and consider the rationale of allowing expensive school buildings to stand idle for long periods of time.

Year-round schooling can alleviate these problems and many more. Each school district should assess its needs, examine the calendar schedules which are possible, and decide which schedule would be most practical for that district. A school may decide the 180-day schedule is the best calendar for that
community; it may decide otherwise. The important element is that a choice is available. Each plan should be examined carefully, with consideration given to its possibilities for providing: educational improvement, educational economy, and educational efficiency.

**Year-Round Schooling and Educational Improvement**

From 1904-60, the issue of year-round schooling and educational improvement was somewhat clouded, and, in fact, inconclusive since many of these first programs experienced a vast number of unmanageable administrative details and did not realize their potential for educational improvement. Modern technology, particularly the availability of the computer, has alleviated, if not eliminated, the major problems associated with scheduling a year-round program so that districts may now concentrate on the educational aspects of a year-round school program.

Since 1960, feasibility studies, as well as programs in operation, have recognized the possibilities for educational improvement that the change from a traditional calendar to a year-round schedule will promote. In fact, districts which originally were interested in rescheduling their school calendar to provide housing for increasing enrollments now have become strong advocates of the year-round school, primarily because of the educational advantages that seem to be promoted by the rescheduled school calendar. The preceding chapter listed these educational improvements as part of the advantages of year-round schooling. Generally, the educational advantages of year-round schooling are
associated with improved student and teacher attitudes resulting from curriculum revision and more flexible scheduling.

**Educational improvement and the student**

Most schools which have instituted a year-round school calendar have concurrently revised their curricula. The result at the elementary level has been the organization of a series of sequential blocks of time through which each student progresses. This arrangement encourages the institution of a continuous progress, non-graded school organization. At the secondary level course offerings are frequently revised so that they are non-sequential, thus, the student, with some guidance, may choose that which is most appropriate for him. The emphasis at both elementary and secondary levels is on providing educational experiences which are most appropriate for the learner—a concept which is frequently verbalized by educators but infrequently put into practice—but a concept which the year-round school schedule actually seems to foster.

At both elementary and secondary levels, the smaller time segments allow for more frequent evaluation of a student's progress. If the student's performance has been unsatisfactory during one of these segments, provisions can be made for the student to repeat that segment; it is no longer necessary for the student to repeat an entire year.

**Educational improvement and the teacher**

A restructured school calendar can offer a teacher unique opportunities to become more flexible with his approach to teaching
than otherwise possible. At the elementary level, teachers no longer need to be frustrated in their attempts to push the slow learner so that he will not have to lose an entire school year simply because he has not kept the pace deemed appropriate. These slow learners can be allowed to develop at their own speed; they will not be penalized. Some year-round programs offer intersession periods so that students who are not necessarily slow learners, but who have experienced a problem in a specific area, may be given the concentrated attention and help they need. Students who are able to cope with more sophisticated learning situations may be given the opportunity to expand their experiences.

Probably the most exciting aspect for professional growth is the opportunity for teachers to revise the curriculum far beyond what has been possible while operating within the constraints of the traditional calendar. Teachers at the upper elementary and secondary levels may design courses which are of special interest to them and which reflect their own unique areas of expertise. One teacher at Alvirne High School, Hudson, N. H. is reported to have decided to continue teaching when, as a result of curriculum revisions which led to a rescheduled school year, she was challenged by being allowed to design a series of short-term courses which she felt met a specific need for some students.¹

An honest evaluation of the educational improvements being attributed to year-round school calendars should lead one to question if these changes are not possible within the traditional school calendar. Indeed, they are; however, the stimulation of

rescheduling the school calendar appears to have a definite and positive effect on the people involved. The result has been a more creative approach to curriculum revision than is normally found in districts which continue to operate on the traditional calendar.

Year-Round Schooling and Educational Economy

From 1904-60, the majority of school districts which adopted a year-round school program did so to save money, generally by reducing the need for new schools. Ironically, some of these districts abandoned the plan during the Depression when the public exerted pressure to reduce educational expenditures; others, namely Aliquippa and Ambridge, returned to the traditional schedule as soon as additional facilities became available.

The feasibility studies of the 1960's considered the cost of year-round school a critical concern. Many of these studies estimated that a year-round school schedule would be more expensive than the traditional 180-day school year. Schools which are actually operating the year-round offer conflicting evidence. In the case of Atlanta, Georgia's Quarter Plan, educational costs are higher than with its traditional counterpart.1 On the other hand, Prince William County Schools, with its 45/15 plan for year-round schooling, reports an educational dollar savings.2


Upon close examination of these and other programs currently operating, it would seem safe to conclude that educational dollars can be saved with a year-round school schedule without any detrimental effects upon the educational program, if, in fact, one elects to save educational dollars. With the rising cost of education alluded to in most every educational journal, it is obvious that the economic aspects of education are important, and, while it does appear that educational dollars can be saved through the year-round schedule, the efficiency of our educational dollars is equally important.

**Educational Efficiency Through Year-Round Schooling**

Closely associated with economy, educational efficiency implies the fullest possible utilization of the facilities, staff, and instructional materials of our school systems. It is generally accepted that school buildings should be centers for continued education, open all-year-round to increase their utilization; the skills and professional competencies of the teaching staff should be available to the greatest number of students possible; instructional materials should be available to students so that the curiosity and interests that most children exhibit can be promoted all year long. The year-round school can provide the vehicle for doing each of these.

**Efficiency and school facilities**

School buildings utilized the year-round can accommodate more children per year than is otherwise possible. The benefits
of being able to house more children will depend on the school district's individual situation. The possibilities include the ability: to relieve overcrowded classrooms; to replace older buildings while still housing children in fully equipped facilities; to accommodate temporary increases in enrollment and thus not risk overbuilding. For districts not fitting into any of the above situations, year-round utilization may increase the flexibility of classroom use by making space available for special projects and activities.

More intensive utilization of school facilities does not seem to increase a building's rate of deterioration. According to one architect, the life expectancy of a building is determined more by how well it is maintained than by the intensity of its utilization.¹ Scheduling maintenance does not have to be a problem since the children have some common vacation periods when major repairs and cleaning operations can be scheduled. Daily maintenance should not be affected.

Efficiency and the professional staff

The number of teachers needed by a school district operating an extended school year depends on whether or not the district's goal is to maintain or reduce the average class size. Whichever choice is made, there will be a reduction in the number of teachers needed. The result will be the need to train fewer people, at less expense, to greater levels of expertise.

There is another unique advantage of the year-round school schedule; it is possible for school districts to offer a wide variety of contract options. Many professionals might be enticed to work if they could choose from a wide variety of alternatives.

**Efficiency and instructional materials**

School administrators seem to feel that one of their most common problems is the obsolescence of teaching materials long before they are worn out. Schools which utilize their materials year-round are increasing the likelihood that these materials will be used up long before they become out-dated while, at the same time, lowering the cost per item per pupil. More intensive utilization of materials, therefore, will promote more rapid replacement of materials, thus ensuring that materials will be pertinent and up-to-date.

**Conclusion**

A year-round school schedule offers a school district many opportunities to examine and revise, if necessary, its goals and its approaches to meeting these goals. Perhaps herein lies the inherent value of a school district going through the process of rescheduling its school year. Perhaps more than any other educational innovation, the process of restructuring the school year encourages educators to challenge concepts which, like the traditional calendar, long have been held sacred. Perhaps it is important because there comes a time in every field of endeavor when meaningful change becomes important simply because
it is change; and because in the process of change there is an opportunity for everyone concerned to verbalize the problems they frequently have confronted. Whatever the reason for examining the feasibility of rescheduling the school year, year-round education is a viable alternative to the 180-day school year. It is worth the time and effort to educate the public to the alternatives available to them so that their educational system can grow and expand to meet the needs of their children.
PART II

A GUIDE FOR THE SELECTION, IMPLEMENTATION,
AND MAINTENANCE OF YEAR-ROUND SCHOOL
CHAPTER VIII

EDUCATIONAL CHANGE

Change often has been described as the only thing predictable, and, in fact, constant in our American way of life. Change is all around us, sometimes controlled and planned, but more often uncontrolled and unplanned. This situation is not unusual in education; educational changes frequently are allowed to develop in an uncontrolled, unmanaged, and unpredicted sequence. Since educational administrators are employed to plan, coordinate, and control the affairs of an educational organization, these same administrators must assume the responsibility for guiding the process of change in their individual school districts. It is to these administrators that this entire section--"A Guide For the Selection, Implementation, and Maintenance of a Year-Round School Calendar"--is devoted.

When any deviation from the status quo is considered in any field of endeavor, including education, it is because there is a problem to be solved or a situation to be improved. Once a need is identified, the action proposed to solve the problem or improve the situation will be guided, hopefully, by knowledge of:

1. The characteristics and needs of the people involved;
2. The nature and characteristics of the problem;
3. The ramifications of each possible solution.
The first steps in seeking answers to these three questions are: one, to identify the elements which will influence change; and, two, to identify the elements which can act as a barrier to change. This chapter will address itself to these two concerns.

**Influences on Educational Change**

Unlike changes in other fields, change in the educational structure of a school district will have vast ramifications for the entire community; students, parents, and teachers will be affected to the greatest extent. Each of these groups must be considered when a change is contemplated. If possible, each group should be involved as much as is practical; certainly each group should be kept informed as the change is being designed, and again as the change is implemented. The only possible exception would be the very youngest members of the student body—but, once a change is implemented, even this age group should be introduced carefully and deliberately into any situation which deviates from that to which they are accustomed.

The many factors which have been identified as being important to consider when change is being planned can be categorized as follows: the characteristics and the function of the person advocating change (the change agent), the nature of the change, and the method by which the change is adopted and diffused.

**Characteristics and function of the change agent**

While it is true that anyone can be an agent of change, it is usually the building principal or the superintendent of the school district who performs this function. This person is either
a relatively young enthusiastic person, not bound by tradition, who is willing to take risks in a desire to have an impact on the system,\footnote{1} or a well-established, mature person who sees a need and feels secure enough to encourage new approaches to old problems.\footnote{2} Both persons, in addition to being well-educated, are up-to-date in the latest happenings in education.

The role of the change agent is either to identify what he perceives to be a problem and then seek a solution to that problem, or to recognize an innovation which would have appeal to his district or school in terms of its reported potential or actual effects. The change agent is the most important element in the entire process of change. If he is knowledgeable and aware of the ramifications of his choice of actions, he can do much to insure the success of a program.

Ronald Havelock, in his \textit{Guide to Innovation in Education}, has identified what actually are three different levels which the agent of change can operate: as a catalyst, a solution giver, or a process helper.\footnote{3} No one of these levels is mutually exclusive of the other. In fact, a change agent may operate at all three levels or, indeed, may begin at the first level and then proceed through to the third.

\footnotesize
\begin{itemize}
\item \footnote{1}{Thomas E. Woods, \textit{The Administration of Educational Change} (Eugene, Ore.: University of Oregon, 1967), p. 20.}
\item \footnote{2}{Norman E. Hearn, "The Where, When, and How of Trying Innovations," \textit{Phi Delta Kappan}, LIII (February, 1972), 359.}
\item \footnote{3}{Ronald G. Havelock, \textit{A Guide to Innovation in Education} (Ann Arbor, Mich.: The University of Michigan, 1970), p. 6-7.}
\end{itemize}
The catalyst.--Anyone can be a change agent at this, the least sophisticated of the three levels. Quite often a member of the community--a student, teacher, or any interested person--will identify something he perceives to be a problem and then verbalize his dissatisfaction to school teachers, administrators, or perhaps to the school board. The pressure brought to bear upon the school administration from this individual or group of individuals causes a reaction. The response to this pressure is the beginning of the change process.

The solution giver.--Many have seen, read, or heard about an idea they would like their school or school district to adopt. By trying to convince the people in charge to try the idea they are acting as agents of change, but, if they are to be successful, they must know when, how, and to whom the idea must be presented. The change agent must be flexible in adapting his solution to the particular characteristics of his school or school district.

The process helper.--The change agent who is a process helper may or may not have been the catalyst and the solution giver. Regardless of his point of entry, he must be thoroughly knowledgeable about the entire change process and politically astute enough to direct the process from beginning to ultimate success.

For the purposes of this discussion, and in relation to the year-round school, the change agent is considered to be a member of the administrative team of a school district, that is, a building principal, an assistant superintendent, or a superintendent of schools. He is thoroughly knowledgeable of the community's needs as well as its political climate. He has identified the opinion leaders of the community; he works with these leaders
evaluating the proposed change; he enlists their advice and support in implementing the change, and thus guides them through the change process. If he has their support, implementation and maintenance of the change will be much more likely to be successful than would be otherwise possible.

Characteristics and nature of the change

It is absolutely imperative that school administrators understand the very nature of the proposed change, for it can have dramatic implications in terms of its ultimate success or failure. Donald Orlosky and B. Othanel Smith, in an attempt to predict the probability of success of certain types of change, have concluded the following:

1. Changes in methods of instruction are apparently more difficult to make successfully than changes in curriculum or administration.

2. Changes in instruction are most likely to originate within the education profession. In no case in the past did a successful change in instruction come from outside of education. . . .

3. A change that requires the teacher to abandon an existing practice and to displace it with a new practice risks defeat. If teachers must be retrained in order for a change to be made . . . the chances for success are reduced unless strong incentives to be retrained are provided.

4. . . . successful changes in curriculum can originate either within the profession or from the outside. Neither point of origin monopolizes ideas for curricular change.

5. Curricular changes involving the addition of subjects or the updating of content are more permanent than changes in the organization and structure of the curriculum. Efforts to change the curriculum by integrating or correlating the content, or by creating new category systems into which to organize the content, are made at great risk. Complete or considerable displacement of an existing curriculum pattern is not likely to be permanent even if the faculty initially supports
the change. This can be attributed partly to cognitive strain on the faculty, partly to upsetting the expectations of pupils and consequent parental distrust, and partly to faculty mores which tend to become stronger when threatened by change.

6. Changes in the curriculum that represent additions such as new subjects or changes in the substance of subjects can be made most securely with support from legislation or organized interest groups. The failure of curricular changes to be permanent may be attributed to lack of social support or to resistance to displacement of the existing curriculum pattern. If school authorities are successful in finding social backing for the addition of a subject to a curriculum, the change can be made with little risk of failure. On the other hand, if social opposition is pronounced, the probability of the change not being made is very high, or if it is made, it is likely not to persist.

7. Efforts to alter the total administrative structure, or any considerable part of it, are likely to be unsuccessful.

8. Changes that represent additions or extensions of the educational ladder, such as junior colleges, are more likely to be lasting than changes that entail general modifications of the administrative organization, such as flexible scheduling.

9. The lack of a diffusion system will lead to abortive change. A change initiated in a particular school, in the absence of a plan for diffusion, no matter how loudly it may be acclaimed, is not likely to become widespread or to be permanently entrenched.

10. Changes that have the support of more than one critical element are more likely to succeed. Compulsory education, with legal, social, and educational support, did not have to overcome as much resistance as it would have if only educators had supported it.

11. Changes will be resisted if they require educational personnel to relinquish power or if they cast doubt on educator roles. Accompanying legislative, legal, and financial impetus increases the probability of success in such changes.

12. The weight of the cognitive burden is one of the significant factors that determine the permanence of a change. If the cognitive load is light, i.e., if not many people are required to learn many new facts and procedures, a change is more likely to persist than if the burden is proportional to the number of factors entailed in the change. For example, if the total administrative structure is the object of change, the chances for successful innovation will be low. The same observation can be made about changes in methods of instruction or curricular changes.
The initiation of change may come from a number of sources . . . . The source of the change appears to have far less to do with its staying power than the support the change receives and the strain it places upon the school personnel.¹

Methods of adoption and diffusion

The people who actually adopt a change have characteristics of their own which can effect the adoption and diffusion of a change. These characteristics are quite often reflected in the time at which they choose to become involved with the change. Thomas E. Woods uses Everett M. Rogers’ divisions of these people. He classifies them as: the innovators, the early adopters, the early majority, the late majority, and the laggards.²

Innovators.—Thoroughly informed about the program they are implementing, innovators usually take relatively little time to adopt the program, but do take a considerable amount of time in a trial period before becoming totally committed to continuing it indefinitely.

Early adopters.—Probably the most important people in the total diffusion process, they usually are the educational leaders whose opinions are most often sought by those who are trying to decide which programs to accept and which to reject. These people do not have as many outside contacts as do the innovators and they usually are associated for longer periods of time with one school district. Once they have successfully implemented


a program, the program usually becomes acceptable to more people, more rapidly, than previously.

_Early majority._—This group has waited to judge the success of the programs initiated by the early adopters. Since they have been watching the development of the program, they tend to adopt it without going through any trial period.

_Late majority._—These people seem to adopt a program only after public pressure is such that they can no longer avoid the issue. They rarely go through any trial period, and usually have little familiarity with the total program. Probably because of this lack of involvement, this group will often abandon the program at the least provocation.

_Laggards._—The last group to adopt a program are the laggards. They have few contacts in their own group; they have little knowledge of what is going on. They resist change to such an extent that often when they finally do decide to try a new program, that program is passé.

In addition to characterizing the groups involved in the process of adopting educational change, Woods has made many generalizations, several of which are important in terms of the adoption and diffusion process.

1. The mass media sources of information are more important to the innovators and the early adopters than to other adopter categories. These sources are most effective at the awareness stage of the adoption process.

2. The personal sources of information are more important after the awareness stages of the adoption process and are more important to those who adopt after the innovators and opinion leaders.

3. The rate of adoption proceeds very slowly at first. When opinion leaders try and then adopt the innovation, the
rate of adoption increases rapidly until it tapers off and slows down with the very last to adopt.

4. There is very little evidence to show that the characteristics of an innovation affect its rate of diffusion.¹

These then, are basic considerations when contemplating change; they are characteristics which may affect the prospects for success. In addition to these basic considerations, there are other aspects of the school structure and of the educational profession itself, which may hinder the introduction of change.

**Barriers to Educational Change**

Many of the changes made in the educational community since the 1950's have not been sustained. There are many possible reasons for this. Thomas E. Woods identifies what he considers to be four major barriers to educational change. They are:

1. The lack of incentives and rewards;
2. The bureaucratic administration of schools;
3. The absence of a change agent;
4. A weak knowledge base.²

**The lack of incentives and rewards**

According to Woods, the fact that the schools have a guaranteed student body, and the majority of that student body have few alternatives to attending public school, creates a circumstance which prompts little incentive for the schools to look for new and more effective approaches to education. Since parents must send their children to public school or entail the

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¹Ibid., pp. 52-55. ²Ibid., p. 34.
additional financial burden of a private school, and except in very rare cases, the schools are forced to accept any student who is eligible to attend school, the school, in effect, has a monopoly on the supply which the client must purchase. With this unchallenged monopoly, the school finds itself in a guaranteed situation and, therefore, is not likely to change, for its performance is not the determiner of its existence. If public school educational institutions are in this preferred supplier situation, simple supply and demand will not influence a change in the school and, therefore, other incentives and rewards must be found to induce change.\(^1\)

**The bureaucratic administration of schools as a barrier to educational change**

Woods, in order to avoid the negative connotation of the word bureaucracy, defines the term as "the administration of government through departments and subdivisions managed by sets of officials following inflexible routines."\(^2\) These "... departments and subdivisions..." and the areas of specialization which have developed as a result of the bureaucratization of the educational system, should be of great concern to educators. The primary purpose of this structure is to control and increase the quality and quantity of work. Unfortunately, work specialization inadvertently creates a chain of command which can inhibit the creativity and flexibility of those caught in the system. Within this structure, the teacher has become the person who does what others have decreed should be

\(^1\)Ibid. \(^2\)Ibid., p. 35.
done. Teachers, in effect, have been encouraged not to make long-range plans and not to be independent; they often have been excluded from the planning stages of new programs under which they may be required to work.

The teacher is a vital element in the change process, particularly during the planning stages. The values of involving teachers are many:

First, involvement makes it more likely that responsibility will be assumed and not be attributed to others. Second, it makes it more likely that problems of attitude and goals will surface and be dealt with. Third, and of crucial importance, it increases the chances that the alternative ways which problems can be formulated and resolved will be scrutinized and act as a control against premature closure and the tendency to think that there is only one way by which problems may be viewed and handled.¹

There is another aspect of the bureaucratic structure which can inhibit the change process, and that is the degree to which the communication process is restricted. Since most bureaucracies restrict communications to those with whom one has immediate contact, teachers generally communicate with teachers in their same grade level or department. Teachers are provided with few opportunities to meet, visit, and observe what other teachers in other schools are doing. If teachers are to share their adaptations and innovations, they must be given the opportunity to discuss their problems and approaches with other teachers from other grade levels and subject areas, both from within their school system and from outside. Active participation in

identifying the problems and possible solutions will greatly enhance the possibility of a change being successfully instituted.

**Absence of a change agent as a barrier to educational change**

If any changes are to be made in any system, there must be a person who formulates the idea and follows it through all the steps necessary to insure implementation. If leadership fails at any point during the actual process of change, it is reasonably safe to predict that the change is doomed to failure.

The actual role of the change agent is: to identify and advocate change; to provide leadership in its development; and, finally, to seek a way to sustain that change. This role description calls for the change agent to operate at each of the three levels described above; he may be the catalyst, and/or the solution giver; he certainly must be the process helper. It is important to emphasize that while the change agent may identify an area or areas that need to be changed, he need not be the one to actually choose what solution would be most appropriate. The role of the change agent as a process helper must be to guide the decision-making process, making sure that all those involved know, and understand: what the problems are, what the possible solutions are, and how each proposed solution may alleviate the problems as identified. It is at this point in the change process when a lack of educational research data may become a barrier to change.
A weak knowledge base as a barrier to change

Educational research is not a highly developed art. Often educators, and sometimes even lay people, campaign for new programs or new techniques with very little documented research to support the reasons why they believe the change should be instituted. Lack of data can hinder the process of change in two ways: first, since there may be little evidence available as to the details of how a successful program was designed, many costly errors in technique and/or administration may be made; second, the affect of insufficient or incorrect reports can influence the expectations of both the lay public and the educators involved. The change may be yielding results which are entirely appropriate in terms of what the new program can reasonably be expected to produce, but these results may not be what had been anticipated and, thus, those involved may view the program a failure. The result most likely will be the abandonment of the program.

The research which has been conducted is often not translated into language that even the well-educated layman can understand and, fortunately or unfortunately, education is not like most other professions, it is very much part of the public domain. The attitudes and concerns of lay-people must be considered since their support is absolutely essential to a successful educational program. Educators must make a concerted effort to provide general information, as well as research data, that is accurate and easily understood, so that costly errors are avoided and expectations are realistic.
Summary

Educational change can be controlled, managed, and predicted. Knowledge of the factors which may have both positive and negative influences on the change process is essential. These factors, discussed above, include:

1. Who presents the change;
2. What change is presented;
3. How the change is presented;
4. The structure of the educational system.

Awareness of the implications of each of these factors, together with consideration for the types of changes and approaches generally found to be most likely to succeed, should enable the change agent to go through a successful process of selecting, implementing, and maintaining a rescheduled school year. The process necessary to institute this change now must be the change agent's primary concern.
CHAPTER IX
THE CHANGE PROCESS

Educational change affects many people, both inside and outside the profession. Within the profession, the role of various staff members—their expectations, goals, and style—all may be affected. The community's expectations may also be affected, and in some proposed programs, such as the year-round school, the very life style of both groups may be changed. For this reason, it is important to recognize that any proposed change will have a high probability of success: if many of the groups involved favor the change; if those individuals affected by the change see an advantage for them; if the program is flexible enough to meet the individual needs of the groups involved; and, if the groups affected have participated in the choice of the solution.

Obviously, the values and past experiences of the people involved must be considered whenever any new program is being designed, and, "since no two schools or school districts are exactly alike, it is highly improbable that any innovation can be introduced in the same manner in more than one situation."1 It is vitally important, therefore, that the procedures involved in the change process be carefully thought out in terms of each community's

needs. This does not mean, however, that there cannot be a common guideline to follow when change is being introduced. Indeed, if any new program is to be successful ".. . a number of carefully executed steps must be taken by the educational administrator. Omitting any one of them in the interest of time or money may well prove to be a costly economy." ¹

Probably the most complete analysis of the change process has been done by Ronald G. Havelock. He has identified six stages he feels are an integral part of every change process:

Stage I - Building a relationship;
Stage II - Diagnosing the problem;
Stage III - Acquiring relevant resources;
Stage IV - Choosing the solution;
Stage V - Gaining acceptance;
Stage VI - Stabilizing the innovation and generating self-renewal. ²

Stage I - Change agent-client relationship.--A positive relationship must be developed between the client and the change agent.

Stage II - Diagnosis.--The change agent must help the client identify and articulate his needs as he perceives them.

Stage III - Acquiring relevant resources.--The change agent must be able to identify the resources--be they persons, research, or commercially prepared programs--which are relevant to the problems, and which should help him and his client make intelligent decisions.

Stage IV - Choosing the solution.--With a well-defined problem and many ideas garnered from their research, the change

agent and client must choose the solution they believe will meet their needs.

**Stage V - Gaining acceptance.**—Probably the most crucial of any of the stages, this is the time when a solution is molded and adapted to fit the very specific demands of the client. The goal is to have a solution that each person involved in the change can utilize.

**Stage VI - Stabilization and self-renewal.**—It is at this point that the change agent disengages himself from the project. Ideally, the client has been involved in the development of the new program to such an extent that he not only is thoroughly knowledgeable about its manner of functioning but, because of his new awareness of the change process, is flexible enough to make any further adaptations and changes that may become necessary to keep the program viable.

Havelock makes it clear that: one, not every one of these stages is a part of every change process; two, these stages do not always occur in sequence, but indeed, may occur simultaneously; and, three, there is an interrelationship among the various stages.\(^1\) Despite these qualifications, it makes sense to use each of these stages as an integral part of the sequence of events necessary to the process of selecting, implementing, and maintaining a year-round school program.

This chapter will present the aspects of Stage I through IV which are vital to the selection process, Stage V to the implementation of the program, and Stage VI to the maintenance of

\(^{1}\)Ibid., p. 11.
a year-round school program. Since Havelock's Guide to Innovation in Education deals in generalities so as to be pertinent to all educational change, only those components which appear to be most useful to the change agent who is redesigning the school year have been chosen.

Selection of a Change

A review of the literature reveals that, generally speaking, the initial impetus for restructuring the school year comes from one of three sources: the school district administration, the school board, or a group of local taxpayers. The school administration and/or the school board are usually reacting to one of two identifiable needs: one, a rise in school population and a limit on the amount of money available for building adequate facilities to house the increasing enrollment; or, two, a desire to expand and enrich the educational program without increasing the per pupil expenditure.

The group of taxpayers may be organized or unorganized, but they usually have one objective, that is, to lower the cost of education and thereby reduce their taxes. In both cases the client or the client system—the terms are used interchangeably—are the taxpayers of the school district, and their goal is to maintain or improve the educational program without increasing the per pupil costs of providing that education.

According to some definitions, any of these groups could be the change agent in the sense that they are creating a stimulus that will result in a response. For the purposes of this report, however, the change agent will be the administrator who will be
responsible for guiding the client system through the process of selecting, implementing, and maintaining a rescheduled school year.

Stage I Building a relationship

The first step in any change process is to identify the important groups with whom you should work. Primarily these groups will be the ones who will be most directly affected by the change. In the case of the restructured school year, the lifestyle of virtually every conceivable element of the community will be affected—parents, students, school faculty, churches, businesses, industry.

The involvement of so many varied groups makes this stage one of the most complicated of the change process. Before the change agent decides how to organize his formal and informal relationships with these groups, he should identify the characteristics of each group in order to ascertain what their values, perceptions, and needs are, and how these might relate to any change in the school calendar. Once he is familiar with the groups' characteristics, he is in a position to make an intelligent decision as to how each group should be involved in the change process. The greater his understanding of the group and how it functions, the better prepared he is to identify the power structure of each, and, thus, to know how that structure should be approached and dealt with in this process of change. The structure may consist of those who are the leaders and who are recognized as such, as well as those people which Havelock refers to as "influentials" and "gatekeepers." The influentials are those "... to whom others turn for new ideas." They are, in
actuality, the opinion leaders. The gatekeepers are the people, who, because of their positions with their system, "... control channels of information on certain topics."¹

With knowledge of the group and its structure, the change agent can determine if he should work with each group separately, or with a new group comprised of representatives of each group, or perhaps a group which already exists in the community which seems to represent most of the major elements of the community. Generally, the choice will be to work with selected representatives of the most important elements of the community. Havelock refers to this group as the "change team," and suggests that in addition to being a group with whom the change agent feels he can work, they should also be people: who represent some aspect of the formal authority of the community; who represent one of the major factions of the community; who have personal credentials which will lend credibility and respectibility to the group; and who, because of a combination of one or more of these factors, can be affective opinion leaders.² The quality of this change team—-they are actually the first level of the client system and, indeed, an important element in that system—-can be very important because they are the liaison between the change agent and the entire client system. They must keep the client system informed of the process of the change, and they must also keep the change agent informed of the client's reactions to that process.

The effectiveness of the relationship between the change agent, the change team, and the client system, can be measured

¹Ibid., p. 41. ²Ibid.
by looking at nine characteristics which Havelick has identified as being important components of a change agent relationship:

1. Reciprocity;
2. Openness;
3. Realistic expectations;
4. Expectations of reward;
5. Structure;
6. Equal power;
7. Minimum threat;
8. Confrontation of differences;
9. Involvement of all relevant parties.¹

1. **Reciprocity.**—Both groups share information freely so that both are aware of all problems and concerns.

2. **Openness.**—The change agent and the client should be able to look for new ideas, to share these ideas, to listen to each others problems, and discuss each others mutual concerns.

3. **Realistic expectations.**—It is important for both the client and the change agent to understand the advantages as well as the disadvantages of any proposed change so that the client will not expect a solution which is not probable. If expectations are unrealistic, the client may be disappointed, and/or disillusioned by the change and withdraw his support as a result.

4. **Expectations of reward.**—The client should be able to see the benefits possible if the change is adopted. Pilot projects often serve this purpose by providing the client with some

¹Ibid., p. 51-55.
evidence of the benefits possible, thus, providing impetus for the client to adopt the change on a larger scale.

5. **Structure.**--While it is not recommended that a rigid organizational structure be set up, it is important that each participant know his role as well as the goals of the entire group. A clear definition of the procedures to be followed is also important to help each member operate most efficiently. Sometimes a contract is developed encompassing each of these elements but no matter how formal the organization, it should be possible for the entire arrangement to be terminated at any point by the mutual consent of those involved.

6. **Equal power.**--Neither the change agent nor the client system should be able to force the other to do anything. Whatever the change initiated, it should be a mutually arrived at decision, and each group should be equally committed to the success of the change.

7. **Minimum threat.**--Since most all people feel threatened by anything that is different from that to which they are accustomed, the change agent must be careful to structure the change, and the presentation of the change, so as to minimize the client's perception of threat. The potential benefits should be stressed, and the factors which are most likely to threaten the client must be identified and dealt with honestly.

8. **Confrontation of differences.**--Any differences of opinion, or question of the motives of those involved, should be discussed with frankness. Conflicts are inevitable; honest discussion of these conflicts can help make the relationship a healthy one.
9. **Involvement of all relevant parties.**—All groups which are potential influences in the community should be kept informed of the progress of the change process.

**Stage II - Diagnosis**

In every change process it is important to identify what problems are to be solved so that the solutions examined will be truly pertinent. This approach is important, indeed crucial, in the case of the year-round school. What are the real reasons that consideration is being given to restructuring the school calendar? What problem or problems is the rescheduled school year supposed to solve?

Quite frequently the impetus for considering restructuring the school year comes from a group looking for ways to save money. This is their only goal; any year-round school program which does not attain this goal is doomed to failure. The role of the change agent and his team is: first, to be sure that the reasons for the client seeking the change are clearly understood by the client himself as well as the change agent; and, second, to identify any other goals which the client hopes to achieve by implementing this proposed change.

The most difficult aspect of this stage is finding a way to help the client honestly articulate what he sees as the problem. Quite often the stated problem is only a symptom of something much more involved. The change agent can help the client to verbalize his concerns by helping him assess the strengths as well as the weaknesses of the present structure. This assessment should be structured not only from the viewpoint of the school community,
but also in view of the entire community, and the impact of any change upon that community.

The diagnosis should result in a list of the goals the community hopes to achieve in restructuring a school calendar for its school district, and a survey of the goals that the current schedule is serving as well as the goals it is not.

**Stage III - Acquiring relevant resources**

This stage serves as the bridge between Stage II—Diagnosis, and Stage IV—Choosing a solution. In fact, all three stages may be going on simultaneously. Acquisition of relevant resources is very important if an appropriate solution is to be chosen to meet the goals which were diagnosed.

The term resources is used to describe any group of materials, products, or people who can provide information that is relevant and possibly useful to the formulation of a diagnosis and ultimately to the choice of a solution. It is essential for the change agent to know: a variety of resources do exist; how to locate the resources that are pertinent to his problem; and, how to utilize these resources once he has acquired them.

Awareness must be one of the major characteristics of a change agent, and this awareness must be based upon the change agent's broad knowledge of what is going on in education, and, in fact, many other related areas such as sociology and psychology. Awareness can be accomplished in two ways: first, subscriptions to a variety of educational journals will help him keep up with new developments and the progress of same; second, attendance at conferences and workshops not only will help him
keep up with new developments, but also will introduce the change agent to people who themselves may become important resources. The change agent should be a generalist in the sense that he knows a little about many things, then, when a problem is identified, he can locate resource material from people and places which have already experienced the problem or a variation of it. Generally, the location of these resources is problematic; the person who is aware of what is going on is generally aware of how to find more information. Usually it is a simple matter of contacting either the people who have reported on new developments, or the places where innovations are taking place. Access to a good library system is imperative if research data are to be utilized; all good reference librarians will help the change agent stay up-to-date with new reference tools which may be pertinent.

An important aspect of this stage in the process of change is that the ability to search out new ideas and new approaches must be transferred to the client system so that they will be able to deal with their future problems. The real skill and genuine test of the effectiveness of the change agent is demonstrated by how effectively he and the client system utilize their resources to select an appropriate solution. The lines of the stages are not clear cut but gradually, as resources are collected and consulted, the change agent and client system develop their solution.

Stage IV - Choosing the solution

The basic research has been done, the data has been collected; now the most interesting and perhaps the most creative
part of the entire change process can take place. Unfortunately, according to Havelock, some change agents "... will leave the client at this point, assuming that he knows what is best for himself and knows how to pick out the best solution when he has retrieved all the 'facts' and has a good diagnosis."\(^1\) Choosing the right solution, then, is as important as any of the stages in the entire change process. Indeed, perhaps it is the most important since if the change is truly appropriate to the problem, and tailored to the specific needs of a particular client system, it has a good chance of being permanently adopted. How then does the change agent help his change team choose the course of action that should be taken? Havelock identifies four steps which he feels could provide an effective course of action. They are:

1. Deriving implications from research;
2. Generating a range of solution ideas;
3. Feasibility testing;
4. Adaptation.\(^2\)

\(^1\) Ibid., p. 105.  
\(^2\) Ibid.
Once the change agent has determined the results of the research, he and his change team should compare these findings with the needs which had been diagnosed earlier. The process of viewing the research data in relationship to the specific needs of the community should help the change team refine their earlier diagnosis and may help stimulate some thinking about the wide range of alternatives which may be available.

2. Generating a range of solution ideas.—Obviously, many possible solutions to any given problem are available: research data will provide a list of possible solutions; communities which have dealt with the same problems can share their solutions. Since this is really the first time that the change agent and his change team have begun to consider the range of solutions that are available to them, they should be careful not to eliminate any of the possibilities or to let considerations such as cost, or potential problems, eliminate any of the solutions which otherwise might be considered.

3. Feasibility testing.—Once the client and the change agent have identified some possible solutions, they must choose the solution which most nearly will meet their needs. This phase primarily involves "... testing and comparing, applying criteria, eliminating some possibilities, accepting others, and modifying still others on the basis of comparative judgments." Thus, many questions need to be asked such as: How much will this particular solution benefit the client system? Will this solution be reliable? Can the client system afford whatever the cost of the

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1Ibid., p. 117.
solution may be? Do the benefits warrant the expense of the solution? Will the training, equipment, and staff necessary to the application of this solution be readily available? Is the solution acceptable to the client system's values?

Obviously, there are other questions to be asked. The important point is that the change agent and the client should identify the questions which they feel are pertinent to the issue and then they should ask these questions. Havelock indicates that not all the answers need be in the affirmative, and precise answers are probably not possible, but thoughtful answers are possible as well as essential if the client and the change agent are to exercise good judgment in choosing the solution. The actual choice of a solution is usually:

"... a matter of compromise and trade-off among a number of advantages and disadvantages. ... The advantages will be different for different clients in different situations and, in large part, the determination of advantages and disadvantages is something only the client himself can judge; he knows what questions are most important and least important for the people in his system."¹

4. Adaptation.—Once a solution has been chosen, it must be modified and adapted to the client system. If possible, the solution should be instituted in small stages so that further refinements can be made before the solution is applied throughout the system.

¹Ibid., p. 119.
Implementation of the Change

Stage V - Gaining acceptance

The decision has been made; the school calendar will be restructured. The change agent, in cooperation with his change team, has chosen the schedule he feels is most appropriate for his particular school district. Now the program must be implemented. In many cases much of the ground work for implementation will have been done already because, in the process of developing the program, the change agent has come to know the characteristics of the various client systems. In addition to knowing how his particular client system functions, however, the change agent must also know:

1. How individuals accept innovations;
2. How groups accept innovations;
3. How to choose a communication strategy which is effective for individuals and groups;
4. How to maintain a flexible program for gaining acceptance. ¹

1. How individuals accept innovations.—In every process of implementation, there are six steps through which those who are to adopt the change should follow:

a) Awareness;
b) Interest;
c) Evaluation;
d) Trial;

¹Ibid., p. 121.
e) Adoption;
f) Integration.¹

a) Awareness.—The change agent should expose the client system to the change. The introduction should be brief; it should provoke an interest; and it should present the change in a positive, well-structured manner.

b) Interest.—The client is now taking the initiative; he is asking questions; he is interested in finding out more about the proposal.

c) Evaluation.—The client is implementing the proposal mentally; he is trying it on to see how it will fit him and his life style. This is a good time to show him how others like him have reacted and adjusted to similar programs.

d) Trial.—The client has decided he is willing to try the new program, but he is very likely not to be committed to the program. The change agent, therefore, needs to provide a high degree of support. If the client feels that he is involved and can identify some positive experiences, the likelihood of a successful experience is increased.

e) Adoption.—If the client has experienced some success initially or, at the very least, has not seen enough negative results to warrant discontinuing the program, he will most likely continue to operate the new program. He still needs the support and direction of the change agent, however, in order to overcome any unanticipated obstacles.

¹Ibid., p. 123.
f) Integration.—This is the time when the change has become an accepted practice; it is routine. Most problems have surfaced and have been resolved. The individual is now confident and capable of meeting any new problems which may arise as a result of the new schedule.

2. How groups accept innovations.—If the change agent has chosen his change team wisely, he already has several key people from various community groups actively involved: the innovators and the opinion leaders. These people can help the change agent transmit pertinent information about the change to the larger community. Earlier, in the diagnosis stage, the change agent and his change team attempted to identify the general characteristics of the community and the specific characteristics of its major groups and organizations. This is the time when this information should be up-dated and revised, if necessary, so that the community can be approached in the most appropriate manner possible. Once this up-dating is completed, the change agent must begin the process of disseminating information about and gaining support for the change. He should first identify, with the help of his change team, the people in the community who are known as innovators. This group should be thoroughly informed of the total project in order to become knowledgeable and articulate about how the program was designed, as well as what goals the new plan is designed to meet. The next group to be identified are the opinion leaders. It is they who determine the success or failure of an entire project since they lead public opinion. This group should
be allowed to see the program in operation and they, like the innovators, should be given as much information as possible since they will be put in the position, informally and formally, of informing the public.

The change agent should also identify the people or groups in the community who have traditionally resisted change. A review of the past history of these people should reveal the issues they are most likely to react to and give clues as to the most effective methods to employ when dealing with them. It is not always possible and is probably not even desirable, to quiet all people who are resistant to change. They play an important role in any community by serving as protectors of the status quo. When, however, a change seems necessary, these same people serve to prod the change agent to prepare his case more carefully than might otherwise be necessary. This means, then, that the change agent must be "... hard-headed, realistic, and scientific..." in his approach, and, in addition, should have "... sound and well-reasoned answers for legitimate questions."¹

3. How to choose a communication strategy which is effective for individuals and groups.--Since many different groups must be educated, and each group will vary as to their level of sophistication, the change agent should design a program that utilizes all types of materials and presentation techniques. There should be newsletters, panel discussions, lectures, films, interviews, demonstrations, workshops, and anything else the change agent can design to help disseminate information. The message

¹Ibid., p. 136.
should be repeated many different times, in many different ways, to be sure that everyone has heard what they need to hear.

4. **How to maintain a flexible program for gaining acceptance.**—The most desirable approach to implementing a new program is for all groups to work together from the very beginning of the change process. The combined efforts of all major groups help insure that information is freely available to all and, gradually, as ideas and possible solutions are examined, everyone involved will develop a commitment to the program which is finally chosen.

It is possible to make mistakes in one or more of the stages of the change process. The change agent may have misjudged the depth of feeling of a particular group or may have assumed the group knew more about the proposed change than they actually did. Whatever the miscalculation, in order not to inhibit the adoption of the change, the change agent must be prepared to review and revise his original plans so that each group can be brought through each stage development.

**Maintaining the Change**

**Stage VI - Stabilization and self-renewal**

This is probably the least understood of the six stages of the change process and for good reason. "Have you ever thought that radical ideas threaten institutions, then become institutions, and in turn reject radical ideas that threaten institutions."\(^1\) All too frequently changes which have been implemented become solidified in the system so that what was once a creative, viable

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approach to an identifiable problem, continues to be used long after the need for it disappears.

The successful change agent must find a way to disassociate himself from the innovation, yet, leave the client system in a stabilized condition, and still, at the same time, have taught them the manner and methods for the continual review, adaptation, and renewal that will give them the resiliency to keep their system viable. Havelock identifies four features that are inherent in a client system which has developed a self-renewing capacity:

1. A positive attitude to innovation;
2. An internal change agency;
3. An external orientation;

1. **A positive attitude to innovation.**—There are certain basic attitudes which are fundamental to a systems being continually open and available to new ideas. The system must recognize the achievements of those who have innovated, encourage and assist those who do innovate, and make the positive results of the innovation itself highly visible.

2. **An internal change agency.**—A client system should provide personnel and/or funds for research and study. Members of the staff should be trained in the diagnosis, retrieval, selection, and evaluation of innovations.

3. **An external orientation.**—Members of the client system should be encouraged continuously to visit other school systems,

to attend professional conferences, and to read widely in the professional journals so that they will be aware of what is going on outside their district.

4. A future orientation.—Planning for the future is absolutely essential if innovation is to take place. Future needs must be assessed if the client system is to be prepared for the future when it arrives.

If the client system has developed these four characteristics, it is reasonable for the change agent to disengage himself.
CHAPTER X

HOW TEN SCHOOL DISTRICTS SELECTED, IMPLEMENTED, AND MAINTAINED A RESCHEDULED SCHOOL YEAR

The preceding chapter described a possible guide that school districts contemplating rescheduling their school year might wish to follow to enhance the probability of their achieving success. Several questions have been developed to correlate with the six stages of the change process as related to the rescheduling of a school calendar.

Selection

1. Who was the change agent?
2. How did the change agent identify and develop a positive relationship with the client?
3. What problem(s) prompted the consideration of rescheduling the school year?
4. What resources were used in developing the plan?
5. What determined the choice of the plan?

Implementation

1. How was the community prepared for the rescheduled school year?
2. How were the teachers prepared for the rescheduled school year?
3. How were the students prepared for the rescheduled school year?
Maintenance

1. How has the original plan changed or been expanded?

2. Does it appear that the rescheduled calendar has become an accepted part of the school district's structure?

During the fall of 1972, a questionnaire\(^1\) was sent to school districts known to be operating some type of year-round school program. Utilizing the responses to those surveys and other available data, this chapter will examine, by answering the questions listed above, how ten randomly selected districts went through the process of selecting, implementing, and maintaining a year-round school program.

Jefferson County Public Schools-
Louisville, Kentucky

Selection

1. Who was the change agent?--In 1968, Superintendent of Schools Richard VanHoose recommended to the Board of Education that the District consider rescheduling its school year. The District, beginning in 1957, had investigated the possibility of restructuring the school year calendar but the results had not been conclusive.

2. How did the change agent identify and develop a positive relationship with the client?--At Superintendent VanHoose's request, Dr. J. O. Johnson, head of the Department of Research, was authorized to work with a Citizens Advisory Committee to be

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\(^1\)See sample questionnaire in Appendix.
composed of housewives, businessmen, clergymen, and other members of the community. This committee was to make recommendations to the Board of Education.

3. What problem(s) prompted the consideration of rescheduling the school year?—While the District had experienced rapid growth, the primary purpose of rescheduling the school year was to improve the quality of education in Jefferson County.

4. What resources were used in developing the plan?—The Citizens Advisory Committee, whose task was to investigate the concept of restructuring the school year, surveyed the literature, attended meetings, and interviewed people involved with school organization. They recommended that the School District restructure the school calendar. The Committee further suggested that the Superintendent and his administrative staff recommend how the school calendar should be restructured.

5. What determined the choice of the plan?—Essentially, the Superintendent and Board of Education were seeking new ways to accommodate the continuing rise in student enrollment and at the same time improve the quality of education. The following five questions were used to judge the practicality of adopting any one of the many plans available:

a) What potential does it have for improving curriculum and instruction?

b) Could it be made operational without undue disruption to community life?

c) Does it have the capacity to improve the status of teachers?

d) Would it put existing school buildings into use the year-round?

e) Does it point to eventual economy?
The Continuous Four-Quarter Plan was considered to be most likely to meet the needs of the Jefferson County School System by providing the following advantages:

a) Provides flexibility in course offerings;
b) Reduces the number of failures and drop-outs;
c) Provides students the opportunity to accelerate;
d) Offers students more entry and withdrawal dates each year;
e) Allows better utilization of Jefferson County Professional personnel;
f) Makes use of existing school buildings 240 days per year;
g) Allows students and teachers the option of voluntary participation during fourth quarter;
h) Provides economy.¹

Implementation

1. How was the community prepared for the rescheduled school year?—Representatives of major segments of the community were involved from the beginning as members of the Citizens Advisory Committee. In addition, a booklet, "Signs of the Times," was distributed throughout the community. The booklet not only gave background information on the concept of year-round school, but also contained a questionnaire which provided an opportunity for all interested persons to indicate their concerns.

2. How were the teachers prepared for the rescheduled school year?—Teachers were extensively involved in both an Organizational Committee and in a Curriculum Committee; thus they

¹"Nine Month School Year Out!" Your Jefferson County Schools, XIII (June, 1970), 1-2.
actively participated in the entire change process. In addition, local administrators were kept informed of the changes being proposed in meetings with the Central office staff. These local administrators then held meetings with their faculties to pass on the information; thus, two-way communication was encouraged.

3. How were the students prepared for the rescheduled school year?—A brochure entitled "Elective Quarter Plan" was distributed throughout the community. A section of this brochure contained "Information for Pupils and Parents;" this information anticipated many of the questions which most likely would be of concern to students.

Maintenance

1. How has the original plan changed or been expanded?—Since this plan, implemented on August 30, 1972, has been in operation less than a year, information is not available as to what modifications are being considered.

2. Does it appear that the rescheduled calendar has become an accepted part of the School District's calendar?—While data is not yet available, it does appear that community support is such that the rescheduled school year will quickly become an accepted part of the School District's organizational pattern. Major curriculum revision has taken place so that teachers have made a commitment to the new organizational structure.
Selection

1. Who was the change agent?—The Superintendent of Schools, Pius J. Lacher, was the change agent.

2. How did the change agent identify and develop a positive relationship with the client?—The community was not involved in the design of the plan. The general feeling of the administration was that it is their responsibility to make decisions as to what plan of action is most appropriate for the school system. It then becomes the administration's task to inform the community of the decision, the reasons for making the decision, and the specifics as to how the plan will operate; following this the community's support is solicited.¹

3. What problem(s) prompted the consideration of rescheduling the school year?—Two attempts to pass a bond issue had failed and the School District was in desperate need of additional facilities.

4. What resources were used in developing the plan?—The 45/15 plans of St. Charles, Missouri and Lockport, Illinois were studied.

5. What determined the choice of the plan?—The 45/15 Plan was chosen because: it would increase the school's capacity; it would be less expensive to operate than renting space, building facilities, or operating on a split session; and the quality of education could be maintained and perhaps improved.

Implementation

1. How was the community prepared for the rescheduled school year?—Information about how the plan was to operate was made available to the community by means of Citizens Community Meetings, however community response was not solicited until after the program had been operating for five months. A strong majority of those responding to the survey favored the program.

2. How were the teachers prepared for the rescheduled school year?—The staff had inservice training to prepare them for the operation of the plan. In addition, staff members revised the curriculum to coordinate it with the new schedule.

3. How were the students prepared for the rescheduled school year?—Students were not involved in the development or initial implementation of the plan. Students in grades three through six were surveyed after the program had been in operation for five months. They, like their parents, preferred the new schedule to the traditional nine-month calendar.

Maintenance

1. How has the original plan changed or been expanded?—Some concern has been expressed about the variability of the size of each attendance group and the resultant effect of some classes being overloaded. Two possible solutions are being considered: one, developing a non-graded or combination class approach to education; or, two, disregarding the geographical attendance areas so that neighborhoods are intermixed.
2. Does it appear that the rescheduled calendar has become an accepted part of the School District's structure?—The administration appears to be committed to operating this plan indefinitely.

Chula Vista, California

Selection

1. Who was the change agent?—The Superintendent of Schools, Dr. Burton C. Tiffany, was the change agent.

2. How did the change agent identify and develop a positive relationship with the client?—An Ad Hoc Citizens Committee was appointed to work with the District staff in an advisory capacity. The Committee was comprised of parents from each of the four schools that would be operating on the year-round schedule, as well as representatives from the community.

3. What problem(s) prompted the consideration of rescheduling the school year?—One area of the School District, Otay Mesa, had experienced a rapid increase in enrollment. In 1965 there were fewer than 400 pupils; it was anticipated that by the 1971-72 school year there would be approximately 4,000 students. New schools had been built so that 3,200 students could be accommodated, thus, classroom space had to be found for approximately 800 students. Sufficient space was not available in schools outside the Mesa and, although double sessions were considered, the Superintendent recommended a 45/15 plan as a better choice in terms of educational benefits.
4. What resources were used in developing the plan?--
The Superintendent of Schools first became aware of the 45/15 plan through reports which were published in educational literature. Staff members from Chula Vista visited schools operating on a 45/15 plan in St. Charles, Missouri and Valley View, Illinois; they also attended the Third Annual Year-Round School Seminar in Cocoa Beach, Florida.

5. What determined the choice of the plan?—The 45/15 plan was chosen because: it would reduce the number of students attending school at any one time; it would provide three weeks vacation periods at regular intervals so families could vacation at any season; it would allow students to attend classes during their three-week vacation periods for make-up work or enrichment opportunities; it would provide teachers with many contract options.

Implementation

1. How was the community prepared for the rescheduled school year?—Parents and community members who served on the Ad Hoc Citizens Committee helped to relate the progress of the plan to the community. This Committee continues to review the progress of the program and act as a liaison between the Board of Education and the community. A "Year-Round School Lettergram" was printed periodically, in both English and Spanish, and PTA members as well as other community groups were continually involved in school functions. In addition, six open meetings were held for the parents and residents of the Otay Mesa area to discuss the implications of the rescheduled school year.
2. How were the teachers prepared for the rescheduled school year?—A staff task force was assigned to examine the ramifications of a rescheduled school year. Meetings were held at each of the Otay Mesa schools so that the staff's questions and concerns could be considered.

3. How were the students prepared for the rescheduled school year?—There is no data available to indicate that any formal orientation to the new program was provided for the students.

Maintenance

1. How has the original plan changed or been expanded?—Although the Ad Hoc Citizens Committee continues to serve in an advisory capacity to recommend changes and/or modifications to the program, there is no indication that any changes have been made as of this time.

2. Does it appear that the rescheduled calendar has become an accepted part of the School District's structure?—An informal survey taken in October of 1971 indicated that 79 per cent of the students, 88 per cent of the parents, and 89 per cent of the staff favored the year-round school.

Alvirne High School-
Hudson, New Hampshire

Selection

1. Who was the change agent?—Mr. Chester Steckevicz, principal of Alvirne High School, was the change agent.
2. How did the change agent identify and develop a positive relationship with the client? -- The principal worked initially with the teachers, his administrative staff, and the Superintendent's office. With the School Board's approval, he took the plan as it had been developed to the Chamber of Commerce and other community groups and, in addition, held several meetings which were open to the public. Several community surveys were taken to judge the community's reaction.

3. What problem(s) prompted the consideration of rescheduling the school year? -- The curriculum had been revised to such an extent that the principal was looking for a way to insure its success. Rescheduling the school year appeared to be one approach to effectively implement the revised curriculum. At the same time, the school population was increasing and while two portable classroom units had been added, there was not much hope of there being an extensive building program; thus, a year-round school could alleviate the problem of additional classroom space.

4. What resources were used in developing the plan? -- Mr. Steckevicz, through the literature and reports available, developed a thorough understanding of the year-round school concept and the many plans available.

5. What determined the choice of the plan? -- Originally, Mr. Steckevicz proposed a trimester plan to his staff, however, due to a general lack of enthusiasm, he developed a unique program whereby the school day is extended but the number of days the student must attend school each year is reduced from 180 to 165 days. Actual in-school time remains the same. The school
year is divided into four fifty-five day segments and is referred to as the Alvirne Quarterly Plan.

Implementation

1. How was the community prepared for the rescheduled school year?—Community meetings were held; surveys were taken; and, at the School Board's request, a referendum was held before the program was implemented. Parents voted in favor of the plan.

2. How were the teachers prepared for the rescheduled school year?—Teachers were involved in the curriculum revision which ultimately resulted in the formulation of the plan. Mr. Steckevicz met frequently with his staff as he developed his plan. The school began scheduling its students twice a year prior to the implementation of the Quarterly Plan so that any adjustments necessary to efficiently schedule students four times each year could be made.

3. How were students prepared for the rescheduled school year?—In addition to surveying the students, student representatives made suggestions and expressed their concerns. Once the program was scheduled for implementation, the High School Guidance Department met with grades eight, nine, ten, and eleven to explain the procedures as well as the options available to them. In addition, the Guidance Department arranged for meetings with concerned parents. Newsletters were instigated and forms showing programs available were prepared.
Maintenance

1. How has the original plan changed or been expanded?—As a result of their initial experience some further curriculum revision has been deemed necessary. Also, the Guidance Department feels that a more thorough orientation for incoming students than originally provided is needed so that students will be better prepared to make intelligent course selection.¹

2. Does it appear that the rescheduled calendar has become an accepted part of the School District's structure?—It is too early to make any definitive statements, but judging by the general enthusiasm of teachers, parents, and students, it does seem likely that the Alvirne Quarter Plan will continue indefinitely.

La Mesa/Spring Valley District—California

Selection

1. Who was the change agent?—Two school principals initiated the idea of a year-round schedule.

2. How did the change agent identify and develop a positive relationship with the client?—Five schools were identified as being those most in need of restructuring their school year. A series of coffee hours and community meetings were held in each of the school attendance areas. Teams of principals and administrators presented three solutions to the problem of overcrowding:

a) Double sessions;
b) Bus students to schools less crowded;
c) Implementation of a year-round school schedule.

A questionnaire was distributed at each of these meetings asking parents to select the alternative they would prefer. The results strongly favored the implementation of a year-round school schedule.

After the 45/15 Plan was implemented, the Superintendent of Schools, Dr. James R. Runge, asked that a Year-Round School Citizens Advisory Committee be formed; representatives of major community service organizations and agencies were invited to participate, and, in addition, each PTA group was asked to send two representatives. School District staff members served as consultants to the Committee. The Committee's function was: to identify problems, to communicate the programs objectives; and, to serve as a resource for others contemplating rescheduling the school year.

3. What problem(s) prompted consideration of rescheduling the school year?—The District was looking for a way to accommodate a rapid rise in enrollment in certain schools. Three of the five schools identified would implement a year-round schedule, two would not.

4. What resources were used in developing the plan?—All staff members were asked to find out as much as possible about year-round school programs; the literature was reviewed; visitations were made; seminars were attended.

5. What determined the choice of the plan?—The District had considered an extended school year plan but only seriously
became interested when Valley View's 45/15 Plan was publicized. The 45/15 Plan seemed to offer an opportunity for educational improvement without a great deal of additional cost, and without the drawback of an undesirable vacation schedule.

**Implementation**

1. **How was the community prepared for the rescheduled school year?**—As already mentioned, a number of coffee hours and community meetings were held to give the community an opportunity to indicate which of three alternatives they would prefer. They were not given an opportunity to discuss or choose which year-round school plan they would prefer.

2. **How were teachers prepared for the rescheduled school year?**—A Staff Pilot Study Committee was formed at the very outset. This Committee and its various subcommittees investigated the options available and developed the plan that was to be implemented. All staff members were asked to help gather information about year-round school programs. A feasibility study was conducted by the Instruction, Business, and Personnel Divisions of the School District. Orientation programs were held for staff members before the program was actually implemented.

3. **How were the students prepared for the rescheduled school year?**—There is no data available to indicate that students were given any special orientation to the new schedule.

**Maintenance**

1. **How has the original plan changed or been expanded?**—There have not been any changes instituted as of this date.
2. Does it appear that the rescheduled calendar has become an accepted part of the School District's structure?—The Citizens Advisory Council, with some assistance from the California Teachers Association, surveyed the attitudes of teachers, students, parents, and other groups identified as being involved and/or otherwise concerned with the new schedule. It was reported that 84 per cent of the users recommended that other schools in the District operate on a 45/15 schedule and 63 per cent of these people recommended that the 45/15 be extended through grade twelve. The results of the survey seem to indicate strong support for the 45/15 program.

Francis Howell School District—St. Charles County, Missouri

Selection

1. Who was the change agent?—The Superintendent of Schools, Dr. M. Gene Henderson, was the change agent.

2. How did the change agent identify and develop a positive relationship with the client?—The Administration worked with parent groups. Information meetings were held; parents had an opportunity to discuss the proposed change and to ask questions.

3. What problem(s) prompted the consideration of rescheduling the school year?—The Francis Howell School District needed to find some way to house an expanding student enrollment. The Board of Education felt that split or double sessions were not feasible because such a schedule, including transportation time, would involve about fifteen hours per day.
4. What resources were used in developing the plan?—There is no information available as to how the District developed the 45/15 plan. It is known that they had investigated year-round school programs and had discussed the feasibility of a four-quarter plan.

5. What determined the choice of the plan?—The Board of Education chose the 45/15 Plan because it did not require any of the school population to vacation, for an extended time period, during the winter. The 45/15 Plan also eliminated the long three-month vacation break whereby buildings would be idle; thus, the staggered, three-week vacation schedule and year-round utilization of buildings were two prime reasons why the 45/15 Plan was chosen.

Implementation

1. How was the community prepared for the rescheduled school year?—Following the information meetings, and concurrent with ongoing newspaper reports, the parents were surveyed as to whether or not they would support the year-round school for a one year trial period; the parents surveyed said they would support the year-round schedule.

2. How were the teachers prepared for the rescheduled school year?—Apparently teachers were involved in planning for the 45/15 schedule, but there is not any data available to indicate the extent of their involvement. Teachers were surveyed three months after the program was initiated to provide the administration with appropriate data. Teachers had been and were involved in designing a continuous progress, un-graded program and the year-round school calendar was viewed by the Administration
and School Board as a vehicle by which this educational approach could be strengthened. Their involvement in this aspect of the educational program most likely provided them with opportunities to influence the design and implementation of the year-round schedule.

3. How were the students prepared for the rescheduled school year?—There is no data available to indicate that students were prepared for the new schedule.

Maintenance

1. How has the original plan changed or been expanded?—Parents and teachers have been surveyed every year since the program was implemented and as a result, some changes have been made. One of the most significant changes in the original plan has been the decision by the staff and administration of the Becky-David Intermediate School to have each teacher track with the same group of students throughout a year. This change took place in the third year of the program.

The program has been expanded from the original school, Becky-David, to another elementary school and to a junior high school. Plans call for the entire District to operate on a year-round schedule. School staff and administrators are revising the curriculum for the secondary level; experimental activities are planned as steps toward further implementation for all schools.

2. Does it appear that the rescheduled calendar has become an accepted part of the School District's structure?—The yearly surveys of parents and teachers indicate strong support for continuing the year-round schedule. The plan to extend the
schedule to every school within the District is evidence of the administration's support. It does appear that the year-round school calendar has become an accepted part of the District's structure.

Chicago District #299-
Chicago, Illinois

Selection

1. Who was the change agent?--The Chicago Board of Education requested, in 1967, that a formal study of year-round school programs be made. The study, and resulting action, was directed by the General Superintendent of Schools.

2. How did the change agent identify and develop a positive relationship with the client?--Each community was introduced to the concept of year-round school year through a public relations process which included the dissemination of two specially prepared booklets, public meetings, and a series of newspaper articles. Once the faculty, the local school council, and the parents of children attending that school indicated an interest, they then reviewed the plans which the Board had approved.

3. What problem(s) prompted the consideration of rescheduling the school year?--The administrative staff of the General Superintendent initially made recommendations of schools which should consider the feasibility of adopting a year-round school program. The criteria used in selecting these particular schools included:

   a) Severe reading needs;
   b) Integration needs;
c) Bilingual needs;
d) Multi-ethnic needs;
e) Severe overcrowding;
f) Rapidly increasing enrollments.¹

4. **What resources were used in developing the plan?**—The General Superintendent and his staff reviewed the literature available and studied the various plans that were being proposed by concerned educators.

5. **What determined the choice of the plan?**—The Board of Education of Chicago accepted the recommendation of the report made by the administrative staff that four plans be considered. They were: the Staggered Quarter Plan, the 12/4 Plan, the 45/15 Plan, and the Flexible High School Plan. The Board, rather than choosing one of these plans, gave all schools in the city the option of: not participating in one of the plans suggested; participating in one of the plans; or participating in a modification of one of the suggested plans, subject to certain financial constraints and approval by the Board of Education. Each of the four plans would help alleviate crowded conditions as well as improve opportunities for quality education. Each of the four schools currently operating a year-round school schedule chose the 45/15 Plan.

**Implementation**

1. **How was the community prepared for the rescheduled school year?**—The communities were well-informed of the changes

the Board of Education was proposing. Once a school faculty, the local school council, and the parents had determined which plan they would like to implement, the parents from that school's attendance area had to vote on the proposal. A majority of parents had to vote in favor of implementation in order for the plan to be approved by the Board of Education.

2. How were the teachers prepared for the rescheduled school year?--Teachers were involved, as were the parents, in choosing which plan they would prefer for their school. Although the final decision was made by the parents, teachers also indicated their preferences by a formal vote. They voted in favor of the 45/15 Plan. Teachers who did not wish to be involved with the new program were allowed to transfer to a school which was on a ten-month schedule.

3. How were the students prepared for the rescheduled school year?--Although students apparently did not participate in the initial decision to implement the program, their opinions were solicited. The majority of students like the 45/15 plan.

Maintenance

1. How has the original plan changed or been modified?--Surveys taken prior to the program's implementation revealed some of the questions and problems with which teachers and parents were concerned. Careful attention to these questions has resulted in approaches being developed which seem to have been adequate to handle the problems. Thus, as of this date, there have been no changes or modifications made in the original plan.
2. Does it appear that the rescheduled calendar has become an accepted part of the School District's structure?—Parents of each school were asked to vote whether or not to continue the 45/15 Plan for a second year; the vote was to continue. There appears to be strong support for the program.

Valley View Elementary School District—Lockport, Illinois

Selection

1. Who was the change agent?—The Superintendent of Schools was the person who initially made the suggestion that the School Board consider year-round operation of the school system. Significantly, the Superintendent of Schools, one of the Assistant Superintendents, and a School Board member had attended a conference on year-round school operation in October of 1968 at Northern Illinois University—almost a full year in advance of the School Board's decision to study possible solutions to the rapidly expanding enrollment. The Superintendent of Schools and his administrative staff continued to function as the change agents and, together with the School Board, served as the change team.

2. How did the change agent identify and develop a positive relationship with the client?—The School District Administrators had established a system of informal meetings whereby a team of administrators and School Board members would discuss whatever concerns the group had about what was happening in the school system. This approach was utilized to inform the community of the proposed calendar change.
3. What problem(s) prompted the consideration of rescheduling the school year?—Valley View School District had grown from 89 students enrolled in the system in 1953, to 7,000 students in 1971, to a projected enrollment of approximately 20,000 students in 1980. The District was unable to build any new schools because it was currently at its statutory debt limit; therefore the Board of Education was seeking alternative ways to provide for the increase in student enrollment.

4. What resources were used in developing the plan?—As already mentioned, the Superintendent of Schools, one of the Assistant Superintendents, and a member of the School Board had attended a conference on year-round schools. In addition, they read a great deal of the literature that is available on year-round school programs, and investigated the programs that were then in operation. In fact, a 45/15 calendar was already in operation in one school (Becky-David) in the Francis Howell Public School District in St. Charles County, Missouri. All of this research culminated in a feasibility study which anticipated many of the problems and questions which had to be dealt with before the program could be implemented successfully.

5. What determined the choice of the plan?—In surveying the literature, the Valley View change team determined that many year-round school programs had failed, or had experienced difficulty, because various segments of the community had been treated

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2Ibid., p. 9.
unequally. This was particularly true when a school adopted the staggered four-quarter plan and one-fourth of the enrollment is required to take a winter vacation.\(^1\) With the 45/15 plan, each family has a three-week vacation during each of the four seasons.

Implementation

1. **How was the community prepared for the rescheduled school year?**—As indicated earlier, Valley View depended primarily on person-to-person contact with the community where the Superintendent of Schools, one or more assistants or other school officials, and/or members of the School Board would go out as a team to any meeting to which they were invited. In addition to the usual PTA and other formal organization's meetings, the team was frequently invited into informal neighborhood gatherings. The team would supply the refreshments for the meeting as a means for setting an informal atmosphere in which the participants would feel free to ask questions and discuss all phases of the school system. Charts, overhead transparencies, slide-tape presentations were all utilized whenever deemed appropriate; local newspapers printed articles reporting the progress of the plan; and, a phone number was available which provided a two-minute tape recording for persons interested in knowing the latest happenings in the school system.\(^2\)

2. **How were teachers prepared for the rescheduled school year?**—The same team that met with community groups also met

\(^1\)Ibid., p. 2.

with teacher groups so that their concerns could be expressed and discussed.

3. How were the students prepared for the rescheduled school year?—There is no data available to indicate that the students were prepared for the new program.

Maintenance

1. How has the original plan changed or been expanded?—The separate Valley View High School District #211 was combined with the Valley View Elementary District #96 to form a Unit School District in July of 1972. The 45/15 Plan went into effect for the entire District, grades K-12, at that time.¹

2. Does it appear that the rescheduled calendar has become an accepted part of the School District's structure?—The extension of the schedule to encompass grades 9-12, as well as the election of School Board Members who actively support the 45/15 Plan, indicates continued community support for the 45/15 schedule.

Park Elementary School—
Hayward, California

Selection

1. Who was the change agent?—Two School District principals initiated the study of a four-quarter plan.

2. How did the change agent identify and develop a positive relationship with the client?—Only the members of the community served by the Park Elementary School were invited or involved

¹Ibid., p. 19.
in the public relations program. Existing communication lines were utilized.

3. **What problem(s) prompted the consideration of a rescheduled school year?**–The School District was seeking new ways to meet the needs of individual students. The rescheduled school year was considered to be one means of improving the quality of education.

4. **What resources were used in developing the plan?**–The Park School staff participated in a feasibility study. Data is not available as to how this study was conducted.

5. **What determined the choice of the plan?**–It appears that the four-quarter plan was chosen before any extensive investigation of the variety of year-round school schedules available was made.

**Implementation**

1. **How was the community prepared for the rescheduled school year?**–Informational meetings for parents were held. In addition, several written surveys were made to assess parents' support. Parents who objected to the program could enroll their children in another school; all but three children were enrolled in the year-round program.

2. **How were teachers prepared for the rescheduled school year?**–Teachers participated in the original design of the plan and in the feasibility study. Time was also allowed for teachers to develop instructional units for each level. A curriculum specialist was hired during one quarter of the 1968-69 school year to help with the modification of the Hayward School District
curriculum. Time is set aside during each quarter break to make additional changes in the curriculum. Principals and teachers have visited schools which have strong individualized programs. Teachers who are members of the Park Elementary School staff volunteered to participate in the school's year-round program. They are paid the regular School District rate, and are compensated for the additional days on a prorated schedule.

3. How were students prepared for the rescheduled school year?—Each student had a 40-minute counseling session prior to the opening of the first quarter of school to determine his interests and needs; individual conferences are held during each quarter.

Maintenance

1. How has the original plan changed or been expanded?—The design of the program does not appear to have changed since it began in 1968.

2. Does it appear that the rescheduled calendar has become an accepted part of the School District's structure?—The District does not appear to be committed to continuing the program indefinitely, however this may be because of the time limit placed on the District by the enabling legislation which allows the year-round program to continue only through the 1974-75 school year.

Champlain Valley Union High School-
Hinesburg, Vermont

Selection

1. Who was the change agent?—The Champlain Valley Union High School Board of Directors directed its Ad Hoc Committee to
find a solution to the need for additional space to house an expanding enrollment. This Ad Hoc Committee served as the change agent.

2. How did the change agent identify and develop a positive relationship with the client?—The Ad Hoc Committee met with school administrators and department chairmen, and also held a series of community presentations. Unfortunately, in the first attempt to implement a year-round school program, the Committee did not invite the participation of any representatives of the community. In fact, in the Committee's presentations to community groups, they changed the details of the program they were recommending for implementation so that some members of the community began to doubt the validity of the Committee's presentation. After the initial attempt to implement the 45/15 plan was defeated, the Board of Directors was reorganized from an eight to a twelve-man Board and members of the community were invited to participate with students, faculty, administrators, and Board members in the discussion of possible solutions to Champlain Valley Union High School's problems.

3. What problem(s) prompted the consideration of rescheduling the school year?—Champlain Valley Union High School had a student enrollment that far exceeded the capacity of the school. A bond issue for the High School had been defeated on two occasions; therefore the Board was seeking some way to accommodate the student population.

4. What resources were used in developing the plan?—The Ad Hoc Committee surveyed the literature available. They also met with a consultant to discuss the feasibility of a 45/15 plan.
5. What determined the choice of the plan?—The Committee felt that the 45/15 plan would not only help alleviate the space problem, but would also provide an opportunity for the High School to revise its curriculum and provide a variety of options for both students and faculty that otherwise would not be possible.

Implementation

1. How was the community prepared for the rescheduled school year?—Initially, as previously mentioned, the community was very poorly prepared: no community members were involved in the change process; presentations made to the community were inconsistent. The community was asked to vote in a referendum to indicate their acceptance or rejection of the proposed change, but was told the vote would not be binding unless more than 51 per cent of the electorate voted. The Board did ignore a negative result since only one-third of the electorate voted. Subsequent community reaction was such that the Board was forced to rescind its decision. A new Board of Directors successfully implemented a 45/15 plan by working closely with the community.

2. How were teachers prepared for the rescheduled school year?—Although the Board had directed the school administration to work with the staff to develop the skills necessary for efficient operation of a 45/15 plan, the faculty failed to publicly support the plan because of teacher concern over the renewal of contracts, reimbursement for additional teaching days, etc. In the second attempt to implement the new schedule, the teachers participated in the design of the program and became very supportive of it.
3. How were the students prepared for the rescheduled school year? -- In the second attempt to implement the 45/15 plan, student representatives served on the committees and participated in the change process, and thereby had an opportunity to become involved with and committed to the new plan.

Maintenance

1. How has the original plan changed or been expanded? -- The final recommendations of the community committees were accepted by the Board. The administration recommended that the committee's original proposal of sixteen quarters be reduced to eleven to provide a smoother transition period.

2. Does it appear that the rescheduled calendar has become an accepted part of the School District's structure? -- There is no data available, however, strong community support during the second implementation period would seem to indicate that the community is committed to the success of the program.
CHAPTER XI

CORRELATION BETWEEN THEORETICAL MODEL AND CASE STUDIES

In the preceding chapter, ten of the school districts currently operating year-round school programs were examined by means of a series of questions designed to correlate with the major aspects of the change process as outlined in Chapter IX. The purpose of this chapter is: first, to compare the answers to each of those questions with the theoretical guide for educational change which was proposed in Chapter IX; and, second, to judge the validity of that guide in view of the experiences of those ten districts.

Selection

1. Who was the change agent?—The theoretical model of the process necessary to reschedule the school year indicated that the change agent would be the school district administrator who would assume responsibility for guiding the client system through the process of selecting, implementing, and maintaining a rescheduled school year. In nine of the ten school districts examined, this premise proved to be true.

The superintendent of schools was the change agent in six of these school districts, while three districts had one or more of their building principals function as change agents.
The one exception was at Champlain Valley Union High School where the School Board of Directors served as the change agent.

2. How did the change agent identify and develop a positive relationship with the client?—In the proposed guide, this aspect of the change process is described as one of the most complicated. It is important to identify each group that will be affected by a rescheduled school year and to anticipate their needs and concerns. In every district, the change agents were members of the existing structure; it must be assumed, therefore, that each change agent did have some knowledge of the community. Information about the actual extent of the change agent's relationships with individual groups and community leaders was not available, however, the data would seem to indicate that the approaches varied considerably.

For example, School District officials in Mora, Minnesota deliberately chose not to involve the community, or any representative groups, in the actual design of the program. The Superintendent utilized a carefully planned public relations program, however, in order to sell the year-round school program to the public. Chula Vista and Jefferson County are two examples where the community was involved in planning the year-round school program from its inception. Various committees comprised of parents and community leaders were organized to act as advisors to the change agents. These committees really did serve as part of the change agent's change team.

La Mesa/Spring Valley School District utilized the concept of a change team in a slightly different manner. The team was organized after a 45/15 plan had been selected. Its function
was: to be a sounding board for any problems which might develop; to be responsible for publicizing the program's objectives.

Obviously the change agent must know his community; he must decide how much his community should be involved in the total program. A good public relations program appears to be more important to the success of a new program than the extent to which the community is involved.

3. What problem(s) prompted the consideration of rescheduling the school year?—According to the theoretical model, it is absolutely essential for the change agent to know the reasons why a school district wants to reschedule their school year. The goals of each community may vary. In order to design a program which will meet those specific goals, they must be clearly identified and articulated. Once the goals have been stated and the program to meet those goals has been designed, the change agent must be careful to present that program for the exact reasons for which it was chosen. The community's expectations must be realistic in terms of what that particular year-round program can offer.

Seven of the school districts examined chose to implement a type of 45/15 plan in order to alleviate overcrowding. The programs were presented to these communities for this stated purpose. In addition, each community was assured that the quality of education would not be sacrificed.

The communities served by Jefferson County Schools and the Alvirne High School were told that their school calendars were being restructured primarily to improve the quality of the educational program and, only secondarily, to provide additional
classroom space. Both communities accepted these reasons. Park Elementary School appears to be operating the only program which was designed for one reason: to provide educational improvement.

The evaluations of each of these programs must be done in relation to the goals for which each program was implemented. This is the only way the program can be judged accurately as a success or a failure.

4. What resources were used in developing the plan?

Every effective change agent is aware of what is going on in his field. The change agent who is interested in restructuring the school calendar must have knowledge of programs currently operating as well as of those which have been discontinued. Reported experiences should be examined for information which might be applicable to his district. Unfortunately, since much of the data that is available about year-round school programs is contradictory, the change agent must not rely on any one report. The more information he gathers, the more likely he will be to develop realistic expectations.

Some communities culminate their research studies in a feasibility report. Unfortunately, many communities which have done extensive feasibility studies have not implemented a year-round school program. Although there are many possible reasons for not implementing a year-round school calendar—the community just may not be prepared to give up its traditional life-style—it is possible that many of these communities have fallen into a trap of feeling that further study is required. It appears that these districts may be using this as one means to stall the change process. The change agent should be aware that this is
one technique utilized by groups who, consciously or unconsciously, do not wish to have a year-round school program implemented.

Every one of the districts examined conducted a study; some were more extensive than others. Some district administrators reviewed the literature, studied programs currently in operation, and attended conferences. Some considered the range of programs available, while others considered only one type of plan. The administrators in each of these districts did appear to make good use of the resources available to them.

5. What determined the choice of the plan?—According to the theoretical model, choosing a particular solution is a matter of correlating the results of the research with the needs and goals of the community. Once again, it is vitally important that these needs and goals be identified and understood by everyone. Any program which is instituted that does not do what the community believes it will do, is doomed to fail.

As mentioned earlier, seven of these ten districts were primarily concerned with choosing a plan to relieve overcrowded conditions; every one of these seven districts chose the 45/15 plan. Although other year-round programs will relieve overcrowding also, the 45/15 appears to have been chosen by each of these districts because of other characteristics which were viewed as advantages. The biggest advantage seems to be that the vacation schedule does not discriminate against any attendance group. Each group has four three-week vacations, one vacation at each season of the year.

Each of the other three districts implemented some type of a four-quarter plan. Hayward, California's Park Elementary
School provides for approximately fifty days of in-school time followed by a three-week vacation period, so these students also vacation at each of the four seasons. Since this school was not trying to relieve overcrowding, attendance is compulsory for each of the four sessions, and every student vacations at the same time.

The Jefferson County Schools and Alvirne High School operate a type of four-quarter schedule. The organization of the curriculum was the primary consideration in the development of these programs, not the vacation schedule.

The variations in the designs of each district's 45/15 program is a good example of how each type of program can be modified and adapted to the individual community. For example, some districts begin each 45-day segment on a Monday and end on a Friday; others do not. Some communities have chosen to have their teachers track with the same group of students for an entire year; others do not. It is clear, therefore, that variations are possible and probable, as well as desirable.

Implementation

1. How was the community prepared for the rescheduled school year?—During the selection process, the change agent should identify and develop a relationship with the client system. Whether he has done this as a conscious effort to involve the client in the development of a year-round program, or whether he has done this as part of the every-day operation of the school system is unimportant. It is important that the change agent have a good relationship with the client system because an
accurate communications system is essential to the successful implementation of any program. If the community has been involved in the development of the program, the change agent's job will be much easier, since there will be members of the community who will be committed to the change. In either case, an effective public relations program can help insure successful implementation.

With one exception, every single school district did effectively utilize a public relations program to inform the public of the proposed change. Opportunities were provided for the community to express their concerns and to ask questions. Surveys were made; questionnaires were distributed; in some communities a referendum was held.

The Champlain Valley Union High School's initial experience provides a classic example of how not to implement a year-round school program. In addition to the mistakes described earlier, the School Board of Director's Ad Hoc Committee did a poor job of presenting the proposed change to the community. The community presentations were made before all the details of the program had been worked out and, thus, as plans changed, so did the specifics of the presentation. As a result the community was antagonized; the committee's credibility was questioned.

A good public relations program that utilizes all possible methods of distributing information is essential. The information distributed must be accurate and intelligible to the average layman.

2. How were the teachers prepared for the rescheduled school year?—Every district involved their staff to some degree.
In some districts such as Jefferson County and La Mesa/Spring Valley, staff members served on committees that were designing the program and revising the curriculum. Other districts, such as Alvirne and Mora, involved their teachers in curriculum revision, but the year-round plan was designed by the administration.

It appears that involvement of the teaching staff in the choice of the plan to be implemented is not as important as their involvement in curriculum revision, since it is the design of the curriculum which is most important to them. The application of the curriculum to a year-round school calendar gives a teacher the opportunity to function at the highest professional level by designing a program without some of the constraints found in the traditional 180-day calendar. Participation in the program development also will help to insure that teachers will be committed to the success of that program.

3. How were the students prepared for the rescheduled school year?—School districts which implemented the year-round school at the elementary level did not prepare the students directly but rather prepared their parents. After the program had been operating, some of these districts surveyed the children either formally or informally in grade three and up, to judge their reactions.

Districts implementing a year-round program at the high school level are more inclined to involve their students. Champlain Valley Union High School, in its second implementation attempt, had students serving on the committees responsible for developing and implementing the year-round program. Alvirne High
School provided opportunities for students to express their concerns and make suggestions.

Staff members at Hayward, California and Alvirne High School, Hudson, N. H. had counseling sessions with the students to orientate them to the new program and to determine what their needs are in relation to the curriculum.

Maintenance

1. How has the original plan changed or been expanded?—Some of the programs have not been operating long enough to have made any significant changes. Other districts have made adaptations which are significant. For example, the teachers in the Becky-David Intermediate School now have the same group of students all year rather than switching groups every forty-five days, as they did the first year of operation.

The Valley View School District has reorganized so that high school students will be included in the 45/15 schedule. The Francis Howell District is also in the process of expanding the program from one school to all the schools in the District.

Alvirne High School has plans to provide more intensive counseling for students entering the program next year. It was generally felt that with better preparation, students would make wiser choices in selecting their courses.

2. Does it appear that the rescheduled calendar has become an accepted part of the School District's structure?—In every instance, the school districts examined appear to be committed to the year-round school calendar.
Park Elementary School in Hayward, California is operating with approval granted from the California State Legislature until 1974-75 school year. This time limit may influence the District's decision on whether or not to continue the program beyond that date since, psychologically, the community may not feel a commitment to carry the program beyond its initial trial/study period.

Conclusion

The theoretical guide proposed in Chapter IX has proved to be a workable, realistic approach to the selection, implementation, and maintenance of a year-round school year. The six stages described in that change process were:

Selection

Stage I - Building a relationship;
Stage II - Diagnosis;
Stage III - Acquiring relevant resources;
Stage IV - Choosing the solution.

Implementation

Stage V - Gaining acceptance.

Maintenance

Stage VI - Stabilization and self-renewal.

Every school district examined, including Champlain Valley Union High School in its second attempt, followed these major stages in the change process. Sometimes the order of the stages of the process changed; sometimes more than one stage was operating at once; often there was a strong interrelationship among the stages. The districts did modify the process to meet their needs.
There were interesting modifications. For example, not all the districts involved the community and/or their staff in the initial process of selecting which year-round school program to implement, yet they did successfully implement the new program. The key elements for success appear to be: sound knowledge of the community; a good relationship with the community; and, an honest effort to inform the public of the plan and how it will effect them.

The most difficult stage to evaluate was Stage VI - Stabilization and self-renewal. It is at this point in the change process when the change agent must be concerned with maintaining the change which has been implemented. Most districts operating year-round school programs are somewhere between the implementation and maintenance stages.

In this sixth stage, it was suggested that the change agent disassociate himself from the program, thereby assuming that the client system is capable of handling the methods necessary to review and adapt the program in light of changing needs. If the change agent responsible for the year-round school program remains as a part of the district administrative team, it may be that his presence is giving continuing support to the program. The change agent in this situation must consciously find ways to disengage himself from the program. Despite his continuing physical presence, the year-round program will become an integral part of the school district only when that district is flexible and adaptable enough to modify the program as the needs arise, but committed enough to continue the program as long as it remains viable.
The theoretical guide proposed in Chapter IX is indeed an appropriate approach to rescheduling a school calendar. Any school district can use it in total, or modify it to their own needs, and still be successful, as long as all elements contained within the guide are carefully considered. The ultimate success or failure of the year-round school concept is not dependent upon how many districts reschedule their calendars or on how long these districts operate year-round school schedules. Success must be judged solely on whether or not the program implemented achieved its predetermined goals. If the school district's objectives were met, the year-round schedule was a success.

Recommendations

The fact that year-round schooling is a viable alternative to the traditional 180-day school year can not be disputed. There is still a great deal to learn, however, about the extent to which year-round schooling can affect education since it may be that current programs are only beginning to take advantage of the possibilities. Some questions that should be considered in future studies include:

1. How could each year-round school program provide more effective education for minority groups and children with special problems?

2. Would the creativity teachers seem to exhibit when first encountering a year-round school program continue to be demonstrated?

3. Would the curriculum revision undertaken by districts become a more flexible guideline than the curricula of a 180-day school year has been?

4. Will year-round schooling become a widely accepted organizational pattern or is it a movement which is prompted by peculiar and temporary social and economic situations?
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APPENDIX
1. Initially who started the idea of year-round schooling for your district?

2. Was a feasibility study conducted? (If so, enclose same.)

3. What were the key factors in your mind in terms of which type of year-round school plan was selected?

4. What types of opposition to the year-round school plan was encountered, and how was it overcome?

5. What provisions were made for community, parental, faculty, and student participation in the selection of a year-round school plan?

6. Who do you see as the key person in the selection process of a year-round school plan?

7. Please summarize key points in the selection process of a year-round school program as you see them.

8. Once a year-round school plan was selected, was there a set pattern developed as to the implementation of the year-round school program?

9. Based upon your experience, what are some of the important factors to keep in mind when implementing a year-round school program?

10. What do you feel year-round school can accomplish in terms of quality education that the traditional school year design cannot?

11. To sustain a program involves positive evaluative responses, particularly in terms of established objectives--could you describe how you intend to, or have already, handled this area?

12. Has an economic analysis of the program been conducted? If so, please enclose a copy.