

SOME COMMUNITY IMPLICATIONS OF
YEAR-ROUND PUBLIC EDUCATION IN TUCSON

by

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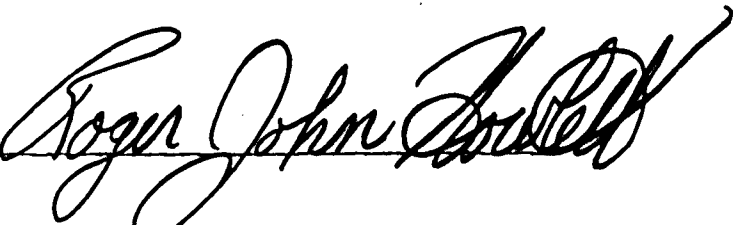
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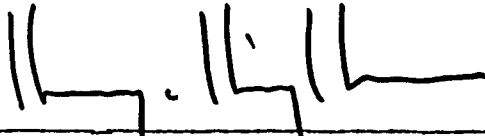
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Date

PREFACE

SOLVING AGRICULTURAL PROBLEMS

With deft, quick strokes of my colored pencil
I wipe out large areas of subsistence farming
While only causing minor set backs in progressive areas
As I copy the land use map.

Roger Howlett

ACKNOWLEDGEMENTS

There are several people who deserve thanks for making this thesis possible.

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ABSTRACT

As in many aspects of education, changing from our present nine-month school system to a year-round program has the potential of influencing not only students and educators but the entire community. Modification of present school schedules could cause businesses to restructure buying and selling cycles. Employees would have wider spectrums of vacational opportunities. Students would be available for employment all year round, rather than just summer alone. Juvenile delinquency could be reduced. Recreation departments would be required to develop broader recreational programs.

Since society is influenced by many of the decision of our educators the feelings of the total community should be considered on a comprehensive planning level, at the time these decisions are being made.

CHAPTER 1

INTRODUCTION

Many of the decisions made by elementary and secondary public school officials affect the entire community and should be resolved at a comprehensive level where the physical, social, economic administrative and fiscal planning of a community may be interrelated. One such question currently being considered by many school districts is the year-round school. This thesis examines the year-round schedule to determine some of its possible effects on the total community.

The study begins with a historical analysis of year-round plans and a summary of the forms a year-round program may take. Community businesses and governmental services are then examined as two of the many sectors of a community which may be effected to demonstrate the depth and degree decisions made at the school district level may effect the whole community. The findings of this thesis are then synthesized in the final chapter and are concluded with a plea for comprehensive planning that would encompass the entire community.

CHAPTER 2

REVIEW OF LITERATURE

Adjustment of the academic calendar is one of the many educational planning devices that can be used to meet the changing needs or stimulate the needed changes within a school district (Schoenfeld and Schmitz 1964, p. 95). Programs for the year-round school, also known as the extended school year, the all-year school, and the re-scheduled school all involve; 12-month operation of the school plant, 12-month employment of part or all of the faculty, and the availability of organized learning experiences for students during the summer months. Each term includes all of the concepts included under the other terms. In this thesis, the term "year-round schools" will be used and will include any plan under which a board of education provides organized learning experiences for students on a 12-month basis.

This chapter will follow the development of the year-round school concept in the United States and summarize the variety of year-round plans available to school districts.

History of the Application of the Year-Round School

The concept of the year-round school is not new. Variations of the idea have been adapted in the United States since the first half of the 19th century for two reasons:

enrichment (meaning to accelerate progress, increase curriculum or help disadvantaged minorities); or for the fuller utilization of existing facilities (Hermansen and Gove 1971, p. 8).

The respective needs of different communities help to explain the wide variety of year-round school applications.

In the first half of the 19th century the United States was inundated by migration from Western European countries. These people settled mainly in the major cities causing a weakening of the predominate rural school form of confining schooling to farming life needs. Migrant children needed a concentrated curriculum in English as well as day care centers because many times both parents worked. Schools in affected major cities met their needs by expanding and emphasizing English in every grade. By the middle of the 19th century, all the major cities had school terms approaching eleven months (Hermansen and Gove 1971, p. 8; Schoenfeld and Schmitz 1964, p. 36).

During the last half of the 19th century state legislatures began to regulate public education, working out compromises between rural and urban needs. Minimum curriculum standards were developed and imposed along with standards for the number of hours and days of public education. After World War I, 180 school days a year was established as the legal minimum (Hermansen and Gove 1971, p. 10).

Once the school calendar became standardized, demands for its reform began to develop. Between 1904 and 1927, various forms of year-round schools were instituted, some because of a "shortage of school facilities, others because of a desire to increase school curriculum, or to accelerate progress through school, and to facilitate an early

entrance into the work force" (Hermansen and Gove 1971, p. 11). Because of these goals, organized labor feared the labor market would be glutted by accelerated students; teachers faced what they thought would be a debilitating all-year schedule; traditional community life was disrupted; and, taxpayers found themselves unable to unwilling to support enrichment programs (Schoenfeld and Schmitz 1964, p. 18). However, many of these early year-round plans were able solve some of these problems and laid the groundwork for further development of year-round programs. Their experiences provide much of the data for the present investigation of the all-year school.

The most significant of these year-round plans were attempted in Buffton, Indiana; Gary, Indiana; Newark, New Jersey; and Nashville, Tennessee, where the common denominator was the "primary objective of increasing the learning available to the student body - in particular to offset the educational disadvantages of children of minority descent" (Hermansen and Gove 1971, p. 12). Of these programs, the Newark experience demonstrated that there was a greater program acceptance and use by children of foreign parentage, minority groups and unfavorable home conditions, underscoring the importance of community structure in the workability of year-round schools (Schoenfeld and Schmitz 1964, p. 19).

During the depression years of the thirties, the above enrichment programs were stifled because of lack of money, even though many of them were considered successful (Schoenfeld and Schmitz 1964, p. 19; Hermansen and Gove 1971, p. 12).

In 1929, Aliquippa and Ambridge, Pennsylvania instituted a staggered quarter program to better utilize the existing school facilities. "Ambridge used the plan to handle its large student body while additional buildings were being constructed. Aliquippa operated the staggered quarter program to avoid investment in new buildings" (Schoenfeld and Schmitz 1964, p. 13). Refusal of the public to accept the arbitrary division of the student body into four equal groups, however, caused the demise of their year-round programs. Ambridge ended its program as soon as its buildings were completed. Aliquippa operated its plan until 1938, when money was made available for the construction of more classroom space by the United States Public Works Administration. The reason given for the lack of acceptance was the inability of parents to accept other than traditional summer vacations (Hermansen and Gove 1971, pp. 13-5; Schoenfeld and Schmitz 1964, pp. 20 and 33). Despite the vacation difficulties, the "programs gave evidence that there was no educational loss" due to staggered vacations and educational administrators even demonstrated savings in the cost and operation of school buildings (Hermansen and Gove 1971, p. 16).

Interest in calendar revision dropped during the early forties because of the relatively stable birth rate of the thirties and World War II. With the end of World War II, however, American school facilities expanded rapidly for the next twenty years to meet the needs of the returning servicemen and the baby boom which occurred during the fifties and early sixties. Except for the extended summer school system, year-round schools were rejected as a possible solution during

this expansion by communities investigating all-year plans. But with the growing taxpayer revolt and the technological expansion of scientific America, different forms of year-round schools again began to be considered in the early sixties. During the late sixties, studies were carried out by many school districts examining the feasibility of year-round schools. From these studies two presently active year-round programs were developed in Atlanta, Georgia and in the Valley View School District 96, Will County, Illinois.

In Atlanta a voluntary four-quarter program has been developed which has "phased out the traditional nine-month structure, the Carnegie Credit Unit, the concept of a totally sequential curriculum, and once-a-year scheduling" (Ernst 1971, p. 51). The point of the plan is better education for advanced, average, slow and disadvantaged students.

The Valley View school district's 45-15 plan is a modified four-quarter program with the mandatory three quarters determined by the school administration. The goal of the program is the reduction or savings of building costs. The traditional curriculum was not revised but was accommodated into four 45-day terms (Ernst 1971, p. 51-2).

The Atlanta and Valley View programs bring year-round plans into the present while echoing the past. The two poles of better but more costly education versus possible savings in school building costs still remain foremost in considering the feasibility of the year-round plan. Every community still has to evaluate these two major possibilities when it considers the development of a year-round program.

Information gathered from the history of year-round schools can supply answers to many recurrent questions. The following analysis

of problems arising from year-round programs was developed mainly from data on the Newark (1912-1931), Nashville (1927-1932), Aliquippa (1928-1938), Ambridge (1928-1930), Atlanta and Valley View experiences.

In these programs it was found that student health, both mental and physical, was not impaired in any way by the year-round schedule. Student desire to learn was not dulled by attending school a full twelve months and in some programs it was further found that student interest was retained at a higher level by continuous education. Students also suffered no ill effects from acceleration (Schoenfeld and Schmitz 1964, p. 23; Ernst 1971, p. 54; Beckwith 1970, p. 21).

Average daily attendance under voluntary programs for the summer session has been found to range between 30-35% in Atlanta (Ernst 1971, p. 54) and did range as high as 75% in Newark (Schoenfeld and Schmitz 1964, p. 25) of the total yearly enrollment. Summer attendance was found to be highest in immigrant, Black, disadvantaged and urban districts, and lowest in white districts. Two possible reasons for this discrepancy are the socio-economic status of the black and immigrant enrollment, and the lack of recreation facilities in many inner city areas (Schoenfeld and Schmitz 1964, pp. 24-5).

In the area of student performance, year-round schools were found to compare favorably with the traditional nine-month school. Analysis of past and present year-round school records revealed that year-round schools had a greater holding power and more students were graduated (Ernst 1971, p. 54; Schoenfeld and Schmitz 1964, p. 25). The average student was accelerated a half a year and there was less

retardation (Ernst 1971, p. 54; Schoenfeld and Schmitz 1964, p. 25). Students were further advanced educationally than their traditional nine month counterparts (Schoenfeld and Schmitz 1964, p. 25). And, a broader range of educational opportunities was offered to the students in year-round schools (Ernst 1971, pp. 51-4; Jensen 1970, p. 5). Studies of student performance in Nashville disclosed that in locations with hot summer climates it would be necessary to provide air conditioning to maintain the performances found above (Schoenfeld and Schmitz 1964, p. 25).

Acceleration was found to have no effect on student maturity. The average year-round student was graduated a half-a-year ahead of his traditional school counterpart, resulting in a negligible graduation age difference between the two programs (Schoenfeld and Schmitz 1964, pp. 27-8). Even if students were accelerated one or two years it would be difficult to apply past maturity criteria in view of the present American culture.

The year-round school offers teachers great flexibility in contract scheduling. They may opt to work from one term to all year. Commensurately higher salaries would go along with the twelve month employment, possibly bringing ambitious, highly motivated, skilled teachers, especially men, into inner city disadvantaged areas where they could offer male influence to fatherless children on the elementary level (Jensen 1970, pp. 5-6). Nor has the year-round school been found to have a debilitating influence on teachers. In fact, teacher morale and the quality of instruction were found to remain at the same level under a twelve-month schedule as a nine-month schedule where

control over climate conditions was maintained during the summer (Schoenfeld and Schmitz 1964, p. 30).

In the early 1970's, school officials and citizens interest in year-round schools has been stimulated by the possibility of economic savings through better use of classroom space and the reduction in construction of new classrooms. To obtain these types of savings voluntary programs are usually ruled out because of the need to divide student enrollment into four equal groups (Thomas 1970, p. 10). Arbitrary division of student enrollment lacked public acceptance in Ambridge and Aliquippa but was favorably received in Valley View (Ernst 1971, p. 56), demonstrating a possible change in public opinion. Economies gained through the better utilization of classroom space and a reduction in the need for construction have been documented at Ambridge, Aliquippa and Valley View (Schoenfeld and Schmitz 1964, p. 32; Beckwith 1970, p. 27). Those opposing the basic bricks and mortar concept argue, that the "original cost of a new building, amortized over a period of time, really comprises a very insignificant amount of the total cost of education per year" (Ernst 1971, p. 54). However, even if the building savings per year are small, when they are coupled with the following more effective use of funds found in year-round programs the result could be economically convincing.

1. Year-round programs offer economies through better education possibilities, such as: a broad curriculum with many course options to meet the expanding educational needs of our society; a reduction of failing students (Ernst 1971, p. 54); the ability of disadvantaged children to learn more and have a better chance of graduating

(Thomas 1970, p. 10; Ernst 1971, p. 54); and finally, student acceleration.

2. Under a year-round plan where only 66-80% of student enrollment attended school at any one time fewer "buses, textbooks, reference materials, teaching machines, language labs, and laboratory equipment, and smaller lunchroom, auditorium and gymnasium capacity would be required to serve the total enrollment" (Jensen 1970, p. 5).

3. School building vandalism, which peaks in the summer, could be greatly reduced by having the school plant remain open throughout the summer (Jensen 1970, p. 5; Ernst 1971, p. 54).

Balanced against these possible savings are the following possible financial disadvantages: the increased maintenance costs of keeping the school open all year; air conditioning for classrooms used in summer; and, the start up costs required for the year-round program (Ernst 1971, p. 54).

Thus the question of whether or not year-round school programs are actually economically beneficial still remains unanswered. Keeping in mind the same quantity and quality of education, each school district must project the costs of the year-round school against the cost of the nine-month school on a per pupil basis to determine whether there would be an economical advantage to the year-round program.

Student scheduling has been the major year-round school problem for administrators. Computers have done much to alleviate this problem, though as always minor difficulties may be anticipated. The other problem faced by administrators is state aid formulas based on

average daily attendance which under a year-round program is usually lower. The answer to this is legislative. Legislation which would base state aid on the fiscal year instead of the present ten-month calendar needs to be passed. Such a change would not increase school costs but could benefit local school districts where state aid is based on the best four to six attendance periods (Thomas 1970, p. 13).

This history of year-round schools should have helped to place their possible role in our society in a better perspective. Year-round schools are not a panacea, but they offer a solution to our nation's changing needs where traditional nine-month schools have been found inadequate (Grieder 1958, p. 28; Williams 1962, p. 8).

Year-Round School Plans

Despite the tradition of nine-month school term, a leftover from agrarian America, educational planners have for the past one hundred and twenty-five years been considering scheduling techniques that break away from the conventional academic calendar and provide for year-round schooling. These programs have varied in objectives, structure and effectiveness (Schoenfeld and Schmitz 1964, p. 9). In this review only a general summary of plans will be presented to indicate the types of year-round plans under consideration.

All year-round school plans have been developed to meet certain objectives. The objectives vary according to the plan. Following is a list of possible objectives:

1. To save money by reducing the amount of school plant facilities needed.

2. To save money by accelerating the progress of pupils and thereby reducing enrollment.
3. To save money by reducing the number of pupils who are required to repeat a grade thereby reducing enrollment.
4. To make better utilization of costly school plant facilities which at the present time are largely unused during three months of the year.
5. To make better utilization of the time of pupils during the summer months.
6. To provide enriched learning opportunities for pupils.
7. To give students who fail during the regular year the opportunity to make up during the summer months the work in which they are behind.
8. To give teachers employment for a full calendar year.
9. To increase the annual income of teachers.
10. To assist in meeting the temporary building shortage (Johns 1969, pp. 192-3).

Many year-round school plans have been developed to satisfy these and other objectives. Most year-round plans fall into four general patterns (depicted in simplified form in Table 1); the extended summer session, the quarter system, the trimester system, and the extended semester.

The extended summer session places the school on a year-round basis of operation. The main objective here is not a reduction of costs, but the pursuit of educational goals such as; prevention of learning loss, enrichment, remedial study, and acceleration. Because of these goals there will be an increased outlay of funds. This program merely expands the conventional summer school into a flexible, experimental summer term with voluntary attendance (Schoenfeld and Schmitz 1964, p. 15). A variation of this program could be compulsory attendance for students who are not promoted and voluntary attendance for all others (Johns 1969, p. 197).

The quarter system breaks the calendar into four quarters of equal increments. There are two basic plans under the quarter system; the staggered four-quarter plan and the four-quarters of continuous study plan.

The staggered four-quarter plan divides each calendar year into four quarters of equal length, with students being required to attend three. School authorities would assign students so that 25% would be on vacation every quarter. Proponents of this plan visualize savings due to a reduction in new classroom construction and the number of teachers required. This reduction of costs has not been documented to the satisfaction of all educators, and parents have objected strenuously to the arbitrariness of student assignment (Johns 1969, pp. 197-8).

One possible solution, being used in Atlanta, Georgia is to let students choose their own vacation time (Ernst 1971, p. 51). However, this would lessen the possible economies because of the lack of control over student choice by the school authorities.

The continuous quarter is a four quarter system where there is no involuntary division of students into groups. Students would be in continuous attendance (with possible voluntary attendance during the summer term) the year round. This plan would reduce the number of calendar years required to complete the public school program from twelve to ten years. The advantages of this plan compare economically with those claimed by the staggered quarter system (Schoenfeld and Schmitz 1964, p. 14).

The trimester plan can be divided into two structures; the staggered trimester plan and the three continuous trimester plan.

The staggered trimester plan requires students to attend school for two trimesters and be on vacation for one. The school day would be lengthened to compensate for the fewer number of days making up a trimester. Though no such system has been attempted in the United States, it has been suggested that this plan might lower school quality and increase costs (Johns 1969, p. 199).

In the continuous trimester, student acceleration would take place without reducing the quantity of education. An immediate increase in costs during the transition period with a later reduction in long run costs has been estimated (Johns 1969, pp. 199-200).

The extended semester system would extend school from a 180-day year to a 210-day year. The primary purpose of this plan is to increase educational quality and maximize the return from the present cost level. One year of acceleration would take place in six years (Schoenfeld and Schmitz 1964, pp. 16-7).

Thus it can be concluded that each type of year-round school plan has its particular advantages and disadvantages. Given the year-round school objective, any community can find a year-round school plan to fit its needs, though no one plan can or will solve all problems.

TABLE 1

<u>School Schedule</u>	<u>Calendar Year</u>	<u>Attendance</u>	<u>Additional Comments</u>
Extended Summer Session	9-month (180 days) with a summer program	Voluntary with compulsory attendance possible for students not promoted	This program is basically an extension of conventional summer school
Staggered Four Quarter Plan	4 quarters each 12 weeks, compulsory three quarters a year	Students assigned quarters, 25% of population on vacation each quarter	Parents have objected, possible solution is voluntary selection of vacation quarter by students
Continuous Quarter Plan	4 quarters each 11 weeks, compulsory four quarters a year	Compulsory four quarters each year	Number of years required for graduation would be reduced from 12 to 10 years
Staggered Trimester Plan	3 trimesters each 75 days, compulsory two trimesters a year	Students assigned trimesters, 33% of population on vacation each trimester	Lengthened school days would be required, system has not been tried in the United States
Continuous Trimester Plan	3 trimesters of 15 weeks would be compulsory	Three compulsory trimesters each year	Some student acceleration would take place
Extended Summer Plan	210-day year, 1-month summer vacation	Attendance increased 30 days over present 9-month system	One year of acceleration would take place

CHAPTER 3

ANALYSIS OF THE EFFECT OF YEAR-ROUND SCHOOLS ON BUSINESSES

Interviews were conducted with Tucson business managers to gain their professional insight into the possible effects of year-round schools on businesses and to expose this thesis to data not previously considered. These managers were selected on a judgment sample basis because their opinions were not going to be statistically manipulated, therefore, no benefit would have been gained by a random sample. Interviewing was halted when the sample size became large enough that the data being received became repetitive.

Those business representatives interviewed were asked to give their opinion on three open-ended questions: what effect would the development of year-round schools have on your business?; what effect would year-round schools have on the employees of your business?; and, what effect would year-round schools have on your employment of secondary education students? The respondents were also given the opportunity to comment further on the subject of year-round schools not specifically requested or covered in the three questions.

Before analyzing the interviews of the different businessmen, it is necessary to review the economic environment of the Tucson area.

Tucson has a mild winter which attracts tourists. Therefore, the busiest trade periods occur during the winter months and are greatly influenced by the winter visitors. There are few large manufacturing complexes in the Tucson area and businesses tend to revolve around some form of service activity. The slowest trade periods in Tucson occur during the hot summer months. Because of these particular influences, the kind of information supplied by Tucson businessmen should be applied with care to cities with broader industrial bases or colder climates.

All the businessmen interviewed had been introduced to the year-round school concept through coverage in the daily papers. Few, however, had considered the effect of such a program on their businesses before being interviewed. Those managers with children had considered its effect on them personally and usually had reservations about the idea as family size increased. The main reason for their reservations was a fear that arbitrary scheduling would take place, giving their children different vacation schedules. As a group, a majority of the managers were either for year-round schools or felt that year-round schools would have no effect on them personally.

Department Stores. Three interviews: Mr. Jerry Rosenberg, Save-Co Department Store; Mr. Alex Jacomé, Jr., Jacomé's; and, Mr. Gary Byard, Levy's.

These three store managers felt that year-round schools would have little overall effect on their businesses. They felt that the buying and selling cycle might be affected in different departments but that this effect would be balanced out over the year. They saw the

tourist trade as having a greater effect on their businesses than the year-round school.

All three managers viewed summer as a slow period and a good time for employee vacations. They didn't see the possible staggered vacations caused by the year-round school as a problem as long as trained employees did not take their vacations during a heavy tourist season, Christmas or other busy holiday periods. Mr. Rosenberg saw staggered vacations as an advantage to employees. Mr. Byard felt year-round schools and the resulting staggered vacations would decrease the need for part-time summer help and increase the need for part-time help during other periods. Mr. Jacomé thought a staggered vacation system would make more jobs available to students seeking them. Mr. Rosenberg felt that students wishing to work during vacations would find more and longer employment during the busier periods such as Christmas.

Hotels and Motels. Two interviews: Mr. Miller, Plaza International Hotel; and, Mr. Fields, Ramada Inn.

These managers felt that a year-round school plan would have no effect on their businesses. Mr. Miller felt that his clientele was made up mostly of older families without children. Mr. Fields saw the tourist trade as having the greatest effect on his business.

Mr. Miller stated vacations were already staggered throughout the year, therefore, any schedule changes caused by the year-round school would be easily handled. Mr. Fields felt vacations between November and April would be difficult to schedule because this was the busiest period of the year.

Neither business hired high school students except as busboys in their restaurants on evenings and weekends. These hiring practices would not be affected by year-round schools.

Automobile Sales and Service. One interview: Mr. Frank O'Rielly, Sr., O'Rielly Chevrolet.

This respondent felt there would be no effect on the total profits of the business caused by year-round schools. Car sales might even out if people bought cars for vacations under a staggered vacation schedule and for the same reason major car servicing might be more spread out through the year.

Mr. O'Rielly thought that if year-round schools staggered employee vacations around the year, vacation scheduling problems would be helped. He felt it was difficult to schedule all employees during the summer when a business employed more than 100 people.

No part-time student help was employed because of insurance problems.

Banks. One interview: Mr. Robert Rosales, First National Bank.

Mr. Rosales thought the banking business would feel little effect from the year-round school. With staggered vacations, vacation loans which are now made from June to September would be expanded to the whole year.

Because banks usually have a fixed staff there are problems of fitting all employee vacations into the summer. This problem could be helped by a staggered vacation schedule.

There were some high school seniors involved in job training but Mr. Rosales could not see that a staggered vacation schedule would give them any added advantage.

Clothing Stores. Three interviews: Mr. Lacktman, Deans; Mr. Nate Kaiserman, Kaiserman's Men & Boy's Wear; and, Mrs. Bessie Pirtle, Mode O'Day.

The managers felt that there would be little effect on their businesses. They saw the tourist trade as more important than any year-round school effect. Mr. Kaiserman saw a possible increase in back-to-school business.

These stores had no vacation problem and staggered vacations were already in use.

Part-time student help was hired for evenings and weekends, which would not be affected by a change to the year-round school. Mr. Kaiserman did think that employed students having their vacations at times other than summer would receive more work hours.

Recreation. Four interviews: Mr. Joe Martineau, Oracle Acres Miniature Golf; Mr. Duane Thorp, Putt Putt Golf Course; Mr. MacDonald, Cactus Corporation; and, Jerry Whittemore, Keglers Lanes.

The managers of the miniature golf courses thought that their businesses would be hurt by year-round schools because their best business months were in summer and any reduction caused by students remaining in school would be felt. Mr. Whittemore thought that bowling lanes would be benefitted since currently there is a sharp drop in their use in summer caused by vacations (leagues are reduced). Having a large

per cent of students remain in school during the summer months would help to reduce this summer slow period. Mr. MacDonald could see no effect on movie theaters.

All of the managers felt that staggered employee vacations caused by year-round schools would have no effect on their business.

In these businesses student help is hired for evenings and weekends which would not be affected by the year-round school. Mr. MacDonald liked the idea of the quarter system, which would allow him to employ students on vacation during seasons other than summer.

Florist. One interview: Mr. Guy Throop, Throop Florist.

Mr. Throop could foresee no noticeable effect on the florist industry. Little business is done directly with schools and business from students occurs primarily at the time of the large school dances.

Staggered vacations would be no problem among his own employees and at the time of the interview they were being promoted.

Because part-time help is needed at various periods during the year, Mr. Throop thought that more work would be available to students under a staggered vacation plan.

Bookstore. One interview: Miss Shirley Kerber, Kerber's Bookstore.

Miss Kerber felt a year-round school plan would have no effect on the bookstore because the business was concerned mainly with recreational reading.

She could see no vacation problem being created for the employees by the year-round school.

No student help was employed.

Hardware Store. One interview: Mr. Dick Stockton, Ronstadt Hardware.

Mr. Stockton felt that any effect on the business caused by the year-round school would be evened out over the year.

The present vacation period is from April to September. A staggered vacation system would cause problems only if employees wanted to take vacations at Christmas.

At Ronstadts, part-time student helpers are given hours that would fit their class schedule during the school year and during summer were given a regular forty hour schedule. Mr. Stockton felt that this type of schedule could easily be shaped to the staggered vacations of the year-round school.

Drug Stores. One interview: Mr. Ross Schweppe, Skaggs Drug Center.

Mr. Schweppe felt that year-round schools could have a leveling effect on the peaks and valleys of the drug store business.

The present Skaggs policy is to stagger vacations over the year. Mr. Schweppe thought that year-round schools would tend to extend this policy.

Students are hired part-time with hours that fit into their school schedules. Mr. Schweppe thought that if students could take their vacations at times other than summer more hours would be available to them.

Restaurants. One interview: Mrs. Nancy Dinwiddie, Baskin-Robbins 31 Flavors.

Mrs. Dinwiddie thought that Baskin-Robbins heaviest business occurred in the evening and that year-round schools would have little effect on that business.

She saw no vacation problem among her help caused by the staggered vacations of the year-round school.

At Baskin-Robbins, students are employed after school and weekends. Mrs. Dinwiddie felt that year-round schools would effect the student jobs.

Piano and Organ Sales. One interview: Mr. Roy Olson, Broadway Organ & Piano Center.

Mr. Olson felt that year-round schools would have no effect on the piano and organ business.

He thought that staggered vacations caused by year-round schools would tend to help some of his employee vacation problems.

If students were available all year on a staggered vacation program, Mr. Olson thought that it would increase the number of openings they could fill with student help.

Fabric Sales. One interview: Mrs. Betty Jones, Fabric Village.

Mrs. Jones felt that the year-round plan would cause students and some parents to shop more during the afternoons and evenings during the summer as they do during the winter when our present school system is in session.

Mrs. Jones thought that any staggering of vacations caused by year-round schools would cause no problems.

Only university help was hired.

Utilities. One interview: Mr. Dave Edwards, Tucson Gas and Electric.

Mr. Edwards thought that the heavy peaks of May and August might be smoothed out. Beyond that, he could see year-round schools creating little effect on his business.

At TG & E, vacations are scheduled according to seniority. Staggered vacations caused by the year-round school would have no effect on the present system, although individual employees might find it easier to get their desired vacation time.

At the present time, part-time help is only hired during the summer to fill in for employees who go on vacation.

Hobby Shops. Two interviews: Mr. Dennis Derry, Dick's Toy and Hobby; and, Mr. Carl Atherton, Guns.

Neither manager saw any overall effects to their businesses caused by the year-round school. Mr. Atherton thought it could hurt his slot car racing business but he also thought it might spread more of the business over the year rather than concentrating it so heavily in summer.

Neither manager saw any vacation problem caused by the year-round school.

Part-time high school student help was not employed.

Analysis of the Businesses

The findings in this section on the relationship between year-round schools and businesses can be divided into three categories: the effect on business (profit and losses); the effect on employees; and, the effect on students seeking jobs.

Business. In general, according to responses, year-round schools will have only a marginal effect on the profit and loss picture. Mainly this statement means either no effect or a slight gain on the profit side. Only those businesses with markets based almost totally on students and their summer activities could be adversely effected. The major effect of the year-round school would be on the planning phase of the business year; business would have to make adjustments in their buying and selling cycles to meet any rescheduling of market demands.

Tucson businesses could gain, profit-wise, from a nationwide move toward year-round schools. This gain would be caused by the more flexible vacation schedule, making escapes to warmer climates more obtainable for average employees. Because of Tucson's winter climate, the city would receive its share of winter visitors from the development of such a vacation trend.

Employees. For those businesses with more than fifty employees there could be a possible advantage gained from the greater staggering of vacations caused by year-round schools. Some problems conceivably could be created when key employees wanted to take vacations during busy seasonal periods (although this seems to be a minor problem which would apply only to a few businesses on an individual basis).

Individual parent-employees who have been forced to take vacations in summer to meet the present school vacation system could be given wider, more flexible vacation possibilities. Their range of vacation experiences could be broadened from typical summer experiences. The present crowding of recreational facilities could be avoided or at

least reduced to a more useable level for the individual vacationer. Recreational peaks and valleys could be leveled off, facilitating better use of our present accommodations benefitting both individuals and the whole nation.

Tucson businesses and individuals would find the same general advantages available to them from the year-round school as those noted. But, because Tucson is a service-based city there is a greater possibility of key personnel having busy period vacation conflicts. This should not be overstressed though for the advantages to Tucson from a nationwide trend toward year-round schools and the resultant increase of winter visitors would far outweigh the possible minor vacation scheduling problems.

Students. Students seeking jobs stand to gain most from year-round schools. By having vacations or graduations at times other than summer, students would have more opportunity for employment and more hours available to them than they now have under the present system. This alternative would allow businesses to maintain year-round positions for students, thus benefitting their own interests as well as permitting them to make better use of community resources. Year-round schools could also mean the increased use of job training programs as an integral part of the educational curriculum, either during vacation periods or as a segment of the learning experience.

A negative aspect to the year-round plan is that in these days of high unemployment the possible acceleration and multiple graduation of students related to year-round schools could cause greater unemployment during the transition from nine-month plans. One possible solution

easily adopted by the year-round school is a no graduation time limit plan where students could remain in school expanding or intensifying their present curriculum until they found jobs.

Even if transition problems did develop as a result of the year-round school, the staggered vacation schedule might lead to greater work opportunities and more meaningful job experiences for students.

Tucson students stand to gain a great deal from the year-round school's staggered vacation plan. Because Tucson is a winter resort-service community with its slowest period in the summer, students under the nine-month plan tend to flood a market in which there are already too few summer jobs. Staggered vacations would place students on the job market during busier periods when there would be more jobs and more hours available to them. This might benefit both students and business and would be a better use of Tucson's unique community resources.

CHAPTER 4

ANALYSIS OF THE EFFECT OF YEAR-ROUND SCHOOLS
ON GOVERNMENT SERVICES

Interviews were conducted with selected City of Tucson and Pima County government department administrators to gain their professional insight into the possible effects of year-round schools on government services. The departments were selected on the basis that the development of year-round programs could have a major effect on the services they offer.

Recreation. Three interviews: Mr. Bill Love, Sports Director, Pima County Recreation Department; Mr. Emerson Hall, Recreation Programs, City of Tucson Parks and Recreation; and, Mr. Gene Laos, Park Supervisor, City of Tucson Parks and Recreation.

Mr. Hall and Mr. Love felt that present recreation programs are designed mainly for summer to meet the traditional vacation demands of the nine-month school system. They thought the adoption of a year-round school concept would drastically affect presently offered recreation programs in the following ways: the cost per participant would increase as participant group size decreased; school facilities presently available for summer recreation would be in use by the schools creating a need for more construction of community recreation facilities; current staffs would have to be doubled to

meet year-round recreational demands; present swimming facilities are not heated and can only remain open during the summer; the cost of providing the present program on a year-round basis would be prohibitive; studies would have to be undertaken to evaluate and plan for projected and present operations affected by the year-round school; and, the cost of any program extended to the whole year would increase the annual recreation budget by at least half.

Mr. Laos thought that balancing these effects would be the possible reduction of vandalism by students out of school during the summer.

In the opinion of those interviewed, the traditional recreation program would be radically altered by the year-round school. The problems caused by this restructuring could be costly with no measurable gain in recreational opportunities; but just as easily there could be recreational gains equal to or greater than the costs involved in meeting the new year-round system.

It is difficult to evaluate the real effect of a new school schedule because of the necessity of dealing with two traditional approaches, one based on the other. The following question could clarify this situation: has the traditional recreation program become outdated and in need of reevaluation as the nine-month school is being reevaluated?

The effect of year-round schools can also be viewed on the national recreational level. If year-round schools were elected nationally, the resulting sequencing of vacations would help reduce the current

summer pressure on "our nation's highways, lakes and streams, resorts and recreation areas. Rotating vacations would more than double the capacity of our national, state and community parks and recreation areas without adding a single acre of land" (Jensen 1970, p. 6). In this way, year-round schools offer traditional recreation the opportunity to move ahead to a new level of service.

Welfare. One interview: Mr. Hanson, Director, Pima County Welfare Department.

The major line of questioning in this interview concerned the possible effect of year-round schools on welfare, related to disadvantaged children.

In Tucson, the Welfare Department works on a year-round basis. A number of the programs carried on are with pre-school children and these programs would not be affected by a change in the school year schedule. Foster homes are also funded on an all-year basis and would not be affected by the change. Runaways do increase at the ends of school semesters under the present system, but Mr. Hanson did not know how year-round schools would effect these peaks.

Concerning the running of the Department, Mr. Hanson anticipated no need for an increase in personnel created by the year-round school plan or any problem in the scattering of vacations throughout the year, which was already encouraged.

In summarizing, there would be little or no effect on the Welfare Department caused by a change to year-round schools. Disadvantaged children could gain indirectly through the lengthened programs offered by the schools such as: a year-round lunch program; free summer tuition;

use of the school as a day-care center the year-round; the possible expansion of health care facilities already offered; and, the loss of the stigma of going to school in summer for slow learners. These indirect advantages would be hard to measure in the total role of welfare for the disadvantaged child. Nevertheless, there seems to be a real human opportunity created by year-round schools for helping disadvantaged children.

Law Enforcement. Two interviews: Officer Jim Huser, Pima County Sheriff's Department; and, Officer Walter Scott, Sunnyside School District School Information Officer, City of Tucson Police Department.

The main topic of the interview with the law enforcement agencies was the effect year-round schools might have on juvenile delinquency.

The City of Tucson Police Department had gathered statistics for the 1969-70 fiscal year concerning the number of arrests of juvenile delinquents in the City proper. These statistics were analyzed by Officer Scott. From this study, he felt that year-round schools would have no effect on the juvenile crime rate. His conclusions were based mainly on the fact that juvenile arrests decreased during the summer, but increased during the other vacation periods. He attributed this to the fact that juveniles get into more trouble when they are in continuous contact with their friends.

Officer Huser felt that juvenile delinquency rates would decrease with the advent of the year-round school. No statistical studies had been carried out by the Pima County Sheriff's Department concerning juvenile crime rates related to year-round schools, but Officer Huser

gave the following reasons for his opinion: runaways triple in summer; contact with victims and violators is presently difficult in summer; summer job markets are flooded causing idleness; and, crime rates for all vacation periods go up. Officer Huser felt there was no racial problem in Pima County and only a slight problem caused by outside agitators coming into the County.

Therefore, year-round schools might decrease juvenile crime rates. Dumping "50 million of our school kids on our communities in late May or early June . . . is an open invitation to mischief and vandalism. The community and its youth service organizations are simply not geared to serve this army of junior citizens" (Jensen 1970, p. 6). Businesses, especially in the Tucson area, cannot employ enough students to prevent idleness. Thus, during the summer vacations periods our vacant schools are prime targets for youthful destruction. Occupying school plants on a year-round program would help to alleviate vandalism by both occupying otherwise idle students and keeping people on school premises (Beckwith 1970, pp. 21-2). "Atlanta also found vandalism was reduced considerably (occupied school buildings generally have fewer incidents of this trouble) and summers were 'cooler' than when all high schoolers were on the streets at the same time" (Ernst 1971, p. 54).

For the above reasons, we may expect one of the benefits of the year-round school to be a decrease in juvenile delinquency.

Public Libraries. One interview: Mrs. Schunk, Tucson Public Library, Main Branch.

The questioning in this interview concentrated on the possible effects of year-round schools on public library facilities.

The Tucson Public Libraries are geared to the total community. Books are provided that will serve the most people possible, with emphasis on leisure reading. Year-round schools would not effect the type or number of books acquired. The change in schedule might expand the busy September to June period to the full year. There would be no effect on the number of employees needed to service the community. The summer reading programs for disadvantaged children and slow readers would be changed to meet the needs of the new school year. The main goal of the libraries at any time is to make reading material available and to provide an atmosphere conducive to reading.

Public libraries would not be highly affected by the year-round school because they attempt to serve the whole community and do not concentrate on one segment, such as school children.

If the goal of public libraries is to increase the leisure reading of our population, it would seem that this goal might be furthered by the year-round school through the possible continuity available in the different forms year-round programs may take. Therefore, there is a possible indirect gain for libraries by establishing year-round schools.

Analysis of Government Services

From the interviews with City and County Officials it can be seen that the effect of the year-round school will be marginal in most cases because the services offered by these departments are already provided on a year-round basis. Thus, with the needs of the nine-month school already being met, there is no reason to believe that year-round schools will cause any increase in physical or employee requirements.

Two departments, Law Enforcement and Recreation, do not fall into this marginal category. Law Enforcement could anticipate a substantial reduction in juvenile crime rates with the scheduling of year-round schools. In an important area such as this any gains are apt to bring other indirect benefits to the total community.

The Recreation Department would be radically effected by the year-round school program. Their emphasis on summer recreation programs would have to be expanded to meet a wider range of recreational needs. This would mean the study and development of new recreation programs. There would be a necessary increase in costs. Since the present trend is already toward making more recreational hours available to everyone, the year-round school could be the needed impetus for the development of broader recreational facilities which would benefit not only youngsters but the whole community.

CHAPTER 5

CONCLUSIONS

Many educators, students and citizens believe that elementary and secondary schools are not adequately meeting the social and educational requirements of students for living well adjusted and productive lives in our present society. This belief has its foundations in the number of problems our country is facing today. Such problems include: increased crime rates including rising juvenile delinquency; a lack of summer jobs for students; the overuse of recreational areas during the summer months; school space shortages versus quantity and quality of educational offerings; and, the change in youthful attitude from the activism of the '60's to the independent pessimism of the '70's.

As one possible approach to these problems this study centered on calendar modification in the form of year-round schools. The year-round schedule was chosen because it offers a broader structure in which to present effectively and efficiently the educational programs which are the responsibility of our nation's schools. Of course, it must be understood that the calendar is not a static device and that no one academic calendar is best for all educational institutions or communities. The calendar is only one means of maintaining and enhancing the quantity and quality of student attainment.

The variety and flexibility in curriculum that students need to prepare for the contemporary urban culture is only one potential of the year-round program. For, as any school schedule would in a nation founded on a belief in education, the year-round program must necessarily reach outside the educational spheres to influence the total community.

When any public education program is inspected the first consideration is financial support needed from the community. Recently, the traditional nine-month schedule has come under a great deal of taxpayer pressure. Year-round plans have been offered as one financial answer to beleaguered school districts. This has developed an interecine war among professional educators. Viewing the question objectively, there seems to be a potential for economy in the better use of and the reduced construction of classroom space, depending on administrative controls of enrollment and what percentage of reduction in expenditures is needed for a savings to be accorded.

The real savings in year-round programs are probably indirect. They include: the opportunity for a broader curriculum; the reduction of equipment, staff, and facilities through the better use of school capacity; less financially productive land is removed from the tax rolls; a reduction in vandalism to schools; and, the lowering of juvenile delinquency costs to the community.

Modifying these potential savings are: increased teacher salaries; increased maintenance costs; air-conditioned classrooms; and the start-up costs required by any new program.

As in most situations where cost benefit analysis is applied to things not easily quantified, solutions can be found to meet the most desired ends. If, in the case of year-round programs, the indirect savings can be quantified by a logical, rational method and added to any economies gained through the reduction of construction costs the comparison against financial negatives could demonstrate an economy to the total community.

The change to a year-round school schedule could effect the businesses and governmental services of a community. However, data obtained in this thesis revealed that year-round programs would have little impact on the profits of the majority of businesses or the services offered by different governmental departments. In some businesses, adjustments might have to be made in the buying and selling cycles of the business year to meet rearranged demands, but these changes would not generally alter total profits over the year.

The year-round school might have a greater consequence on parent-employees and high school students seeking jobs because of greater vacation flexibility. This flexibility would offer parent-employees and their children a broader spectrum of vacation opportunities. If advantage of these opportunities was taken, it could cause a leveling in the use of recreational facilities, therefore making the utilization of individual facilities more enjoyable to the vacationer. A leveling of this type would also challenge recreation departments to expand their summer programs to include the other three seasons of the year. Overall, the summer escape pattern could be reduced and a seasonal

vacation trend developed which would better meet the wide range of individual demands our society is fostering.

The students seeking employment could be considerably helped by vacation staggering available in many year-round plans which spreads the number of students seeking employment over the total year, meshing them with our urban and industrial society where job openings occur throughout the year. These increased opportunities would benefit both community and the Law Enforcement departments by expanding student earning power and reducing boredom and idleness which sometimes lead to mischief, vandalism and juvenile delinquency.

From the above summary and conclusions, year-round programs can be seen as either a compromise or a possible solution to some of the problems stated at the first of this chapter. But the research done in this thesis indicates a broader pattern emerging; the widespread effect of any school schedule on the total community.

It can be seen that public schools, through their role of providing education have expanded indirectly into policy making beyond the scope of their operation. Policies that should not and can not be considered at the school board and school administrative level should be given the consideration of the entire community they are to influence. Turning to government, it is found that no legislation has been enacted to allow for complex societal problems such as year-round schools which are continually developing in our growingly interconnected society.

Comprehensive planning is the structure through which problems of this nature could be handled but its role has not been satisfactorily developed beyond comprehensive physical planning. Therefore, the main

conclusion of this thesis is that comprehensive planning should be more fully developed so that questions effecting the total community, such as whether or not to provide year-round schools, could be studied and answered on the level of the total community.

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