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**The Teacher Looks
at Teacher Load**

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FOREWORD

IN RECENT YEARS the problem of teacher load has assumed new significance. During the depression teachers have been called upon to assume, not only larger classes, but many emergency welfare responsibilities. At the same time, new emphases in the curriculum have required more attention to the individual pupil and greater teacher participation in community affairs. Step by step the burdens upon classroom teachers have become heavier.

During the same period the total demand upon school systems, as represented by the *number* of pupils enrolled, has shown a decline. In older communities and metropolitan areas particularly there has been a decrease in school enrolments. If present population trends continue, school systems will no longer be faced with their nearly century-old problem of keeping pace with enrolments.

It should be apparent that these two major trends offer an exceptional opportunity to improve the *quality* of education. We should seek to put into actual practice what we have preached for years with regard to individual instruction. Instructional materials should be improved. Special teachers can be assigned to many areas of curriculum enrichment, to the nursery schools, and to adult education. Thruout the entire system the pupil-teacher ratio can be lowered to relieve the regular teachers of the excessive responsibilities which have brought many of them to the verge of physical breakdown.

Because of the foregoing facts the present RESEARCH BULLETIN is particularly timely. The time is here for a thoro review of the teacher-load problem. Heretofore this problem has been handled almost exclusively by administrative action. Considerable emphasis rightly has been placed on pupil-teacher ratios. Responsibilities have been expressed in so-called "objective" terms and manipulated in various formulas. These technics and procedures are still useful, but they are not enough. Too frequently we have ignored what teachers consider to be the other critical points in teacher load. We have inadvertently failed to call upon the ingenuity of teachers in solving the difficulties facing both classroom teachers and administrators.

In the present study teachers say that pupil-teacher ratios do not fully indicate the complexities and burdens of teacher load. Enrolments are and will continue to be a major factor, but the problem is infinitely more complex. Consideration must be given to extracurriculum activities, class interruptions, increasing range of pupil characteristics, no-failure programs, and numerous other specific factors. Particular attention must be given to *cumulative effects* of the policies of a school system.

While this bulletin focuses attention primarily upon teacher opinion, we cannot overlook the situation facing administrators. They are confronted on the one hand with the demand of the public for efficiency and economy and on the other with the expectation of the teaching personnel that they will have adequate salaries, tenure, and other satisfactory working conditions. To reconcile these contending pressures satisfactorily will require that members of the profession actually use the democratic principles so frequently mentioned in current discussions.

WILLARD E. GIVENS, *Executive Secretary*
National Education Association

I. Introduction

The quality of teaching service and the effectiveness of pupil-teacher relationships are determined not only by the competence and diligence of teachers themselves but also very largely by the weight of teaching assignments and by the working conditions which help to govern teaching load. This being true, teacher loads and the various factors contributing to them are matters of immediate and vital concern both to administrators and supervisors, who are responsible for the economical and efficient operation of schools, and to teachers, whose primary interest lies in the wholesome growth and development of pupils.

Newer concepts of the nature and purpose of the educational process further emphasize the pivotal role of the teacher and imply many new responsibilities and obligations in the teacher's task. For example, each expansion of educational objectives—to include such additional responsibilities as the maintenance of community contacts and the integration of school experience with the social life that surrounds it—represents more things to be done for the same pupils, requires greater sensitivity and alertness from the teacher, and has all the effects of multiplying the number of pupils. Likewise, the growing importance accorded in recent educational thought to the role of the teacher as guide and interpreter of the educational experiences of pupils and a corresponding emphasis upon the quality of pupil-teacher relationships as a critical factor in personality development are directing increased attention to teaching loads and to the conditions under which teaching is carried on.

The desire for scientific evidence on which to base administrative decisions with respect to teaching loads has led to considerable research in this area by students of school management. For the most part, however, such studies have provided scant opportunity for teacher participation in evaluating teaching loads and in determining the effects of unreasonable teaching assignments upon the outcomes of instruction. Yet teachers, by the very nature of their direct and daily classroom experiences, are peculiarly well situated to judge the difficulty

of their numerous duties and to observe the effect of heavy teaching loads on pupil development and on their own teaching efficiency. Furthermore, because of the present emphasis on democracy in school administration and on the extension of its spirit and procedures into all phases of the school program, opportunity for the expression of teacher opinion, and for teacher participation in the planning and formulation of the assignment policies which so largely affect their activities and efficiency, would seem now to be especially significant and timely.

Purpose of the Present Study

In recognition of the foregoing facts and in response to numerous requests both from individuals and from teachers organizations, the present study was undertaken. It is essentially a survey of teacher opinion, an appraisal of present teaching conditions as seen by classroom teachers themselves. The study represents a cooperative enterprise, shared by the Research Division of the National Education Association and 188 affiliated local teachers organizations.

The most important aim of the study is to direct attention to those aspects of present teaching situations which, in the judgment of classroom teachers, are inimical to their best professional service, their pupils, and themselves. In this evaluation of teaching loads, too, every effort is made to take into account whatever important new responsibilities are inherent in recent educational trends.

Questionnaire and Procedure

A comprehensive, job-analysis type of questionnaire was used in this study, in order that as many aspects of teaching load as practicable might be considered and appraised by those reporting. In compiling the blank in preliminary form, extensive use was made of available lists of teaching activities¹ and of recent literature on teaching loads.

The preliminary questionnaire was then submitted to an advisory group of 100 carefully

¹ Particularly helpful were the lists of teaching activities as reported in: Charters, W. W., and Waples, Douglas. *The Commonwealth Teacher-Training Study*. Chicago: University of Chicago Press, 1929. 666 p. ¶ Bennett, G. Vernon, and Hull, Osman R. *Elementary-School Teacher Activities*. Los Angeles: Los Angeles City Teachers Club, 1931. 99 p. ¶ National Education Association, Department of Elementary School Principals. *Projects in Supervision*. Sixth Yearbook. Washington, D. C.: the Department, 1927. 388 p.

selected teachers, administrators, and university professors and was revised on the basis of suggestions thus obtained. The questionnaire in final form (which is reproduced in the Appendix, p. 265) provided for approximately 100 responses by each teacher. It was organized, as follows, in six major sections, representing desired areas of emphasis in reporting:

- I. General Information
- II. General Estimate of Present Teaching Load
- III. Evaluation of Specific Factors of Teaching Load
- IV. Load Pressures Due to Class Size
- V. Effect of Present Load upon Professional Service
- VI. Suggestions and Recommendations.

The study was launched by inviting a number of local teachers associations "to share in a cooperative study of teaching load conditions as seen by teachers themselves." One hundred and eighty-eight organizations, representing some 50,000 members, responded favorably to this invitation and submitted the names of local chairmen who would be responsible for the enlistment of such teacher participation as might be required. Ten thousand of the questionnaire forms described above, together with letters of instruction, were mailed to these chairmen on a proportional membership basis. All questionnaires were distributed to teachers by the local chairmen under instructions which emphasized the importance of representative sampling. Replies were anonymous, in order to provide for frankness and freedom of expression, and were returnable by teachers directly to the Research Division in self-addressed envelopes supplied.

Character of Replies Received

Replies from some 4000 teachers were returned, 3707 of which were received in time for inclusion in the detailed tabulations. The returns represent forty states and were well distributed according to community size, school size, grade level, and subject fields, with no undue weighting by any specific classification.

Reliability of the sampling is indicated by the fact that teachers' opinions, with respect to weight of present loads, differed less than 0.2 percent when ratings on this question from the first 2500 replies received were compared with those from the later tabulation of 3707 replies. Similarly, there was no noticeable

change in general pattern of opinion with respect to other items when reports from the first group were compared with those from the total group.

Unusual interest in the study is indicated by the fact that 40 percent of the questionnaires were returned, without any efforts at follow-up, as compared with a 25 percent return normally expected from widely distributed inquiries of this type. The willingness with which participating teachers carried out their task is evidenced further by the fact that, on the average, approximately three-fourths of the 100 items were filled in on each questionnaire, in spite of the fact that teachers were instructed to leave blank any item that did not apply to their own present load situations. The sincerity of purpose, the fair-mindedness, and constructive attitude of those who took part in this project are apparent from their numerous and carefully considered comments and suggestions.

Limitations of the Study

In common with all summaries of opinion, the validity of this study depends upon the quality and accuracy of the individual judgments on which it is based. From the standpoint of scientific accuracy in the measurement of quantity or degree, such studies always leave something to be desired. In the absence of objective measures, however, and when used primarily in the identification of significant items, a survey of opinion is often a most helpful device.

A second limitation which should be kept in mind in connection with this study is the fact that teachers vary greatly in their capacity for, and willingness to perform, the work to which they are assigned. Hence, the same identical tasks may be judged as "reasonable" by one teacher and as "wholly unreasonable" by another. In this study it has not been possible to rule out, or establish controls over, such differences in teachers' opinions and judgments as were caused by individual differences in capacity and enthusiasm for work. The teachers' judgments have been accepted for whatever they are worth, on the assumption that the group contained no disproportionate number of teachers whose capacities and interests were either significantly higher or significantly lower than the typical or average teacher.

Relation to Previous Studies of Teaching Load

Numerous studies of teaching load have been carried on in recent years, particularly studies to determine prevailing practice in class size, to develop objective measures of teaching load, and to suggest suitable load norms. The earlier investigations were concerned primarily with questions of pupil-teacher ratio, class size, number of periods, length of day, etc. More recent ones have attempted to develop improved measures of teaching load, which would take into consideration factors such as subject-difficulty, number of different preparations, extracurriculum activities, and number of duplicate classes. The Douglass formula for teaching load is probably the best known of these devices.² It was used recently as one measure of teacher load in the 200 representative high schools included in the Cooperative Study of Secondary School Standards.

Conclusions as to the effects of class size on pupil achievement have been presented by Irwin³ in his review of 205 books, monographs, and articles appearing between 1900 and 1932; by Barbour⁴ in his survey of 50 experiments; and by Pertsch⁵ in an analysis of 92 class-size investigations. These summaries of investigations agree that there is little relationship between class size and pupil achievement as represented by test results. More recently, in an article on the measurement of teacher load, as carried out in 200 high schools by the Cooperative Study on Secondary School Standards, Eells pointed out:

... that the degree of relationship between teacher load, however measured, and general excellence of a school is not so great as that between general excellence and many other measures of the school. While this does not prove that working load of the teachers has no effect on the school's program, it does suggest that good educational programs may be carried out despite heavy teacher loads and that poor programs may be carried out despite relatively light teacher loads.⁶

Findings such as these have been seized upon by some as a basis for urging general increases in class size, as a means to greater economy in school expenditures. The great majority of teachers, administrators, and public alike, however, have refused to accept these evidences as final or to draw such inferences from the data collected. A pronounced belief continues to exist that large classes are harmful to the best interests of pupil personality development, that measures have been applied only to a few of the desirable educational outcomes, and that the effect of large classes and heavy teaching loads inevitably exerts an unfavorable influence upon some of the most valuable, if intangible, products of school endeavor.

Other significant findings in earlier studies which have some bearing on the present one are: (1) in some areas teaching loads have been increasing in recent years; and (2) wide variations in class size and teaching loads are found both among different school systems and among the schools and departments of the same system.

The unique contribution of the present study is in its analysis of the teacher's point of view, not only with regard to class size and number of pupils but also on the numerous other phases of the school program which enter into the teacher's total load of professional service.

Organization of This Report

Later sections of this bulletin will deal, in turn, with (1) the teaching situations represented in this study, (2) the reasonableness of teaching loads as related to various teaching situations, (3) an evaluation of specific factors in present teaching load, (4) the consequences of unduly heavy teaching loads, (5) teachers' suggestions and recommendations with respect to various aspects of teaching load, and (6) summary and conclusions.

² Douglass, Harl R. *Organization and Administration of Secondary Schools*. Boston: Ginn and Co., 1932. p. 114-21.

³ Irwin, Manley E. "Educators Have Not Solved the Class Size Puzzle." *Nation's Schools* 10: 23-26; December 1932.

⁴ Barbour, Richmond. "Class Size Literature." *High School Teacher* 11: 13-14; January 1935.

⁵ Pertsch, C. Frederick. "Research and the Problem of Optimum Class Size." *Yearbook, 1937*. New York: New York Society for the Experimental Study of Education, 1937. p. 23-27.

⁶ Eells, Kenneth W. "Measuring Teacher Load." *Nation's Schools* 23: 49-51; February 1939.

II. The Teaching Situations Represented in This Study

Before any summary is made of teachers' opinions with respect to their present teaching loads, it seems desirable to describe in some detail the teaching conditions to which these teachers are accustomed. What types of teaching situation are represented in the reports obtained in this study? Do the judgments on teacher load to be presented later come from a group of experienced teachers or inexperienced teachers? To how many pupils daily is instruction given by this group of teachers? How many periods do they teach? What out-of-class duties and responsibilities are assigned to them?

Information on these and related questions is given in this part of the bulletin, as a background for the teachers' opinions reviewed in later sections.

Classification of the Cooperating Groups

The various grade levels and departments are represented by the teachers of this study in the numbers and proportions shown in Table 1. Slightly more than half the replies were from secondary teachers, and a little less than half from elementary teachers. Within these general areas the largest single group of replies came from senior high-school teachers. The proportion of secondary teachers—including those at both the junior and senior high-school level—representing each subjectmatter field of interest, is shown also in columns 4, 5, and 6 of Table 1.

The number and percent of replies coming from communities of various sizes and from

teachers working in schools of various sizes are shown in Tables 2 and 3. It will be ap-

TABLE 2.—NUMBER AND PERCENT OF REPLIES RECEIVED FROM COMMUNITIES OF VARIOUS SIZES

Size of community	Replies received	
	Number	Percent
1	2	3
Over 100,000.....	1,130	30.5
30,000 to 100,000.....	1,111	30.0
10,000 to 30,000.....	796	21.5
2,500 to 10,000.....	440	11.9
Less than 2,500.....	154	4.1
Miscellaneous.....	76	2.0
Total.....	3,707	100.0

parent from these tables that a majority of the replies came from city school systems and from teachers working in rather large schools. Slightly more than 60 percent of the replies were from cities above 30,000 in population. More than half the elementary teachers who replied were working in schools with more than 300 pupils enrolled; and over 80 percent of the secondary teachers in schools having enrolments in excess of 500.

The Teaching Experience of Teachers Who Cooperated

Lack of opportunity to adjust to the requirements of a new teaching position, or limited amount of total experience may be important factors in teaching load. Consequently, analysis

TABLE 1.—NUMBER AND PERCENT OF TEACHERS WORKING AT VARIOUS GRADE LEVELS AND IN VARIOUS HIGH-SCHOOL DEPARTMENTS

Grade level	Number of teachers	Percent of group	High-school department	Number of teachers	Percent of high-school group
1	2	3	4	5	6
Primary grades.....	697	18.8	English.....	438	21.3
Intermediate grades.....	952	25.7	Social studies.....	340	16.5
Junior high school.....	837	22.6	Foreign language.....	142	6.9
Senior high school.....	1,221	32.9	Mathematics.....	284	13.8
			Science.....	219	10.6
			Commercial arts.....	192	9.3
			Home economics.....	86	4.2
			Technical arts.....	106	5.2
			Fine arts.....	109	5.3
			Physical education.....	76	3.7
			Unclassified.....	66	3.2
Total.....	3,707	100.0	Total.....	2,058	100.0

was made in this study of the possible effect of teaching experience on the reports of the different groups considered; also, its possible effect on the reports for the group as a whole. In general, the teachers participating in the study are a mature and adjusted group so far as teaching experience is concerned. Approximately two-thirds of them reported five years' experience or more in their present school; and seven-eighths of them, five years or more of total teaching experience. No important difference was apparent with respect to average length of teaching experience or proportion of inexperienced teachers among the several groups of teachers whose reports were classified for later analysis.

The Present Pupil Load Reported

Employing one of the most widely used and most tangible measures of teaching load, a first step can be taken in appraising the teaching

loads being carried by those participating in the present study. Table 4 shows the number and percent of elementary teachers with classes of various sizes and the number and percent of teachers in secondary and departmentalized schools whose classes involve daily contacts with various numbers of high-school pupils.

The median size for elementary classes was 35.1 pupils. Approximately three-fourths of the elementary teachers were teaching classes of 30 pupils or more; half of them, classes larger than 35; a fourth of them, classes of 40 or more.

The median number of pupils taught daily by the secondary teachers who cooperated was 158.7. Only a fifth of the secondary teachers reported having fewer than 125 pupils daily. Nearly a third were meeting 175 pupils or more each day; and 17.2 percent, 200 pupils or more.

A second tangible measure of teaching load, which can be used at the high-school level and

TABLE 3.—NUMBER AND PERCENT OF TEACHERS WHO WERE WORKING IN SCHOOLS OF VARIOUS SIZES

Secondary teachers			Elementary teachers		
Size of school	Replies received		Size of school	Replies received	
	Number	Percent		Number	Percent
1	2	3	4	5	6
2,000.....	294	14.3	900.....	109	6.6
1,500-2,000.....	305	14.8	500-900.....	371	22.5
1,000-1,500.....	499	24.3	300-500.....	452	27.4
500-1,000.....	573	27.8	100-300.....	338	20.5
Below 500.....	205	10.0	Below 100.....	56	3.4
Miscellaneous.....	182	8.8	Miscellaneous.....	323	19.6
Total.....	2,058	100.0	Total.....	1,649	100.0

TABLE 4.—CLASS SIZE, AND DAILY PUPIL CONTACTS, REPORTED BY THE TEACHERS WHO COOPERATED IN THIS STUDY

Elementary teachers			Secondary teachers		
Size of class	Replies received		Total number of pupils taught daily	Replies received	
	Number	Percent		Number	Percent
1	2	3	4	5	6
50+.....	45	3.1	250 or more.....	121	6.6
45-49.....	82	5.7	225-249.....	57	3.1
40-44.....	248	17.2	200-224.....	139	7.5
35-39.....	351	24.4	175-199.....	266	14.4
30-34.....	326	22.7	150-174.....	519	28.2
25-29.....	229	15.9	125-149.....	349	19.0
-25.....	158	11.0	-125.....	391	21.2
Total.....	1,439	100.0	Total.....	1,842	100.0
Median number of pupils.....	35.1		Median number of pupils.....	158.7	

for teachers working in departmentalized schools, is the number of actual teaching periods per week. The load being carried by the secondary teachers of this study, when described in terms of periods per week, is indicated in Table 5. The median load was 30.8 periods per week, or slightly more than 6 periods per day. Approximately one teacher in seven reported 35 periods or more per week, or an average of 7 per day. Only one teacher in fourteen was fortunate enough to have fewer than 25 periods per week.

TABLE 5.—NUMBER OF TEACHING PERIODS PER WEEK REPORTED BY 1986 TEACHERS

Number of periods per week	Replies received	
	Number	Percent
1	2	3
35 or more.....	287	14.5
30-34.....	834	42.0
25-29.....	721	36.3
Fewer than 25.....	144	7.2
Total.....	1,986	100.0
Median.....	30.8 periods per week	

A third rather objective measure of teaching load is the amount of time required for activities which, altho referred to as "out-of-class" activities, are none the less part of the teacher's responsibility. Table 6 indicates the range and distribution of time for such activities as reported in this investigation.

The out-of-class activity which, on the average, was more time-consuming than any other

for both elementary and secondary teachers was keeping records, making reports, and doing other clerical work such as scoring tests and grading papers. The average time given to such duties was 4.9 hours per week (or nearly an hour per school day) for elementary teachers and 5.4 hours per week for high-school teachers. Extracurriculum assignments, voluntary work with pupil-interest groups, and interviews with pupils ranked next in order so far as average time requirement is concerned.

The numbers in columns 3 and 5 of Table 6 are of interest, not only as related to the medians given but also because they suggest—if not too accurately—the relative number of teachers who engage in each type of activity. For example, 813 of the 1221 elementary teachers, and 1357 of the 1992 secondary teachers, reported giving a certain amount of time to "extracurriculum activities" as compared with 509 elementary and 797 secondary teachers who indicated some definite amount of time required for "pupil-interest groups." This does not mean, of course, that each out-of-class activity was being carried on *only by the teachers who reported the amount of time they give to it*. A number of teachers probably left parts of this question blank, not because they were giving no time to certain activities, but because they were unable to estimate *how much time* is usually required. Hence, the numbers in columns 3 and 5 are but suggestive of the relative frequency with which teachers engage in these various out-of-class activities.

A final indication of teaching load which was obtained in the present study was the total

TABLE 6.—NUMBER OF HOURS PER WEEK DEVOTED TO OUT-OF-CLASS ACTIVITIES RELATED TO THE TEACHER'S WORK

Type of activity	Elementary teachers		Secondary teachers	
	Median number of hours per week devoted to each activity	Number of cases on which medians are based	Median number of hours per week devoted to each activity	Number of cases on which medians are based
1	2	3	4	5
Extracurriculum activities.....	2.9	813	3.1	1,357
Voluntary service to pupil-interest groups.....	2.5	509	2.6	797
Administrative, supervisory, and departmental meetings.....	1.7	1,156	1.7	1,392
Committee service.....	1.7	621	1.7	758
Record-keeping, reports, etc.....	4.9	1,210	5.4	1,772
Conferences with parents, home calls, etc.....	1.7	942	1.7	613
Interviews with pupils.....	2.3	855	2.6	1,409
Miscellaneous assignments other than those listed above.....	2.8	268	3.1	425
Total number of teachers in the group.....	...	1,221	...	1,992

amount of time per week which teachers ordinarily give to all out-of-class activities of the types discussed above. Table 7 shows the number and percent of teachers who devote varying amounts of time to such duties, in some in-

stances more than 20 hours per week. The median number of hours per week for high-school teachers was 10.3, or slightly more than 2 hours per day. The median for elementary teachers was 9.1 hours, or a little less than 2 hours per day.

TABLE 7.—NUMBER OF HOURS REQUIRED, DURING A TYPICAL WEEK, FOR ALL TYPES OF OUT-OF-CLASS ACTIVITIES

Number of hours per week	Secondary		Elementary	
	Number of cases	Percent	Number of cases	Percent
1	2	3	4	5
0-1.....	31	1.6	28	1.9
2-3.....	139	7.3	149	10.3
4-5.....	240	12.5	209	14.4
6-7.....	252	13.1	234	16.1
8-9.....	255	13.3	192	13.3
10-11.....	254	13.2	220	15.2
12-13.....	213	11.1	114	7.9
14-15.....	170	8.9	98	6.8
16-17.....	120	6.3	61	4.2
18-19.....	72	3.8	55	3.8
20+.....	171	8.9	89	6.1
Total.....	1,917	100.0	1,449	100.0
Median.....	10.3		9.1	

General Estimate of Teaching Situation

When the facts summarized above are viewed in the light of generally known facts about teaching assignments in city school systems, there is little reason to infer that this group is either particularly favored or especially unfortunate with respect to present teaching burdens. The average class size reported here is approximately the same as has been reported in other recent summaries.¹ The number of periods taught per week and the amount of time required for out-of-class duties suggest no unusual situation. Because of this fact, the opinions and judgments of these teachers with respect to their present teaching assignments merit the greater attention—since they are reporting on conditions and situations that are reasonably typical.

¹ For example, see: National Education Association, Department of Superintendence and Research Division, *Size of Class in 139 Cities 30,000 to 100,000 in Population and 82 Cities under 30,000 in Population*. Educational Research Service Circular No. 7, 1936. Washington, D. C.: the Association, 1936. 68 p.

DECREASING NUMBERS OF CHILDREN to be educated should be used as an opportunity to enrich and improve the educational program. Every effort should be made to bring into the schools those children who are now growing up without adequate schooling. The schools should play a crucial part in developing a universal civic intelligence required to meet the problems of an industrial democracy.

The education of teachers and the administration of teacher personnel should be planned and carried out in the light of current population trends. In the regular elementary and secondary schools, decreasing numbers of children may make it possible to bring about desirable reductions in size of classes and perhaps to lift the level of teacher preparation, selection, and compensation. Extension of school services in such relatively new fields as vocational, adult, and special education will call for a larger personnel in these fields.—“Population Trends and Their Educational Implications,” *Research Bulletin*, January 1938.

III. The Reasonableness of Teaching Loads as Related to Various Teaching Situations

Since the attitude of teachers toward their teaching loads exerts an important influence on both their morale and efficiency, analysis of the teachers' judgments with respect to the reasonableness of present teaching assignments was a basic consideration in this study. What do teachers think of their present loads? Is there a definitely prevailing opinion that loads are either reasonable or unreasonable? Do some groups of teachers evaluate their duties quite differently from other groups? What relationships are apparent between the teachers' judgments as to the reasonableness of their assignments and other known facts about the teaching situations which were involved? Data on questions such as these are presented in the paragraphs which follow.

The questionnaire asked teachers to rate their present teaching load by checking it as "light," "reasonable," "heavy," or "extreme," in accordance with the following instructions:

By teaching load are meant all the various types of classroom, extra-classroom, and community responsibilities or activities which have been assigned or which you feel are *definitely expected* as a part of your responsibilities. Evaluation of the various factors of teaching should represent your own personal experience or opinion regarding load pressures and conditions, and should be based upon the average rather than upon any temporary peak load you may be carrying.

Summary of Opinions as to the Weight of Present Loads

The number of teachers at each grade level who rated their present teaching loads in each of the four suggested categories is shown in Table 8. Included also are the percents, show-

ing what proportion of the teachers rated their present loads either as "light or reasonable" as opposed to "heavy or extreme." Column 8 merits special attention, showing that almost half of the high-school teachers, and about 40 percent of the elementary teachers, rated their present loads as heavy or extreme.

The replies to this question were analyzed, too, according to size of school from which they were submitted; but the percents, generally speaking, were strikingly similar for schools of all sizes. Among elementary teachers the highest percent who rated their teaching loads as heavy or extreme was identified with schools having fewer than 100 pupils enrolled. Among junior high-school teachers, the highest percent came from schools having 500-999 pupils. For senior high-school teachers the highest percent was from schools having 1500-1999 pupils. Because of the slight differences involved, however, no consistent or clearly defined relationship could be observed between size of school and percent of teachers who considered their present teaching loads as heavy or extreme.

On the contrary, there were some rather striking differences in percent of teachers reporting unreasonable teaching loads at various grade levels and in the various subjectmatter fields. Table 9 brings out these differences. At the elementary-school level, the percents indicating heavy or extreme teaching loads ranged from 31.7 percent for teachers in Grade IV up to 59.2 percent for teachers of Grades VII and VIII. Among high-school teachers, the range in percents was even greater, beginning at 26.8 percent for teachers of foreign languages and extending upward to 60.5 per-

TABLE 8.—TEACHERS' JUDGMENTS AS TO THE REASONABLENESS OF PRESENT TEACHING LOADS

Grade level	Number of cases	Rating given to present load					
		Number				Percent	
		Light	Reasonable	Heavy	Ex-treme	Light and reasonable	Heavy and extreme
1	2	3	4	5	6	7	8
Primary.....	697	18	408	245	26	61.1	38.9
Intermediate.....	952	19	534	362	37	58.1	41.9
Junior high school.....	837	10	438	355	34	53.5	46.5
Senior high school.....	1221	28	614	491	88	52.6	47.4

cent for teachers of physical education. The four departments which followed physical education in percent of teachers reporting heavy or extreme teaching loads were: (1) technical arts, (2) fine arts, (3) science, and (4) social studies. This finding calls into question the validity of some teacher-load formulas which have assigned relatively light subject weights to these departments. Whatever the measurable factors may indicate about the relative weight of teaching loads, the judgment of teachers with respect to the reasonableness of their assignments cannot safely be ignored. To do so is to undermine staff morale and teaching efficiency.

The general pattern of the high-school teachers' attitudes toward their present teaching loads, as described above and as shown in Table 9, is indicated graphically in Figure I.

Use of Teachers' Attitudes as a Basic Factor in Later Analyses

Anticipating that important differences would be found between the responses of teachers who regarded their present teaching loads as light or reasonable and those of teachers who considered their assignments heavy or extreme, the questionnaire returns were divided on this basis and separate tabulations were made for nearly all the items.

And because significant differences did appear, from this point on in the bulletin the data will be classified from time to time into these two groups. For convenience in reporting, all those who rated their present teaching loads as light and reasonable will be referred to as the "R" group, and those who rated them as heavy and extreme will be termed the "H" group.

Comparison of the Measurable Load of the R and H Groups

Some general indication of the difference in pupil load for teachers of the R and H groups is given in Table 10. On the average the classes

TABLE 10.—COMPARATIVE PUPIL LOAD OF TEACHERS IN THE R AND H GROUPS

Grade level	Median number of pupils taught daily		Percent of teachers with pupil loads as specified in bold type below	
	R	H	R	H
1	2	3	4	5
Primary.....	32.8	38.1	More than 40 pupils:	
Intermediate.....	33.4	39.4	12.0	39.5
			14.5	44.8
			More than 175 pupils per day:	
Junior high school...	166.5	189.8	34.6	50.1
Senior high school...	140.5	160.0	12.0	26.9

TABLE 9.—THE RATING GIVEN TO PRESENT TEACHING LOADS BY TEACHERS AT VARIOUS GRADE LEVELS AND IN VARIOUS SUBJECTMATTER FIELDS

Grade level or department	Number of cases	Percent of teachers who rated their present teaching loads:					
		Light	Reasonable	Heavy	Extreme	Light and reasonable	Heavy and extreme
1	2	3	4	5	6	7	8
Elementary teachers:							
Kindergarten.....	59	...	61.0	33.9	5.1	61.0	39.0
Grade I.....	241	2.5	60.2	33.2	4.1	62.7	37.3
II.....	206	4.4	58.7	33.0	3.9	63.1	36.9
III.....	191	1.6	55.5	40.3	2.6	57.1	42.9
IV.....	183	1.1	67.2	29.5	2.2	68.3	31.7
V.....	190	2.6	60.5	35.3	1.6	63.1	36.9
VI.....	175	1.7	55.5	35.4	7.4	57.2	42.8
VII-VIII.....	76	2.6	38.2	56.6	2.6	40.8	59.2
Secondary teachers:							
English.....	438	2.0	49.8	42.9	5.3	51.8	48.2
Social studies.....	340	2.1	48.5	45.0	4.4	50.6	49.4
Foreign language.....	142	3.5	69.7	25.4	1.4	73.2	26.8
Mathematics.....	284	2.1	56.7	35.2	6.0	58.8	41.2
Science.....	219	1.4	48.4	45.6	4.6	49.8	50.2
Commercial subjects.....	192	1.6	52.5	36.0	9.9	54.1	45.9
Home economics.....	86	1.2	51.2	39.5	8.1	52.4	47.6
Technical arts.....	106	2.8	42.5	47.2	7.5	45.3	54.7
Fine arts.....	109	0.9	48.6	43.1	7.4	49.5	50.5
Physical education.....	76	0.0	39.5	47.4	13.1	39.5	60.5

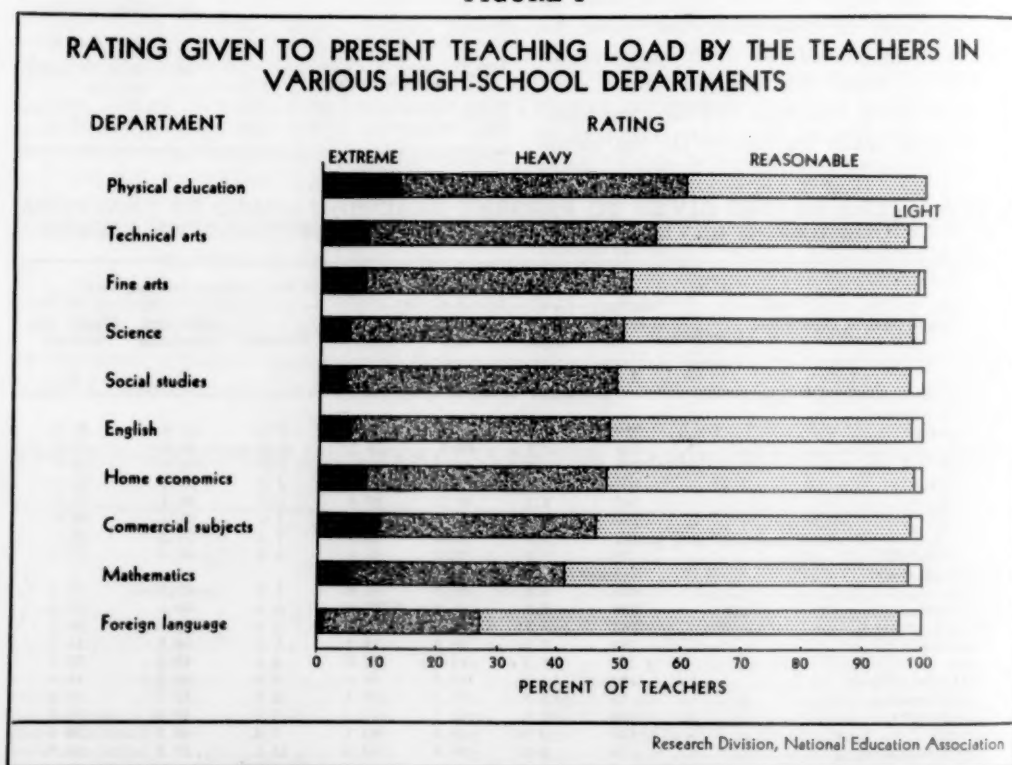
of elementary teachers in the H group were larger by six pupils than those of teachers in the R group. Similarly, the number of pupils taught daily by high-school teachers in the H group was approximately 20 more than for the R group. Large classes of 40 pupils or more were three times as prevalent among elementary teachers in the H as in the R group; and pupil loads of 175 or more were approximately twice as prevalent among secondary teachers in the H group as among those in the R group.

From Table 11 it is clear, too, that teachers in the H groups—both elementary and secondary—give more time to out-of-class activities than do teachers in the R group. The difference in medians is especially pronounced in the case of time devoted to professional meetings, clerical work, interviews, and other duties involving no direct teacher-pupil relationship. In connection with duties of this type, it should be noted that 37.8 percent of the elementary teachers and 43.4 percent of the secondary teachers who rated their present teaching burdens as heavy or extreme also reported that out-of-class duties such as these

require more than 10 hours per week. It may well be that, for many of the teachers of this study, reduction in the amount of time required for professional meetings or the provision of additional clerical help would have brought relief from existing pressures and changed their entire attitude toward present assignments.

In spite of the marked differences which have just been pointed out, however, with respect to average pupil load and average amount of time required for out-of-class activities, it should not be inferred that these are the only or indeed the chief factors which determine the reasonableness or unreasonableness of teaching loads. There can be no absolute standard in such matters. Differences among teachers in their capacity for work is an important consideration. Moreover, a pupil load of 40 in one classroom situation may be considerably lighter than a pupil load of 25 under other conditions. And in the same way, four or five hours per week for professional meetings and committees may be a reasonable expectation in one case, whereas one or two hours per week would be unduly burdensome in another. It should be

FIGURE I



noted in Table 10 that 12.0 to 14.5 percent of the elementary teachers in the R groups were teaching 40 pupils or more, yet considered this a "reasonable" load, and that even larger percents of the secondary teachers in the R group were teaching more than 175 pupils per day. Obviously, teaching load involves so many complex factors that the mere mechanical adjustment of pupil loads and time requirements will seldom result in equitable or satisfactory assignments.

The point should be emphasized, too, that many of the teachers sharing in this study rated their present teaching loads as "light" or "reasonable" in spite of conditions which they fully recognized as unsatisfactory and undesirable. Their reports, as summarized in later sections of this bulletin, direct attention to many aspects of present teaching situations which, in their opinion, are responsible for unduly heavy pressures. Their favorable general ratings were possible either because of compensating factors, which helped to offset objectionable conditions, or perhaps because they have learned to tolerate many unsatisfactory working conditions just as a matter of practical expediency.

The Personal Relationships of Teachers

As stated already, reasonableness of teaching load is determined only in part by quantitative measurements such as those cited above. Perhaps equally important are the personnel conditions under which the load is carried—the harmony, or lack of it, which characterizes the teacher's numerous personal relationships. It is a commonplace to coaches, military authorities, and personnel officials in business and industry that the attitudes and morale of the

workers govern the effectiveness and working capacity of both the individual and the organization of which he is a part. And since it is just as true in educational practice that wholesome relationships among all members of the staff and between teachers and their students are vital to the success of the enterprise, inquiry as to the staff morale, personal relationships, and administrative setting within which the teachers of this study were operating is pertinent here. Were the personal relationships of these teachers generally favorable to effective service or were they conducive to a sense of pressure and strain?

The answer to this question is found in Table 12. By far the great majority of teachers cooperating in this study reported that their relationships with one another, with administrative and supervisory officers, and with their pupils were cooperative, democratic in spirit, and harmonious. The percents for the various groups ranged, as the table shows, from 68.8 to 94.7. Important minority groups, however, representing 5.3 to 31.2 percent of those reporting, were less fortunate in their relationships.

Unfavorable relations within the staff were reported somewhat more frequently by secondary teachers than by teachers in the elementary grades. This may reflect in some measure the specialized department interests and protective feelings necessarily involved in the allocation and adjustment of teaching loads. It indicates a feeling, too, which probably has been stimulated, rather than allayed, by the use of subject weights in teacher-load formulas. For teachers in the departments which are given the lighter weights often believe quite strongly that, all things considered, their work is fully as difficult

TABLE 11.—TIME REQUIRED FOR THE OUT-OF-SCHOOL ACTIVITIES OF TEACHERS IN THE R AND H GROUPS

Type of activity	Median number of hours per week				Percent of teachers who give time as specified in bold type below			
	Elementary		Secondary		Elementary		Secondary	
	R	H	R	H	R	H	R	H
1	2	3	4	5	6	7	8	9
Extracurriculum activities.....	2.7	3.3	2.8	3.6	More than 4 hours per week:			
					26.5	31.2	28.5	38.8
Voluntary service to pupil-interest groups.....	2.3	2.7	2.6	2.7	More than 2 hours per week:			
					25.1	38.9	40.4	40.0
Professional meetings, clerical work, interviews, etc.....	8.0	10.5	9.5	11.1	More than 10 hours per week:			
					22.8	37.8	34.4	43.4

as that of the other departments. In the present study, as has been cited earlier, unreasonable loads were reported most frequently by teachers in some of the departments generally given the lightest subject weights in teacher-load formulas.

Arbitrary, undemocratic, and regimented control was reported by 12.6 to 30.6 percent of the various groups of teachers, unfavorable relationships of this character being nearly twice as frequent for the H groups as for the R groups. This clearly indicates the desirability of wider opportunity for teachers to discuss conditions and to participate in policy-making in a friendly and democratic way. As some of the teachers were led to comment:

It really isn't teaching load that fatigues me; it is the atmosphere of restraint that prevails. Teaching becomes a burden when work is not appreciated and when we are treated as inferiors by administrators.

Discouraging relationships with supervisors were reported less frequently than any other type, and such as were reported came almost entirely from teachers in the H groups. On the contrary, unfavorable teacher-pupil relationships were reported more frequently than any other type, and were by no means identified solely with the H groups.

Of special significance are the differences which consistently appear between the percents for the R and H groups. Without exception, the percent of teachers reporting unfavorable relationships was larger for the group with heavy or extreme teaching loads than for teachers with light or reasonable loads. Significantly, too, larger actual and relative dif-

ferences in the percents are identified with administrative and supervisory relationships than with intra-staff and teacher-pupil relationships.

Without presuming to say whether the belief that teaching loads are unreasonable is more largely the *cause* or the *effect* of unwholesome personal relationships, the tendency for them to appear together is clearly apparent. This fact should be a matter of particular concern to teacher groups and to school administrators alike.

Satisfaction with Present Teaching Assignments

Numerous studies have shown the prevalence of assignments poorly adapted to teacher preparation and the frequency with which teachers are required to handle subjects or activities outside their respective fields of interest. How do such assignments affect the problem of teaching load? Is dissatisfaction with teaching assignments associated with the belief that teaching loads are unreasonable?

According to the data in Table 13, some direct and obvious relationship between satisfaction with assignment and undue load pressures can scarcely be denied. The great majority of teachers reported satisfaction with present assignments, but the percents dissatisfied were consistently larger for teachers of the H groups than for those reporting reasonable loads. The reports from teachers in the primary grades and from those in the senior high school reflect the better adjustment. Reports from teachers in the H groups of the intermediate

TABLE 12.—PERCENT OF TEACHERS WORKING UNDER FAVORABLE AND UNFAVORABLE PERSONNEL CONDITIONS

Relationship	Percent of elementary teachers		Percent of secondary teachers	
	R	H	R	H
Relationships with other teachers characterized by:				
Cooperation; teamwork; encouragement.....	88.5	84.7	82.6	74.2
Criticism; fault-finding; cliques.....	11.5	15.3	17.4	25.8
Relationships with administrators characterized by:				
Appreciative consideration; teacher participation in planning and control...	87.4	77.3	82.8	69.4
Arbitrary, undemocratic, regimented control.....	12.6	22.7	17.2	30.6
Supervisory relationships which tend to be:				
Cooperative; advisory; encouraging.....	92.5	85.0	94.7	86.3
Critical; insistent; prescriptive.....	7.5	15.0	5.3	13.7
Pupil morale which tends to be:				
Cooperative; appreciative; responsive.....	80.6	69.4	78.1	68.8
Irresponsible; difficult to control.....	19.4	30.6	21.9	31.2

grades and junior high school, respectively, reflect the poorer adjustment. Among the latter, as many as 32.7 percent were dissatisfied with some aspect of their present assignments and no less than 10.8 percent with any factor here considered. The high percents identified with the intermediate grades and junior high school perhaps are due in part to the number of teachers who prepare for senior high-school work but find it necessary, at least for some years, to take grade school or junior high-school assignments.

Some degree of dissatisfaction with teaching assignments probably is inevitable. Students of the problem are quite unanimous in the opinion, however, that marked improvement in assignments usually is possible. Likewise, teachers in the present study pointed out several instances in which real improvement might have been achieved had there been opportunity for friendly discussion, by teachers and administrators, of assignment policies and methods of adjustment. For those interested in the reduc-

tion of teaching loads, this area is one of promise.

Enjoyment Derived from Teaching

Whether teaching loads are considered reasonable or unreasonable seems as definitely associated with amount of enjoyment derived from teaching as with the factors discussed above. Table 14 brings out this relationship by showing the percent of teachers in each R and H group who do, and do not, enjoy their work. Without exception, fewer teachers in the H group enjoy their work "very much" than is true for the R group. Conversely, larger percents of the overburdened teachers reported finding little or no enjoyment in their work. Assuming that each factor is sometimes the cause and sometimes the effect of the other, as is probably true, the creation of a favorable working environment, in which teachers find satisfaction and enjoyment, is another potentially helpful method of reducing teaching loads.

TABLE 13.—PERCENT OF TEACHERS IN THE R AND H GROUPS WHO REPORTED DISSATISFACTION WITH PRESENT TEACHING ASSIGNMENTS

Unsatisfactory situation	Percent of teachers reporting dissatisfaction								
	Primary		Intermediate		Junior high school		Senior high school		
	R	H	R	H	R	H	R	H	
	1	2	3	4	5	6	7	8	9
Assignment does not involve the preferred:									
Subjectmatter fields.....	16.2	15.6	25.7	32.7	8.1	10.8	5.0	6.9	
Grade levels.....	9.8	10.3	15.9	21.3	21.2	28.1	9.6	10.2	
Type of pupils.....	8.2	12.8	14.1	24.5	12.9	20.8	10.3	11.6	
Extracurriculum activities.....	16.8	31.0	21.3	26.9	13.0	20.1	11.4	12.6	

TABLE 14.—PERCENT OF TEACHERS IN R AND H GROUPS WHO DO, AND DO NOT, ENJOY THEIR WORK

Amount of enjoyment derived from teaching	Percent of teachers							
	Primary		Intermediate		Junior high school		Senior high school	
	R	H	R	H	R	H	R	H
	1	2	3	4	5	6	7	8
Teachers who enjoy their work:								
Very much.....	76.3	67.1	74.9	61.6	73.5	65.4	76.7	68.8
Fairly well.....	22.6	29.6	23.3	33.2	23.5	30.0	21.2	27.3
Not especially.....	1.1	3.3	1.8	5.2	3.0	4.6	2.1	3.9
Number of cases on which percents are based...	359	240	326	193	430	370	605	557

Health Status of Teachers in the R and H Groups

Since a person's attitudes and opinions on almost any topic may be colored by health conditions, and because unfavorable working conditions often impair the health of the worker, analysis was made in this study of the general health status of teachers who rated their present teaching loads as reasonable and of those who rated their loads as heavy or extreme. Table 15 shows the percent of teachers in each group who rated their general health as "excellent," "above average," "average," and "poor." There are no large differences in the percents given in this table, but such differences as do appear suggest that poor health and teaching loads that seem unreasonable tend to be associated. For teachers, this implies personal responsibility to maintain good health so that teaching duties can be carried on without undue physical strain. For administrators, it suggests the dual responsibility of helping to safeguard teacher health and, more especially,

of freeing teachers from excessive loads which undermine their health.

Judgments as to the Comparative Demands of Teaching and Other Vocations

The teachers who cooperated in this study were asked to state whether their time and job requirements as teachers seemed significantly greater or less than the occupational demands borne by their friends and acquaintances doing other types of work. Table 16 summarizes the opinions of various groups of teachers with reference to this question. A little more than a third of the teachers in the R group reported that, in their opinion, the demands of teaching are heavier than those of other occupations. Of those who rated their present assignments as heavy or extreme, about 65 to 75 percent considered their job requirements heavier than those carried by their friends. Whether or not this judgment is valid, it is a factor in teacher morale that can scarcely be ignored.

TABLE 15.—PERCENT OF TEACHERS IN THE R AND H GROUPS WHO RATED THEMSELVES IN EACH OF FOUR HEALTH-STATUS CATEGORIES

Health status	Percent of teachers							
	Primary		Intermediate		Junior high school		Senior high school	
	R	H	R	H	R	H	R	H
1	2	3	4	5	6	7	8	9
Excellent.....	26.8	23.8	28.7	28.9	34.8	32.4	37.0	30.0
Above average.....	31.4	28.3	30.8	24.9	28.1	29.2	29.0	30.3
Average.....	39.6	42.6	39.6	43.2	35.7	33.3	32.2	36.3
Poor.....	2.2	5.3	1.0	3.0	1.4	5.1	1.8	3.4
Number of cases on which percents are based...	369	244	321	197	437	373	614	557

TABLE 16.—TEACHERS' JUDGMENTS AS TO THE COMPARATIVE DEMANDS OF TEACHING AND OTHER OCCUPATIONS

In comparison with other occupations, the time and job requirements of teaching seem:	Percent of teachers							
	Primary		Intermediate		Junior high school		Senior high school	
	R	H	R	H	R	H	R	H
1	2	3	4	5	6	7	8	9
Lighter.....	5.0	3.8	2.6	3.8	6.5	5.7	6.9	4.4
About the same.....	55.1	23.2	51.3	24.7	58.1	29.8	54.5	29.2
Heavier.....	39.9	73.0	46.1	71.5	35.4	64.5	38.6	66.4
Number of replies on which percents are based..	376	237	306	186	415	369	595	544

IV. Evaluation of Specific Factors in Present Teaching Loads

What are the major sources of pressure in present teaching loads as experienced by classroom teachers? To what extent do individual factors in present teaching situations determine load? Have recent educational trends contributed to the weight of teaching loads to any significant extent? Have important aspects of teaching loads been overlooked by prevailing measures? What is it teachers see when they look at teaching load?

Section III of the questionnaire used in this study was a checklist by means of which teachers could call attention to whatever factors in their present teaching situations seem responsible for excessive load pressures. Teachers were requested to rate forty-four items enumerated in this checklist, using a four-point scale in accordance with the following instructions:

In your present teaching situation, which items stand out as *points of pressure*, or represent conditions which should receive special attention because of the unusual amounts of time, energy, or attention they require from you?

In general, items should be checked as follows:

(1) Those which do not apply in your situation should be left blank.

(2) Items should be checked as "light" if you feel they represent only a minor factor in your present load requirements.

(3) All other items should be checked as "reasonable" unless you are definitely aware of *undue pressures* from that source, in which case they should be checked as "unduly heavy" or "extreme" pressures according to your feeling regarding the situation.

Ratings from this part of the questionnaire are presented in this section of the bulletin for such light as they shed on the questions raised in the opening paragraph above.

The General Pattern of Teaching Load Pressures

The percents of elementary and secondary teachers who assigned different degrees of pressure to each of the forty-four items in the checklist are given in detail in Table A, in the Appendix. These percents are plotted graphically in Figures II and III to reveal such "pressure patterns" as may be apparent with reference to the forty-four load factors. Inspection of Figures II and III (and of Table A) will make clear the following characteristics

of present teaching loads, as appraised by the teachers of this study:

(1) All items in the checklist were regarded as significant determinants of teaching load by a large proportion of the teachers. All but a very few items were rated, in some way, by approximately 50 to 90 percent of those replying.

(2) Teachers differ widely in their opinions as to the degree of pressure attributable to each factor.

(3) With few exceptions the degree of pressure caused by each item was considered reasonable by the majority of teachers rating the item.

(4) Practically every item was rated as a source of extreme pressure by a small percent of teachers, as indicated by the "extreme pressure" band which extends completely down the left-hand side of the charts. The same items, however, are also rated as minor factors in load by a somewhat larger percent of teachers, as illustrated by the "light pressure" band extending down the right-hand portion of the charts.

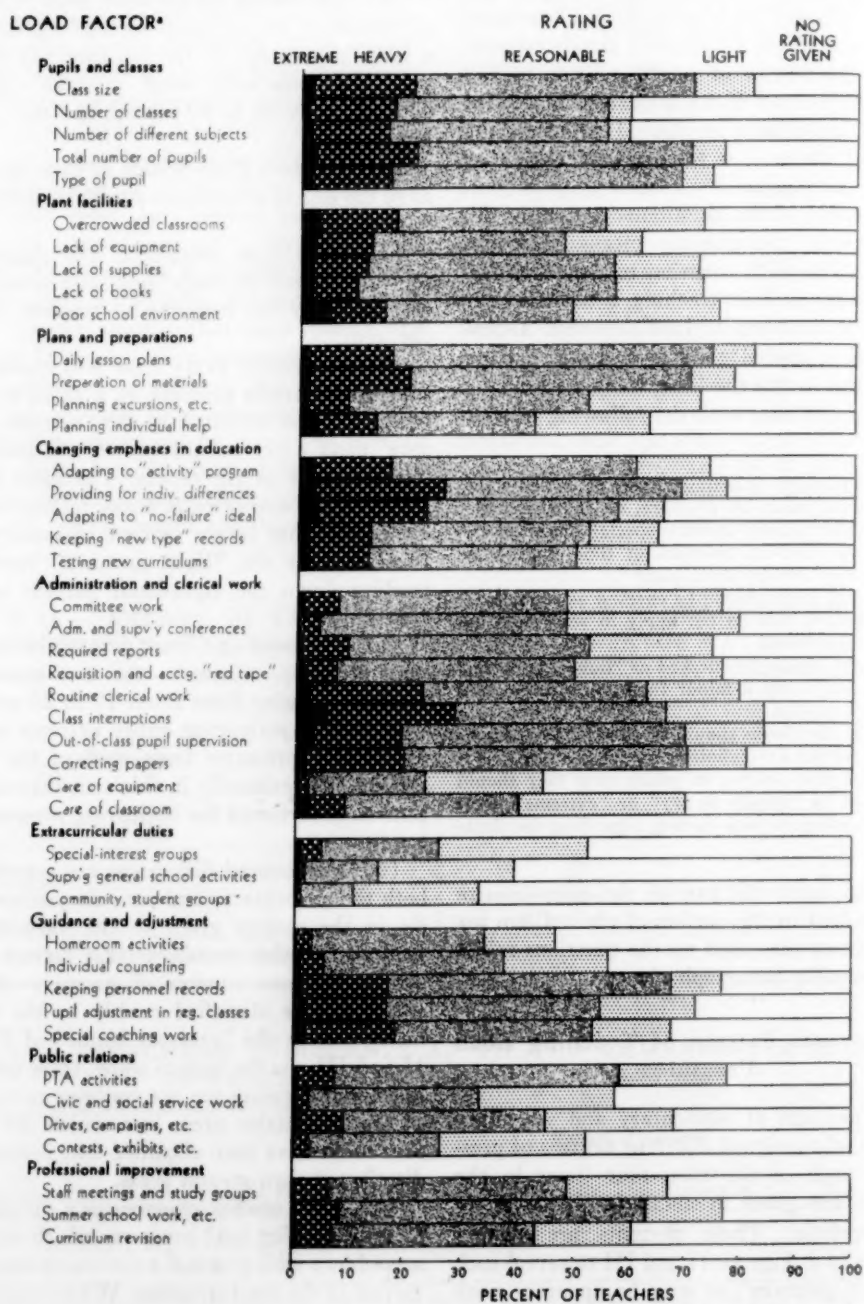
(5) The most significant part of the figures, very probably, relates to the two groups of teachers, ranging from about 10 to 20 percent, who were experiencing either extreme or unduly heavy pressures from each of the items shown. It is primarily in this area that suggestions may be found for improving present load conditions.

(6) Pronounced differences are apparent at both the elementary- and secondary-school levels in the ratings given to the various load factors. In other words, certain factors stand out as common sources of pressure—factors which can be identified readily by the longer heavy bars in the "pressure bands" of Figures II and III. As the figures show, these common sources of pressure are not confined to any one of the nine major areas into which the forty-four items have been classified but, instead, are distributed thru several areas.

(7) Each teacher experiences a unique pattern of teaching load pressures which varies in accordance with personal reactions to numerous factors in the total situation. While nearly half of the teachers in this study—as was reported in the previous section of this bulletin—rated their total teaching load as unduly heavy or

FIGURE II

PERCENT OF ELEMENTARY TEACHERS RATING EACH OF 44 FACTORS IN TEACHING LOAD AS "EXTREME," "HEAVY," "REASONABLE," AND "LIGHT"

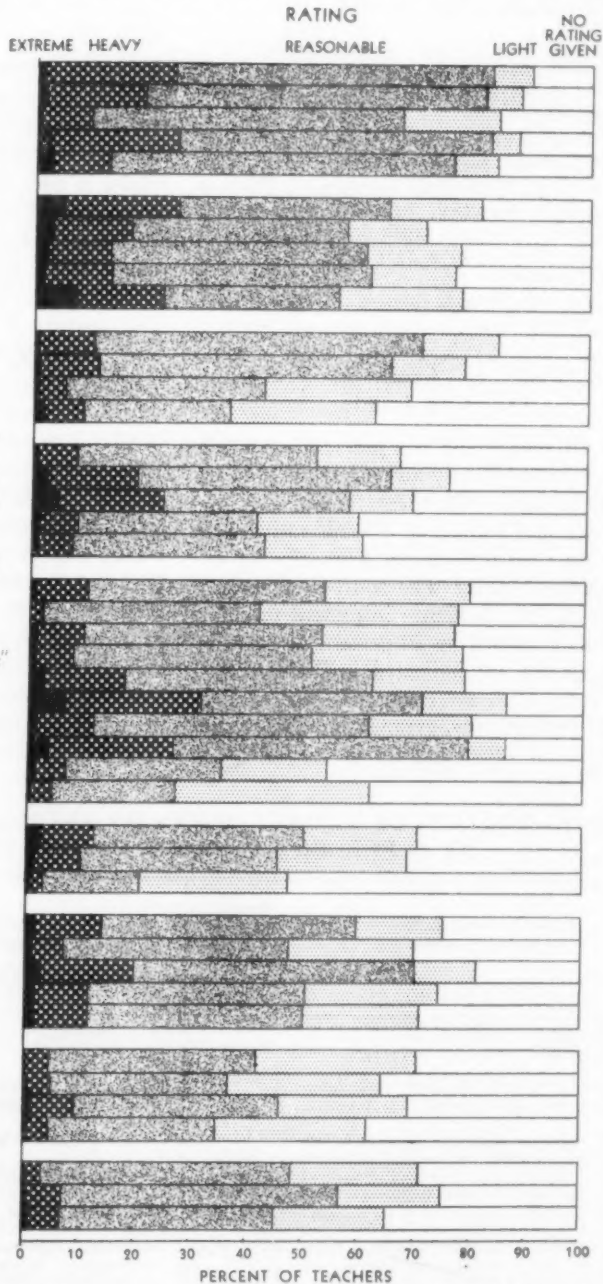


* For a more complete statement of the load factors given in abbreviated form below, see Part III of the questionnaire which is reproduced in the Appendix, pages 267-68.

FIGURE III

PERCENT OF SECONDARY TEACHERS RATING EACH OF 44 FACTORS IN TEACHING LOAD AS "EXTREME," "HEAVY," "REASONABLE," AND "LIGHT"

LOAD FACTOR*



Research Division, National Education Association

* For a more complete statement of the load factors given in abbreviated form below, see Part III of the questionnaire which is reproduced in the Appendix, pages 267-68.

extreme, not more than a third of those reporting rated *any single factor* as the cause of unduly heavy pressures. In only six instances did 20 percent or more of the teachers agree on any single item as a source of undue pressure. As some of the teachers pointed out:

When I look at my ratings, no single factor seems so very heavy, but somehow when one gets them all together in the work of a week, they are often quite staggering.

There seems to be a constant increase in number of special requests, cooperative undertakings, curriculum committees, efficiency surveys, etc. When a new obligation is imposed, the statement is always made, "This will not take much time," but cumulatively it all amounts to a real drag on the conscientious teacher.

Every year adds a new feature—nothing is ever taken away.

Major Pressure Areas in Present Teaching Loads

What are the specific load pressures of which teachers are most keenly aware? Do prevailing measures of load take these factors into account? Are they subject to administrative control or are they determined primarily by external circumstances? The sources of unduly heavy or extreme pressures in present teaching situations mentioned by 20 percent or more of those reporting are indicated in Table 17.

The item, class interruptions—due to bulletins, announcements, errands, special events, etc.—leads all other factors in frequency of

mention as a source of heavy load pressures for both elementary- and secondary-school teachers. All groups were in striking agreement that this factor contributes greatly to the pressure of teaching loads. Yet altho the disruption of plans and procedures resulting from this practice ranks high as a source of strain, in the opinion of teachers, it has not often been recognized in measures of teaching load. Moreover, few administrators probably realize the extent to which lack of planning in this area inevitably results in additional burdens for teachers. The daily load of correcting and grading papers, notebooks, tests, etc., and overcrowded classrooms rank next to class interruptions as sources of pressure at the high-school level. The reports of elementary teachers, on the other hand, give second and third rank, respectively, to adapting class programs to individual differences and adjusting promotion standards to meet a no-failure ideal. These and other new educational procedures are frequent sources of heavy pressure in present teaching loads, altho strain from these influences is not recognized by existing measures of teaching load and cannot as yet be measured because of their intangible nature. The effects of the growing emphasis upon such aims as the individualization of instruction and continuous progress for all pupils are equivalent to marked increases in class size, since many additional things must now be done for the same pupils

TABLE 17.—SOURCES OF UNDULY HEAVY OR EXTREME PRESSURE REPORTED BY 20 PERCENT OR MORE OF THE TEACHERS

Sources of pressure for elementary teachers	Percent reporting it heavy or extreme	Sources of pressure for secondary teachers	Percent reporting it heavy or extreme
1	2	3	4
Class interruptions: bulletins, announcements, errands, special events.....	28.3	Class interruptions: bulletins, announcements, errands, special events.....	31.1
Adapting class program to individual differences in ability, interest, need.....	26.1	Daily load of correcting, grading papers, notebooks, tests, homework, etc.....	26.2
Adapting promotion standards to meet a "no-failure" ideal without neglecting "minimum essentials" expected by the school or without endangering future school adjustment and progress of pupils.....	23.2	Classroom capacity; degree of overcrowding.....	25.6
Clerical activities—mimeographing class materials, work sheets, transcribing records, test results for central files, etc.....	22.8	Total number of pupils assigned.....	25.5
Total number of pupils assigned.....	20.8	Adapting promotion standards to meet a "no-failure" ideal without neglecting "minimum essentials" expected by the school or without endangering future school adjustment and progress of pupils.....	23.8
Size of individual classes.....	20.3	School environment (noises and interruptions from street, playground, neighborhood, etc.)...	23.1

in the way of planning, diagnosing, and adjusting to individual interests, abilities, and needs. These new types of responsibilities represent a higher plane of professional service and, as many teachers in the present study took occasion to point out, make heavier demands upon the energy and vitality of teachers than most of the commonly recognized and measurable factors of teaching load.

Many of the teachers' comments dealt with the futility of attempting further emphasis on the individualization of instruction or wider expansion of school responsibilities until the practical and physical aspects of teaching situations can be brought within the limits of the teachers' physical energies. As one teacher phrased it:

It is irritating to be faced constantly with the futility of a situation where the teacher must of necessity disregard the accepted philosophy of education because there is not sufficient time to give individual attention to pupils, nor any possibility of adapting an overcrowded classroom to modern ideas which are generally accepted as an improvement over mass teaching.

The majority of the items listed in Table 17 are subject to considerable administrative control. Number of pupils, class size, crowded rooms, and environmental disturbances may be largely determined by financial or external circumstances beyond immediate control, but the other factors in this list are matters of policy, procedure, and interpretation of educational philosophy. They are subject to important adjustment, particularly if democratic and co-operative procedures within the staff are followed. Commenting on this situation, one teacher says:

Administrators do not know the real situation well enough. They fail to consider all the demands that are being made, the need of better equalization, and the fact that averages cover up too much. I wish we could talk these problems over more in a group. Why not consult teachers as to how to lighten teaching loads?

Undoubtedly, many school administrators in their enthusiasm for the best possible educational procedures have failed to appreciate the drain upon nervous energy required in adjusting new procedures and philosophies to actual classroom situations. Likewise, educational theorists, by the very nature of their work, are scarcely in a position fully to realize the practical implications of the newer programs for teaching load. The reports from teachers, in

the present study, were filled with reminders of these new aspects of their present loads and with evidence as to the importance of such new emphases in creating present load pressures.

Variations with Respect to the Sources of Load Pressure for Teachers in the R and H Groups

As the major factors in teacher load are being considered, the question naturally arises as to whether or not the same sources of pressure are prominent in the thinking of teachers whose total loads were rated respectively as reasonable and unduly heavy. Are the major sources of pressure the same, or different, for teachers in the R and H groups?

That certain characteristic differences are present is apparent from Table 18, in which are shown the percents of teachers in the R and H groups who checked the various items here listed as sources of unduly heavy or extreme pressure. Especially noticeable is the obvious difference in the size of percents for the R and H groups. Almost without exception the percent of teachers in the H group rating the items as sources of extreme pressure was larger than the corresponding percent in the R group—typically twice as large, but in one case seven times as large.

The general characteristics of the two sets of ratings are reflected in graphic form in Figures III and IV. Each chart is formed by superimposing a bar graph for the R group upon one for the H group. The relative amounts by which the percents for the H group exceed those for the R group are represented by the shaded areas in each chart. From Figures III and IV the following characteristics are apparent:

1. The pressure profiles for both groups show a general similarity, the same items having been identified by *relatively* high percents of those reporting in both the R and H groups.
2. The greatest differences between the ratings of teachers in the R and H groups pertain to class size and pupil load. In this connection it should be recalled that there was a real numerical difference with respect to the present class sizes and pupil loads of teachers in the R and H groups in this study—not just a difference in their attitudes toward these factors.
3. Each factor in teaching load was rated as a source of excessive pressure by at least a

FIGURE IV

PERCENT OF ELEMENTARY TEACHERS IN THE "R" AND "H" GROUPS WHO RATED EACH OF 44 FACTORS IN TEACHING AS THE SOURCE OF HEAVY OR EXTREME PRESSURE

LOAD FACTOR*

Pupils and classes

- Class size
- Number of classes
- Number of different subjects
- Total number of pupils
- Type of pupil

Plant facilities

- Overcrowded classrooms
- Lack of equipment
- Lack of supplies
- Lack of books
- Poor school environment

Plans and preparations

- Daily lesson plans
- Preparation of materials
- Planning excursions, etc.
- Planning individual help

Changing emphases in education

- Adapting to "activity" program
- Providing for indiv. differences
- Adapting to "no-failure" ideal
- Keeping "new type" records
- Testing new curriculums

Administration and clerical work

- Committee work
- Adm. and supv'y conferences
- Required reports
- Requisition and acctg. "red tape"
- Routine clerical work
- Class interruptions
- Out-of-class pupil supervision
- Correcting papers
- Care of equipment
- Care of classroom

Extracurricular duties

- Special-interest groups
- Supv'g general school activities
- Community, student groups

Guidance and adjustment

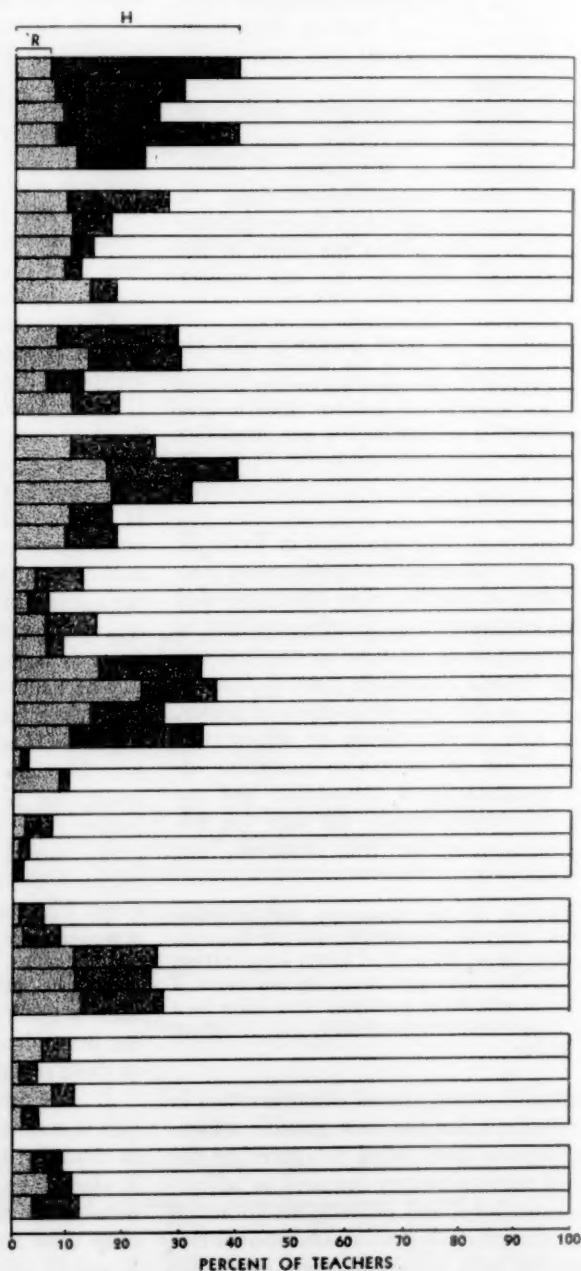
- Homeroom activities
- Individual counseling
- Keeping personnel records
- Pupil adjustment in reg. classes
- Special coaching work

Public relations

- PTA activities
- Civic and social service work
- Drives, campaigns, etc.
- Contests, exhibits, etc.

Professional improvement

- Staff meetings and study groups
- Summer school work, etc.
- Curriculum revision



Research Division, National Education Association

* For a more complete statement of the load factors given in abbreviated form below, see Part III of the questionnaire which is reproduced in the Appendix, pages 267-68.

FIGURE V

PERCENT OF SECONDARY TEACHERS IN THE "R" AND "H" GROUPS WHO RATED EACH OF 44 FACTORS IN TEACHING AS THE SOURCE OF HEAVY OR EXTREME PRESSURE

LOAD FACTOR*

Pupils and classes

- Class size
- Number of classes
- Number of different subjects
- Total number of pupils
- Type of pupil

Plant facilities

- Overcrowded classrooms
- Lack of equipment
- Lack of supplies
- Lack of books
- Poor school environment

Plans and preparations

- Daily lesson plans
- Preparation of materials
- Planning excursions, etc.
- Planning individual help

Changing emphases in education

- Adapting to "activity" program
- Providing for indiv. differences
- Adapting to "no-failure" ideal
- Keeping "new type" records
- Testing new curriculums

Administration and clerical work

- Committee work
- Adm. and sup'v. conferences
- Required reports
- Requisition and acct's "red tape"
- Routine clerical work
- Class interruptions
- Out-of-class pupil supervision
- Correcting papers
- Care of equipment
- Care of classroom

Extracurricular duties

- Special-interest groups
- Sup'v. general school activities
- Community, student groups

Guidance and adjustment

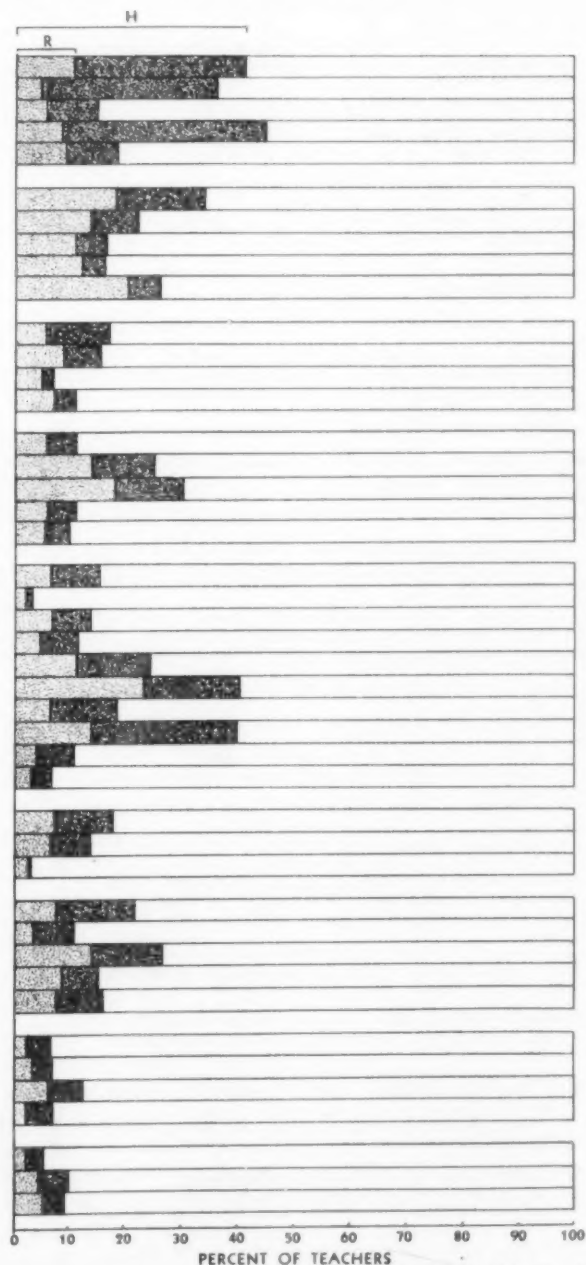
- Homeroom activities
- Individual counseling
- Keeping personnel records
- Pupil adjustment in reg. classes
- Special coaching work

Public relations

- PTA activities
- Civic and social service work
- Drives, campaigns, etc.
- Contests, exhibits, etc.

Professional improvement

- Staff meetings and study groups
- Summer school work, etc.
- Curriculum revision



* For a more complete statement of the load factors given in abbreviated form below, see Part III of the questionnaire which is reproduced in the Appendix, pages 267-68.

TABLE 18.—PERCENT OF TEACHERS IN R AND H GROUPS WHO RATED EACH ITEM AS THE SOURCE OF UNDULY HEAVY OR EXTREME PRESSURE

Factors in teaching load	Percent of R groups rating item heavy or extreme		Percent of H groups rating item heavy or extreme	
	Elementary	Secondary	Elementary	Secondary
1	2	3	4	5
1. Load pressures due to number and type of classes and pupils				
a. Size of individual classes.....	6.7	10.5	40.1	41.2
b. Total number of classes assigned.....	7.4	4.8	30.4	36.1
c. Number of different subjects assigned.....	8.6	5.7	25.8	14.9
d. Total number of pupils assigned.....	7.5	8.3	40.1	44.7
e. Type of pupil assigned.....	11.4	9.2	23.1	18.3
2. Load pressures due to <i>inadequacy</i> of school facilities				
a. Classroom capacity; degree of overcrowding.....	9.7	18.1	27.8	34.1
b. Classroom or laboratory equipment.....	10.7	13.6	17.2	22.2
c. Instructional supplies and materials.....	10.4	11.1	13.9	16.5
d. Texts and supplementary references.....	8.9	12.3	11.9	16.2
e. School environment (noises and interruptions from street, playground, neighborhood, etc.).....	13.6	20.4	18.1	26.1
3. Load pressures due to requirements of instructional planning and class preparations				
a. Planning, organizing, and studying for daily class work.....	7.7	5.7	29.0	17.0
b. Providing supplementary reference, illustrative, activity materials.....	13.3	8.7	29.7	15.7
c. Planning and supervising enrichment opportunities—excursions, visits, etc.....	5.9	4.9	12.2	7.2
d. Providing for special needs of racial or underprivileged groups.....	10.3	7.5	18.7	11.2
4. Load pressures due to changing emphases in classroom methods and procedures				
a. Adapting class work to the "pupil activity" type of program.....	10.1	5.9	25.2	11.3
b. Adapting class program to individual differences in ability, interest, need.....	16.5	13.9	40.0	25.0
c. Adapting promotion standards to meet a "no-failure" ideal without neglecting "minimum essentials" expected by the school or without endangering future school adjustment and progress of pupils.....	17.4	18.1	31.8	30.3
d. Maintaining newer types of diagnostic and growth records of pupil behavior, character traits, and personality adjustments.....	9.8	6.1	17.4	11.3
e. Applying new experimental curriculum plans to the classroom.....	9.2	5.6	18.1	9.9
5. Load pressures due to administrative, supervisory, clerical responsibilities				
a. Service on councils and committees.....	4.0	6.5	12.2	15.2
b. Individual conferences with principal, supervisors, staff specialists.....	2.7	2.0	6.1	3.4
c. Requirements of administrative or supervisory reports.....	5.6	6.9	14.3	13.7
d. Routine involved in securing texts and supplies—requisition and accounting system.....	5.9	4.9	8.7	11.7
e. Clerical activities—mimeographing class materials, work sheets, transcribing records, test results for central files, etc.....	15.4	11.6	33.4	24.2
f. Class interruptions: bulletins, announcements, errands, special events.....	22.9	23.2	36.3	40.1
g. Supervision of pupils and building: corridors, playground, assemblies, lunchroom, detention, public performances and events.....	13.7	6.5	26.9	18.2
h. Daily load of correcting, grading papers, notebooks, tests, homework, etc.....	10.0	14.0	33.6	39.9
i. Care and repair of laboratory or shop equipment, tools, materials.....	1.8	4.1	2.7	10.6
j. Classroom care—cleaning, dusting, heating, lighting, decorating, repairing.....	8.2	3.0	9.9	6.9
6. Load pressures due to requirements of extracurriculum responsibilities				
a. Sponsoring special interest groups and activities (debate, school paper, school shows, home projects, departmental clubs, etc.).....	2.3	7.2	6.9	17.8
b. Supervising student government organizations and general school activities (elections, meetings, tickets, attendance at dances, parties, athletic events, etc.).....	1.1	6.5	3.0	13.8
c. Assisting with community student groups (Boy Scouts, Camp Fire, Y. M. C. A., Y. W. C. A., etc.).....	0.3	2.8	1.9	3.3
7. Load due to guidance and pupil-adjustment responsibilities				
a. Requirements of homeroom activities and responsibilities.....	1.4	7.8	5.5	21.4
b. Counseling responsibilities—conferences with individual pupils, advisers, nurse, specialists; case studies, home visitation, etc.....	2.1	3.8	8.5	10.8
c. Time and effort involved in the personnel record system (permanent record cards, failure notices, report card system, etc.).....	10.9	14.0	25.8	26.4
d. Time and effort involved in caring for disciplinary and handicapped children in the regular classes.....	11.4	8.5	24.5	15.1
e. Remedial and coaching requirements of poorly prepared, transient, and irregular attendance pupils.....	12.2	7.6	26.9	16.0

TABLE 18.—PERCENT OF TEACHERS IN R AND H GROUPS WHO RATED EACH ITEM AS THE SOURCE OF UNDULY HEAVY OR EXTREME PRESSURE—(Cont.)

Factors in teaching load	Percent of R groups rating item heavy or extreme		Percent of H groups rating item heavy or extreme	
	Elementary	Secondary	Elementary	Secondary
1	2	3	4	5
8. Load due to required or expected community relationships				
a. Participation in parent-teacher activities.....	5.7	2.6	10.3	6.7
b. Participation in civic, social service, religious activities (luncheon clubs, Sunday School, Scouts, Camp Fire, etc.).....	1.6	3.7	4.5	6.9
c. Cooperation and assistance in drives, fund-raising campaigns....	7.6	6.2	11.2	12.5
d. Participation in essay contests, exhibits, special events, projects sponsored by organizations and community groups.....	1.9	2.5	4.8	7.0
9. Load due to professional improvement requirements				
a. Staff meetings and study groups.....	3.9	2.2	9.0	5.4
b. Summer school requirements, institutes, conventions, extension courses.....	6.9	4.6	10.9	10.0
c. Curriculum revision programs.....	4.0	5.3	12.1	9.1

small percent of teachers in both the R and H groups.

4. No one factor was identified as the source of heavy pressure by more than 44 percent—even of the H groups, altho all these teachers considered their total loads as heavy or extreme. In the R groups, 23.2 percent was the highest proportion of teachers checking any one item as a source of heavy pressure and a majority of the items were so evaluated by less than 10 percent.

5. In general, the percent of teachers checking an item as a source of heavy pressure was about twice as large for the H groups as for the R groups. The percents for items pertaining to class size and number of pupils and classes, however, were from four to seven times as large for the H groups as for the R groups.

Comparison of the ten items mentioned most frequently by elementary and secondary teachers in the H groups is provided in Table 19. The percents are entered not only for the H but also for the R groups.

Number of pupils and class size rank first and second, respectively, as sources of pressure for the H groups in both elementary and secondary schools. More than 40 percent of the teachers who regard their total load as unduly heavy believe that sheer numbers of pupils and large classes contribute materially to the weight of teaching load. For teachers in the R groups, however, these are comparatively minor factors, checked by only 10 percent, or less, of those reporting.

The item, class interruptions, ranks high in the replies from H groups, both elementary and secondary. Significantly, too, it leads all other items in frequency of mention as a source of load pressure among teachers whose total load was rated as light or reasonable. The correcting of papers and various forms of clerical work are other sources of load pressure which indicate a need for the best possible administrative procedures.

The high importance, in the opinion of teachers, of the load pressures incurred as a result of necessary adaptations to new methods and changes in educational policy is again clearly indicated in Table 19. In other words, the interpretation and working out of new educational objectives in terms of actual classroom procedures entail so much demand upon nervous energy that such adaptations must be recognized as major factors in teacher load.

Differences in Load Pressure for Teachers at Various Grade Levels

Characteristic differences in attitude with respect to the sources of load pressure among the teachers at various grade levels are shown in Table 20. This table includes only the items which were rated as unduly heavy or extreme by 20 percent or more of the teachers at some grade level.

Some of the same general tendencies appear in this table as have been noted with respect to the preceding ones. Namely, the measurable factors of class size, total pupil load, and num-

TABLE 19.—THE TEN SOURCES OF UNDULY HEAVY PRESSURE MENTIONED MOST FREQUENTLY BY ELEMENTARY AND SECONDARY TEACHERS IN THE R AND H GROUPS

Elementary			Secondary		
Source of pressure	Percent mentioning		Source of pressure	Percent mentioning	
	R	H		R	H
1	2	3	4	5	6
Total number of pupils assigned.....	7.5	40.1	Total number of pupils assigned.....	8.3	44.7
Size of individual classes.....	6.7	40.1	Size of individual classes.....	10.5	41.2
Adapting class program to individual differences in ability, interest, need.....	16.5	40.0	Class interruptions: bulletins, announcements, errands, special events.....	23.2	40.1
Class interruptions: bulletins, announcements, errands, special events.....	22.9	36.3	Daily load of correcting, grading papers, notebooks, tests, homework, etc.....	14.0	39.9
Daily load of correcting, grading papers, notebooks, tests, homework, etc.....	10.0	33.6	Total number of classes assigned.....	4.8	36.1
Clerical activities—mimeographing class materials, work sheets, transcribing records, test results for central files, etc.....	15.4	33.4	Classroom capacity; degree of overcrowding..	18.1	34.1
Adapting promotion standards to meet a "no-failure" ideal without neglecting "minimum essentials" expected by the school or without endangering future school adjustment and progress of pupils.....	17.4	31.8	Adapting promotion standards to meet a "no-failure" ideal without neglecting "minimum essentials" expected by the school or without endangering future school adjustment and progress of pupils.....	18.1	30.3
Providing supplementary reference, illustrative, activity materials.....	13.3	29.7	Time and effort involved in the personnel record system (permanent record cards, failure notices, report card system, etc.)...	14.0	26.4
Planning, organizing, and studying for daily class work.....	7.7	29.0	School environment (noises and interruptions from street, playground, neighborhood, etc.).....	20.4	26.1
Classroom capacity; degree of overcrowding..	9.7	27.8	Adapting class program to individual differences in ability, interest, need.....	13.9	25.0

TABLE 20.—PERCENT OF TEACHERS AT EACH GRADE LEVEL WHO REPORTED VARIOUS FACTORS AS SOURCES OF UNDUE PRESSURE

Source of pressure	Percent of teachers reporting			
	Primary	Intermediate	Junior high school	Senior high school
1	2	3	4	5
Size of individual classes.....	21.5	19.7	26.6	23.8
Total number of classes assigned.....	10.1	17.0	20.0	19.2
Number of different subjects assigned.....	10.8	20.4	8.7	10.9
Total number of pupils assigned.....	21.0	20.4	26.7	24.6
Classroom capacity; degree of overcrowding.....	16.6	19.2	23.8	26.9
School environment (noises and interruptions from street, playground, neighborhood, etc.).....	13.5	17.9	22.2	23.7
Providing supplementary reference, illustrative, activity materials.....	21.5	20.3	11.4	12.4
Adapting class program to individual differences in ability, interest, need..	26.0	27.9	20.9	17.9
Adapting promotion standards to meet a "no-failure" ideal without neglecting "minimum essentials" expected by the school or without endangering future school adjustment and progress of pupils.....	23.8	24.0	24.7	23.2
Clerical activities—mimeographing class materials, work sheets, transcribing records, test results for central files, etc.....	26.2	21.7	16.0	18.5
Class interruptions: bulletins, announcements, errands, special events....	27.4	32.7	26.6	28.3
Supervision of pupils and building: corridors, playground, assemblies, lunchroom, detention, public performances and events.....	20.8	20.3	11.4	12.4
Daily load of correcting, grading papers, notebooks, tests, homework, etc.	13.5	25.4	23.2	28.3
Time and effort involved in the personnel record system (permanent record cards, failure notices, report card system, etc.).....	15.5	17.5	20.4	19.6
Remedial and coaching requirements of poorly prepared, transient, and irregular attendance pupils.....	20.0	19.5	12.3	11.1

ber of classes assigned rank highest, but are followed closely by such items as class interruptions, clerical work, the difficulties of individualizing instruction, and the problems involved in making a practical adjustment to the ideals of a "no-failure" philosophy. The last-named factor was mentioned as a source of pressure by approximately one-fourth of the teachers at each of the four grade-level areas.

The problem of providing supplementary reference and illustrative materials, clerical activities, the supervision of pupils at noon, during recesses, and at free periods, and the coaching of transient and slow-learning pupils are sources of load pressure mentioned more frequently by elementary than by secondary teachers. On the other hand, overcrowded rooms, environmental disturbances, and the correction of papers and tests are relatively more troublesome at the high-school level.

Evidence in Table 20, as well as that presented in previous tables, directs attention to the load pressures experienced by the teachers of this study as a result of the new procedures and new demands arising from the continuous evolution of educational ideals. Marked adjustment of teaching load pressures arising from these causes can undoubtedly be achieved when the weight of such pressures is more generally recognized, when local situations are more carefully analyzed, and when opportunity is provided for free discussion of the specific difficulties which teachers experience.

Differences in Load Pressure Reported by Teachers from Various Departments

Factors responsible for load pressure as reported by 20 percent, or more, of the teachers in any one high-school department are listed in Table 21. The percents checking each factor as a source of pressure in each department are shown, the highest one in bold type.

Heavy pressures from class size, crowded rooms, environmental disturbances, and class interruptions were reported frequently from all departments. Otherwise, however, specific sources of pressure tended to be identified with certain departments. Among the departmental differences observable from Table 21, the following merit consideration:

1. Class size and total number of pupils were reported as sources of pressure by higher

percents of the teachers in physical education than by any others. Nevertheless, in all departments except foreign language, these factors were checked by 16 percent or more of the teachers reporting.

2. Pressures, due to the type of pupil assigned, were reported most frequently by teachers of home economics and technical arts.

3. Overcrowded rooms were responsible for load pressures for 30 to 40 percent of the teachers of science, home economics, and technical arts, and lack of gymnasium facilities added greatly to the load of physical education instructors.

4. Shortage of equipment, supplies, and materials was reported most frequently from the departments of science, home economics, technical arts, and fine arts.

5. Difficulties encountered in adapting to a "no-failure" policy were reported as the source of load pressure by nearly a fourth of the teachers of English, social studies, foreign language, mathematics, science, and commercial subjects.

6. The load of correcting papers, notebooks, tests, etc., was cited as a troublesome factor in teaching load by 40.6 percent of the English teachers—a higher proportion than for any other group. This factor was also checked, however, by substantial percents of the teachers of the social studies, mathematics, science, and commercial subjects.

7. Teachers of the technical arts call attention to the load of maintaining and repairing equipment. Pressures arising from this source were mentioned by 39.6 percent of the shop teachers.

Because of departmental differences such as those pointed out above, formulas for the measurement of teaching load have attempted to compensate for the differences known to exist by the introduction of subject weights. Such formulas are helpful in equalizing *measurable* loads but they do not necessarily equalize *total* departmental load pressures. As various tables in the present study indicate, many teachers experience just as much load pressure from various intangible factors as from the measurable factors employed in load formulas. The last two factors mentioned above—(1) correcting papers, tests, etc., and (2) maintaining shop equipment—led all others in relative frequency

of mention in this study. Yet in spite of this finding, these factors usually are ignored or given scant recognition in the application of teaching-load formulas. The result is that feelings of discrimination are sometimes thus occasioned within faculty groups.

Teaching-load formulas have proved inadequate, moreover, not only because important sources of load pressure have been overlooked or under-rated but also because load pressures vary for any given department with variations in local school practice. In other words, equitable adjustment of teaching load requires not only an adequate formula but suitable adaptations of it, based on the thoro study and discussion of local conditions. Adjustment of teaching loads is primarily a problem of personnel administration. Personal reactions, mor-

ale, and personnel relationships are critical factors in any satisfactory solution to it. Load pressures associated with class size and number of pupils, within reasonable limits, are themselves affected materially by the total complex pattern of professional activities which enter into teachers' work. In this connection, the following comments by teachers are significant:

To equalize loads fairly, administrators need to study a teacher's activities as well as the subjects assigned. If there were only more opportunity to express our views on difficulties as they come up, and if we were permitted to help form school policies rather than have them dictated to us, it would help so much.

Let's have opportunity to make studies similar to this in our own systems. Seldom is this question ever investigated so that actual problems can be stated without fear of consequence.

TABLE 21.—SOURCES OF LOAD PRESSURE MENTIONED BY 20 PERCENT, OR MORE, OF THE TEACHERS IN SOME HIGH-SCHOOL DEPARTMENT

Source of load pressures	English	Social studies	Foreign language	Mathematics	Science	Commercial subjects	Home economics	Technical arts	Fine arts	Physical education
1	2	3	4	5	6	7	8	9	10	11
Size of individual classes.....	28.8	24.7	8.5	27.1	28.8	22.9	22.1	19.8	24.8	32.9
Total number of classes assigned.....	18.7	19.7	11.3	18.3	18.3	23.4	20.9	23.6	23.9	22.4
Total number of pupils assigned.....	26.0	29.4	6.3	26.1	26.5	23.4	18.6	16.0	36.7	38.2
Type of pupil assigned.....	7.3	17.6	6.3	13.4	7.3	13.5	19.8	20.8	17.4	5.3
Classroom capacity; degree of overcrowding.....	23.1	27.1	16.9	20.1	36.1	21.4	31.4	38.7	25.7	34.2
Classroom or laboratory equipment.....	13.2	19.7	12.0	11.6	22.4	14.1	24.4	33.0	23.9	19.7
Instructional supplies and materials.....	14.8	17.1	12.7	10.9	11.0	7.3	12.8	23.6	15.6	10.5
School environment (noises and interruptions from street, playground, neighborhood, etc.).....	25.3	24.1	21.8	23.9	25.1	20.3	22.1	21.7	21.1	9.2
Providing supplementary reference, illustrative, activity materials.....	11.4	18.8	6.3	8.8	8.7	6.8	20.9	16.0	15.6	7.9
Adapting class program to individual differences in ability, interest, need.....	22.1	20.6	16.9	22.5	13.2	17.7	22.1	17.9	17.4	9.2
Adapting promotion standards to meet a "no-failure" ideal without neglecting "minimum essentials" expected by the school or without endangering future school adjustment and progress of pupils.....	27.9	27.9	28.2	29.9	21.5	21.4	15.1	17.0	10.1	7.9
Clerical activities — mimeographing class materials, work sheets, transcribing records, test results for central files, etc.....	16.9	22.4	9.9	16.5	19.6	19.8	14.0	23.6	11.0	14.5
Class interruptions: bulletins, announcements, errands, special events.....	32.4	31.5	33.8	32.0	32.0	31.3	26.7	25.5	33.9	19.7
Daily load of correcting, grading papers, notebooks, tests, homework, etc.....	40.6	27.6	16.9	27.8	24.7	29.2	14.0	11.3	10.1	6.6
Care and repair of laboratory or shop equipment, tools, materials.....	2.3	1.5		1.4	11.9	6.3	18.6	39.6	22.9	5.3
Time and effort involved in the personnel record system (permanent record cards, failure notices, report card system, etc.).....	18.0	24.1	23.2	21.1	23.7	17.7	19.8	14.2	16.5	10.5

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¹ See
² Smith
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V. The Consequences of Unduly Heavy Teaching Loads

Numerous articles have been written regarding the relative effectiveness of large and small classes and many experimental studies have been made to determine their influence upon pupil progress and educational achievement.¹ Within recent years, several well-controlled experiments have indicated that, under favorable conditions and with procedures adapted to large-group instruction, pupils make about the same final scores on subject-matter tests and show similar growth with respect to *observable* personality traits regardless of size of class. Most of these experiments, however, have been carried on for relatively brief periods of time and have been influenced inevitably by the stimulus and interest of an experimental situation. Suitable administrative adjustments in load, in clerical assistance, and in facilities for instruction usually have been made. Even under favorable conditions, as was demonstrated in one of the most comprehensive of these experiments, large classes make noticeably heavier demands upon the nervous energy and time requirements of teachers.² The mass of evidence from such studies is conflicting. The hypothesis now widely accepted that class size makes little difference in the *measurable* outcomes of instruction remains largely inconclusive.

Hence the opinions of a large group of classroom teachers, with respect to their experiences with large and small classes, merit the careful consideration of those who are interested in suitable class-size standards.

Experience with Large Classes by the Teachers of This Study

A majority of the teachers cooperating in this study, both elementary and secondary, have had firsthand experience with large classes in the daily routine of the regular school situation and are, therefore, in an excellent position to pass judgment upon their influence on teaching load. Classes of 42 pupils or more have been taught by 72 percent of the elementary teachers and by 58 percent of the secondary group. Moreover, classes of 50 pupils or more come within the experience of 30 percent of the elementary and 23 percent of the secondary

teachers who cooperated. More than 60 percent of this large-class experience has been within the last eight years and nearly half of it within the past five years.

Analysis of the reports showed little difference in the proportion of teachers in the R and H groups who had taught classes of 42 pupils or more. However, the large-class experience of teachers in the H group was more often identified with the present situation or with a very recent year than was true for teachers in the R group.

The difficulties reported with large classes, as set forth in the paragraphs which follow, represent the firsthand experience of teachers with classes of 42 pupils or more. These reports are neither matters of academic speculation as to the probable effects of large classes nor expressions of opinion regarding hypothetical situations. For the teachers here concerned, large classes are, or have been, an insistent day-by-day responsibility.

Difficulties Experienced with Large Classes

Approximately two-thirds of all the teachers who reported that they had taught large classes also reported on the specific difficulties they had encountered. Table 22 indicates some of the most common problems thus identified and shows, also, the relative frequency with which each problem was mentioned by teachers in each of the four grade-level divisions.

Inability to become acquainted with pupils and to give the individual help needed was by far the most common of all the problems mentioned. Nevertheless, crowded classrooms and inadequate facilities, an excessive amount of clerical work, discipline problems, and the difficulty of adapting instruction to an unusually wide range in pupil abilities were other problems frequently reported.

The teachers' own comments as to their difficulties in teaching large classes are perhaps the clearest and best means of explaining those difficulties. In the parentheses at the end of each of the following quotations are Roman numerals or letters showing the grade level or

¹ See the reviews by (1) Irwin, (2) Barbour, and (3) Pertsch, *op. cit.*

² Smith, Dora V. "Problems of Class Size and the Efficiency of Instruction in English." *English Journal* 19: 724-36; November 1930.

TABLE 22.—SOME COMMON PROBLEMS EXPERIENCED IN TEACHING LARGE CLASSES

Type of difficulty	Percent of teachers mentioning problem*			
	Pri- mary	Inter- medi- ate	Junior high school	Senior high school
1	2	3	4	5
Inability to become acquainted with pupils and to give the individual help needed.	54	41	47	48
Crowding of room and inadequate facilities sufficient to impair the program.	19	16	37	31
Load of papers, clerical work, records, etc.	10	13	16	24
Problems of management, organization, control, discipline.	13	11	20	15
Extent of ability range.	15	11	10	6
Presence of problem pupils: retarded, poorly prepared, or handicapped.	14	9	7	5
Load of making preparations and plans, and devising teacher-made materials.	6	4	12	1

* In this table, percents have been rounded to the nearest whole number.

subject field involved together with the number of pupils taught in the large class to which the teacher's comment refers.

Individualized instruction is hampered:

It was impossible to give each child the time and attention he needed and had a right to expect. I just couldn't do justice to each one. (I:47)

Too much group instruction had to be used instead of individualized help which my pupils needed so badly. Discipline, so-called, was a greater problem. I was less able to bring each child up to standard, ready for the second grade. It was a terrible strain on nerves! (I:46)

I just had to teach subjects, not pupils! (IV:66)

Neither dull nor brilliant children were given proper attention. Moreover, I usually was too exhausted to do good work with the small class which followed. (H. S., Soc. St.: 50)

I was unable even to begin to know the individual weaknesses, strengths, interests, and achievements of the pupils in this class. (H. S., Eng.:61)

I could do so much more for my pupils, the bright and the dull alike, if I had more opportunity for individual work. What might be done haunts me always. (II:44)

The use of desirable methods and procedures is hindered:

The class was too large for individual attention, so I reverted to formalism—taught, tested, taught. (H. S., Math.: 55)

In large classes there is a strong temptation to load on the "busy work." (H. S., Soc. St.:43)

There was a tremendous range in ability in the class. Presenting work on appropriate levels was a problem. When the class was divided, with a student teacher in charge of one section, the results were magical. Both pupils and teachers were surprised and gratified at the progress made. (H. S., Eng.:44)

Problems of classroom management are magnified:

Discipline became a major instead of an incidental problem. (H. S., Soc. St.: 54)

I experienced more acute discipline problems than ever before which affected all the children. There was a spirit of unrest which I was always subconsciously "bottling." (VI:46)

To control a large group without friction, while keeping up interest and enthusiasm, uses up a very large amount of nervous energy. (H. S., Eng.:45)

Discipline seemed to come before teaching. I was exhausted every night. (I:47)

Pupils make unsatisfactory achievement:

I accomplished less with this class than any other I ever taught. (H. S., Soc. St.: 45)

I constantly felt that a poor job was being done because individual help was needed which I simply could not give. (H. S., Math.:48)

Several students failed who could have passed with individual help which I was unable to give. (H. S., Sci.:47)

Only part of this group "arrived," in spite of the extreme efforts put forth and the constant strain which I experienced. (IV:54)

The physical and nervous strain for teachers is a serious factor:

The "wear and tear" on the nervous system from coming into contact with so many children at one time was severe. The extra numbers meant more papers to correct, more slow-learning pupils needing help, and increased responsibility all along the line. (III:45)

I did my best with this class but suffered a nervous breakdown from which I have not yet fully recovered. (I:52)

By the end of the week, I would be so exhausted that I could scarcely relax or rest. (V:50)

I was reasonably successful in my teaching but put my whole self into it and was worn out every night. (II:52)

The nervous strain of trying to hold attention and attain standards of work was severe. (H. S., Math: 54)

Pupils find it easier to acquire undesirable habits:

There was an increased tendency for pupils to shirk, hoping to be missed in such a class. (H. S., Math.: 46)

Pupils fell into bluffing habits, since it was difficult to know personally what each pupil could do and was doing. (H. S., Eng.: 43)

There was much wasted time and lack of industry on the part of pupils waiting for the individual help of the teacher. (H. S., Art: 48)

This situation favored the tendency for individuals to hide behind the group—to do just enough to "get by." Such classes make for irresponsible pupil attitudes. (H. S., Soc. St.: 44)

Limitations of Class Size

Class size is basic both to costs and to methods of instruction, yet research has been able to give no final answer as to the most effective and desirable size. Present tentative norms, as accepted in common theory and practice, have been developed very largely from experience and evolution and have been crystallized and perpetuated by accrediting agencies, higher educational institutions, and the various bases for state financial aid.

How do teachers' judgments check with these accepted norms? As a result of all their experiences with large classes, including difficulties such as were described above, what limitations on class size do teachers recommend? What, in their judgment, is the maximum number of pupils who can be taught advantageously in one class?

Table 23 suggests an answer to these questions, giving the percent of elementary and secondary teachers who reported that, in their opinion, certain specified limitations should be considered respectively as the "reasonable" and "maximum" size for classes. The average size considered reasonable was approximately 30 pupils as rated by both groups and the average maximum size was placed at approximately 35 pupils per class. The agreement in the average ratings by elementary and secondary teachers is surprisingly close, being only a trifle higher for elementary classes.

Significantly, too, none of the elementary teachers and only 1.6 percent of the high-school teachers rated classes of 42 pupils or more as

TABLE 23.—LIMITS OF CLASS SIZE REGARDED AS FEASIBLE BY CLASS-ROOM TEACHERS

Number of pupils per class	Percent of elementary teachers suggesting each limitation as a		Percent of secondary teachers suggesting each limitation as a	
	reason-able size	maxi-mum size	reason-able size	maxi-mum size
1	2	3	4	5
Less than 30.....	38.2	9.9	51.1	13.3
30-33.....	42.8	25.1	32.3	31.7
34-37.....	16.6	35.5	11.8	28.4
38-41.....	2.4	22.2	3.2	18.0
42-45.....		5.0	0.6	4.1
46-49.....		0.6	0.2	0.5
50 or more.....		1.7	0.8	4.0
Number of cases on which percents are based.....	1,551	1,515	1,943	1,916
Median*.....	31.1	35.7	Less than 30	34.7

* These medians were computed, not from the data in this table, but from the frequency distributions used in computing the percents that are given here.

reasonable in size and only 7.3 percent of the elementary and 8.6 percent of the secondary teachers believe that the maximum size should be 42 pupils or more. Conversely, over 80 percent of the teachers in both groups would fix something less than 34 pupils per class as the reasonable standard and a little over 70 percent of both groups would hold the maximum down to something less than 38 pupils per class.

Some degree of flexibility in the application of the foregoing standards would be acceptable to many teachers, as Table 24 shows. In other words, if certain specified adjustments could be assured, some would be willing to see a slight increase or perhaps a marked increase in class size. At both the elementary and secondary levels, the adjustment which caused the highest percent of teachers to favor a marked increase in class size was the provision of special classes for retarded and problem pupils. Next to this factor came the related form of adjustment, increased attention to ability or homogeneous grouping. Least acceptable of all would be to reduce extracurriculum assignments as justification for increasing class-size standards. Approximately a third of those who responded would be willing to see some slight increase made when any of the suggested adjustments have first been assured.

Perhaps equally significant in Table 24 are the large percents of teachers who favor "no change" in class-size standards regardless of the adjustments suggested. The position of these teachers is reflected in the following comments from two of the respondents:

If I had all the help mentioned in the list (see Table 24), I still would not want classes over 35. I believe this to be about the point where the law of diminishing returns begins to operate. (H. S., Soc. St.:45)

Beyond a certain point teachers just fail to provide individual attention for each pupil. Nothing in this list of aids alters the load materially. More than a reasonable number of pupils simply requires more attention than there is available. (V:40)

With respect to the urgent need for some reasonable limitations on class size, the remarks of teachers afford once more an interesting commentary on this problem.

Wholesome pupil-teacher relationships are vital:

With a large group of pupils one does not have time to be "human."

Throughout my experience my best work came decidedly from classes of 20 to 25. Relationships established with pupils in such groups carried over into life, years afterward.

Regardless of facilities for assistance, classes with more than 30 are too large, because student-teacher contacts are lessened. I feel that these contacts are the most important thing in teaching.

In elementary classes the fewer the pupils the more satisfactory the work of the teacher can be. She needs time to be instructor, friend, mother, nurse, etc., to the pupils in her classes.

Feeling as I do that the pupil-teacher relationship is a vital consideration, I believe that class size should be so limited that teachers can give reasonable attention to pupils *as individuals* and can develop healthy reactions in each varying personality.

Opportunity to know individual differences and needs is indispensable:

No teacher should have more pupils than he can know personally and whose individual problems he can appreciate.

A teacher must herself know each child, his weaknesses and his points of strength.

This is a day of individual teaching. Each child is an individual problem.

I do not believe many teachers can be really effective with many more than 25 pupils. Beyond that point, the personal element vanishes for all the pupils; the bright and the slow are the only ones you remember.

How much more we could accomplish if we could really know and understand each pupil! Every one of them is different, but so often we must look upon them only as a group.

There is no time in which to become acquainted with and to know each child individually. All day long we hurry, hurry, hurry, running a race with time—no opportunity to hear the things they want to tell you, or to tell them the things they like to hear.

TABLE 24.—PERCENT OF TEACHERS WHO WOULD, AND WOULD NOT, MODIFY THEIR RECOMMENDATIONS AS TO CLASS-SIZE LIMITATIONS IF SPECIFIED ADJUSTMENTS COULD BE ASSURED

Possible adjustment	Elementary					Secondary			
	Number of cases	Percent of teachers recommending			Number of cases	Percent of teachers recommending			
		No change in size	Slight increase	Marked increase		No change in size	Slight increase	Marked increase	
1	2	3	4	5	6	7	8	9	
Providing clerical help for the teacher.	1,229	44.1	39.1	16.8	1,674	46.5	38.1	15.4	
Special classes for retarded and problem pupils.....	1,289	16.8	34.8	48.4	1,621	27.4	40.5	32.1	
Larger classrooms (adequate to size of class and to type of program)...	1,162	50.0	33.6	16.4	1,576	48.1	33.4	18.5	
Equipment and supplies adequate for the class.....	1,175	48.1	32.5	19.4	1,570	50.9	32.5	16.6	
Reducing the number of classes assigned.....	872	42.4	31.0	26.6	1,581	43.5	34.7	21.8	
Reducing extracurriculum assignments.....	875	53.7	31.0	15.3	1,485	56.9	31.7	11.4	
Increased attention to ability or homogeneous grouping.....	1,094	26.0	38.6	35.4	1,545	32.0	40.3	27.7	

I do not have the intimate contact with homeroom pupils that is necessary to learn their immediate needs and to help them solve their personal problems. As it is, I can act only as a warden, being only a guard in my present role.

My present pupils are so numerous that to me they are just names in a grade book and numbers on a chart!

Opportunity is needed for individual help and encouragement:

Each pupil should have time to express himself and to obtain the help he needs.

Pupils in larger classes suffer from lack of opportunity to participate. The weaker child tends to avoid recitation and suffers from lack of time needed for individual help and encouragement during or after class hours.

Effect of Teaching Loads upon Personal and Professional Development

According to the reports of teachers who cooperated in this study, heavy teaching loads often impair the quality of professional service and prevent or hamper desirable types of professional growth. Likewise, heavy loads interfere with normal participation in community life and deprive the teacher of the reasonable and wholesome enjoyment of social contacts and recreation.

More than half of the total number of teachers replying believed that their personal and professional growth and professional service were being hindered by their present teach-

ing loads. From the H group, where total loads were rated unduly heavy, three-fourths of the teachers reported that their professional service was thus impaired. A summary of teacher opinion with reference to the situation is given in Table 25. In this table are listed the specific activities which present loads either prevent or seriously restrict and the percent of teachers who mentioned each type of unwholesome restraint.

Opportunity for professional study, to keep up to date with recent trends, to take advantage of the many excellent educational periodicals, to have a share in social and group life of the community, and to live the life of a normal person are the desires most frequently mentioned. Secondary teachers feel the unfavorable effects of present load assignments more frequently than elementary teachers. Also, from an analysis other than that in Table 25, it was found that the H groups were conscious of such restricting influences twice as frequently as the R groups.

Some of the teachers' points of view with respect to this problem are indicated in the following comments:

I find time to read very little in the professional magazines to which I subscribe. There is not enough time to keep up with news reading, or to keep in touch with trends of the times; nor time enough to maintain desirable relationship with the world of affairs, or with my fellow men.

TABLE 25.—UNFAVORABLE EFFECTS OF PRESENT TEACHING LOADS ON PERSONAL AND PROFESSIONAL GROWTH AND UPON THE QUALITY OF PROFESSIONAL SERVICE

Neglected aspects of personal and professional growth and service	Percent mentioning ^a			
	Primary	Intermediate	Junior high school	Senior high school
1	2	3	4	5
Professional reading: books, professional magazines, new instructional materials.....	19	26	23	31
Personal contacts and acquaintance with pupils, personal conferences, and guidance.....	12	12	17	16
Enrichment of program, projects, illustrative material, preparation, and background.....	6	9	10	14
Conferences with parents, home visits, acquaintance with pupils' environment.....	3	5	3	2
Professional contacts: conferences, meetings, special groups.....	5	5	7	7
Professional study: summer school, extension.....	6	9	10	7
Community participation and contacts with other people and groups....	5	8	6	8
Personal health and vitality.....	2	4	12	8
Recreational interests and activities necessary to normal living.....	3	4	2	3
Personal development, general reading, cultural growth necessary to enriched and vital teaching.....	13	11	12	12

^a In this table, the percents have been rounded to the nearest whole number.

How can I teach others how to live unless I have a chance to live myself? A teacher needs a little time to play in order to present her work in proper spirit.

It's the rest of my life that I am missing. There is too much of being "just a teacher."

I like to teach, but when I go home each night exhausted, I feel resentful and can't remember my former enthusiasms.

There are so many *musts* in my present day that there is very little time, if any, for the *I-should-likes*.

Overloading deadens professional pride. What's the use of trying to improve!

Life has become just a very trying thing. When one is conscientious and meets 253 pupils in a single day, then attends a long faculty meeting where taking notes is required, one has little strength or inclination for professional activities.

Unless a teacher can live as others do, how can she meet the needs of a community? She can't help but be queer!

Give us a chance to be human beings—not just walking encyclopedias.

I can do little for the community. I'm kept too busy in the "rut."

My music and social life are almost nil because I am too tired to enjoy them after my long day's work. If teachers could devote half the time they must spend in unnecessary faculty meetings and committees to the children who need extra help, or to some sort of social enjoyment, they would do better work and their faces would not look "that way."

The uninspired weekly grind and the "Thank-God-for-Friday" attitude are stifling our professional ideals and practice.

THE PERSON most directly and vitally concerned with the problem of teacher health is the teacher herself. Her health disorders *may* have serious consequences for others; they *do* have them for the teacher. Ill health for her often means partial or total loss of income for a certain period of time; it may mean doctors' bills and other expenditures for treatment and care; it usually involves pain or at least discomfort and annoying inconveniences; it may necessitate withdrawal from teaching. Somewhat less obvious but none the less real are the undermining effects of minor ailments which merely sap the teacher's vitality and lower her personal efficiency, thus keeping her from attaining the full measure of success of which she is inherently capable.

At least one writer holds that personality, intelligence, and social and moral integrity depend to some extent upon one's level of vitality. Be that as it may, good health is essential to success and enjoyment in teaching. In daily contact with vigorous boys and girls, the successful teacher must be fit to react to their high spirits. Academic qualifications alone are not sufficient. Without that personal magnetism which is born of surplus vitality, the teacher otherwise adequately prepared can scarcely rise above mediocrity.—N. E. A. Department of Classroom Teachers, *Fit To Teach*, Ninth Yearbook, 1938, p. 11.

VI. Teachers' Suggestions and Recommendations with Respect to Various Aspects of Teaching Load

The final section of the questionnaire used in this study invited teachers to comment upon present teaching situations by replying to the following questions: (1) What additional comments or suggestions can you offer regarding aspects of the teacher-load situation which impress you as unduly fatiguing, time-consuming, or burdensome? (2) What activities impress you as ineffective routine, mere "red tape," or responsibilities that are not properly a part of teacher load? (3) What next steps do you feel should be taken for better equalization or adjustments of teacher load? Approximately 60 percent of the teachers commented upon one or more of these questions. Many of these suggestions merely re-emphasize points that have been presented in earlier sections of this bulletin. Then, of course, many of the comments deal with the same difficulties and suggest the same remedies.

In spite of some duplication, however, both with previous sections of this report and among the items themselves, a representative sample of the teachers' comments and suggestions is presented here.

Aggregate loads rather than specific items determine the degree of pressure:

1. Each item of work seems reasonable enough in isolation. It is the sum total of teaching factors that "breaks the camel's back."

2. It is not so much what one does that is fatiguing as the realization of the many opportunities for helping individuals which must be neglected because of sheer numbers and the many activities expected.

3. Most classroom teachers are honestly eager to do their best yet administrators continue to increase their loads, apparently regarding them as pieces of machinery that can't wear out.

4. The teacher is expected to do a greater variety of things than any other person who is considered a public servant. She should have enough time to herself so that she can be just a "private citizen" once in a while, instead of being always a "public servant."

5. Sometimes it is difficult to determine what I really am employed for—to be present with my classes or to do the thousand and one duties expected of me in addition to my class work. It is utterly impossible under present loads for me to keep up in my subject and do for my pupils what I should do.

6. It is not teaching, but a thousand other things that wear one out—selling annuals and activity tickets, homeroom contests, banking campaigns, col-

lecting money at least three times a week, committee reports every six weeks, and ushering at all public events. Give us more time to teach with fewer distractions.

Outside activities and interruptions make heavy demands:

1. Every campaign carried on in the city is brought to the schools. The children are asked to contribute to all funds. Sometimes a teacher is trying to keep the funds straight for three or four drives.

2. Stop exploiting children for money-making schemes! Drives thus far this year include at least the following: Associated Charities, Red Cross, Old Clothes, Lincoln Memorial, P.T.A. Membership, Art Gallery Carfare, Symphonic Concerts, and Old Shoes.

3. Too many organized groups come into the schools and use them as means for conducting drives for funds among children, or as a means of gaining publicity for their particular interest. These greatly disrupt school routine and seldom are worth the time and energy put into them.

4. There is too much exploiting of children by civic organizations with posters, compositions, stories, dog kennels, etc., to be done in school time for advertisement for various societies and groups.

5. We are called upon for innumerable odd jobs at a moment's notice. People who couldn't complete a poster in two weeks expect a child to do it in a single period. There is also too much borrowing of materials and too many requests for furnishing or preparing innumerable things.

6. It seems to me that in our school anyone who feels inspired to give a message and who needs an audience is given the privilege of speaking to our student body regardless of interruptions.

Extracurriculum requirements are increasingly heavy:

1. The steadily increasing load of extracurriculum activities requires lower pupil-teacher ratios if we are to have the amount of preparation time which is necessary to efficient teaching.

2. We need better planning and organization of extracurriculum activities. Those of educational value should be given more attention and a place on the regular schedule to avoid interference, interruption, and conflict. They deserve a better status in the program of education or else they should be extensively restricted.

3. Compensating allowances should be made for extracurriculum and special subject requirements. As it is, some of us spend hours out of school on such work, become ill from it, and then lose pay for the time out.

4. Every year, weeks and weeks are spent on an operetta. Usually it is a success financially but teachers and pupils are exhausted. Pupils lose interest in regular work. I'd like to see these finished produc-

tions done away with and children given an opportunity to do their required work.

5. There should be fewer programs and special displays for publicity purposes at the expense of classroom work—less exploitation of children for the sake of "show."

6. Administrators often fail to realize how much time and work are required to make anything a success. They only judge the finished product.

Hasty curriculum experimentation and modification results in unnecessarily heavy additional burdens:

1. To teach a reasonably full day and then be bothered with the muddled business of course-of-study making without anyone knowing just what the object is represents meaningless pedagogy to me. Let's stop beating around the mulberry bush and return to some basic and fundamental facts in administration, i.e., (1) experiment on one thing at a time, (2) have definite plans and procedures, and (3) establish reasonable standards of attainment.

2. There is so much experimental work going on that I feel we are developing ideas rather than pupils. Our principal is working for his doctor's degree and we are often asked to make reports and to evaluate work done on projects related to this purpose.

3. Let's not be forever feverishly jumping from one thing to another. Let's learn to take up a task and finish it without always expecting to be constantly entertained. Let's stop the high-pressure overstimulating of immature children.

4. In our system the activity program has become the whole show. If teachers and pupils have any time left after activities are taken care of, then they "have school."

5. Too much curriculum tinkering is expected from classroom teachers. I have no special training for it and am constantly irritated by my own inadequacy.

6. There is too much experimenting with new curriculums—too much groping around and trying out something new each year.

7. Much of our trouble is that too many of the people who try to help us are too idealistic and seem not to have the practical experience to realize that ideals are good to talk about but do not always work out in practice. We need definite goals and definite understandings of purpose to maintain a practical going program.

8. The strain on teachers would be much less if pupils knew that school was a place for conscientious work. "No-failure" policies are filling our classes with irresponsible pupils.

9. The time spent trying to help slower children, especially those who come to us completely unprepared for the grade, is unduly fatiguing.

10. With existing no-failure programs, some provision must be made to help the teacher take care of pupils who are promoted when they are far from ready for it. There is danger of children becoming greatly depressed and discouraged when they automatically pass each year and are not ready for the grade ahead.

Total time requirements are often excessive:

1. Teachers have no business working late at night on schoolwork after a continuous day's work in the schoolroom. They can't possibly do justice to their work and their children.

2. If we had an agreement as to what constitutes a fair load, and if work required in addition to that was paid for at overtime rates, boards of education would soon see that it is better business to have more teachers than to overwork the ones they have.

3. The hardest part of teaching is lack of opportunity for relaxation. Because of the need for constant alertness, one becomes greatly fatigued mentally.

4. Principals do not seem to realize what a normal load is. A teacher may carry six periods a day but there seems to be no hesitation at requesting more and more. A little study of time requirements would help.

5. To spend an entire day from 8:30 to 3:00, including lunch hour, with a room full of lively children will soon tire the most enthusiastic and successful teacher. A 30-minute rest period, with special teachers to take over, would help immensely.

6. A teacher needs a little time each day when she can sit down alone and concentrate on her children and her work. After all, what good is a teacher who has been nervous and high strung, busy all day with confusion? Her mental health needs protection for her own sake as well as for the sake of the children.

7. Why must a school run continuously like a machine? Why can't there be at least five minutes of relaxation between classes? It would be good for the health of both student and teacher.

Equalization of teaching loads is not given sufficient attention:

1. There is too much tendency to overload the capable and let vociferous objectors escape.

2. Let's have more fairness in assigning extra-curriculum activities. Some teachers are definitely overloaded while others that are more highly paid are not asked to carry activities.

3. If we were organized to take turns at extra-curriculum responsibilities, we wouldn't talk so much about load, but some folks never take their turn.

4. There is too much tendency to assign extra work to the teacher who can do it well without regard to work already assigned.

5. There is always a feeling of dissatisfaction in a system regarding teacher load if a few teachers do the extra work and others at the same salary do none of it.

6. To equalize load fairly, administrators need to study teacher activities as well as subjects. Perhaps there is nothing so fatiguing as a study group meeting at the close of a full day.

Administrative organization and procedures frequently involve useless routine:

1. There are too many committee meetings in which nothing is accomplished; too many reports prepared that are never read.

2. Too many faculty meetings are spent in listen-

ing to things already known and taking time from work that must be done.

3. Reports! Reports! Reports which are never used, except to make more reports to be filed away. Of what use are they to teachers or to pupils?

4. Committees, which meet, discuss, write reports, make suggestions, and then find that they get nowhere, are wasteful of time and disheartening to morale.

5. For experienced teachers to be required to hand in lesson plans for each week's work, year after year, seems neither necessary nor useful.

6. Making out report cards with 69 items for 60 pupils, each six weeks, is a real task.

7. Making out 794 grade cards every six weeks is fatiguing. Clerical help would lighten this load.

8. A recent count of our standard report forms showed that over 100 different forms are being used in this system.

9. If I could only have time to teach! It isn't the large classes that I dislike so much as it is all this extra red tape of useless reports, records, and statistical data that amount to so little in terms of results.

10. Teachers do far too much clerical work which should be done by clerical help at cheaper pay, with teachers free to do their real work.

Administrative relationships are sometimes unfavorable to staff morale:

1. The worst burden in our school is the overbearing, dictatorial attitude of the principal.

2. A little emphasis on the teacher as a human being rather than an efficiency machine would be an important step toward adjustment in teacher load. It often seems the human side is forgotten.

3. Where is democracy among educators? When will it be possible to become a teacher without ceasing to be a person? How pitiful to see one's young friends shrivel under the kind of treatment they must endure!

4. Give teachers a chance to express their views on subjects as they come up, instead of having the principal dominate and dictate everything that is to be done.

5. If we only had a more understanding principal to whom we could take our difficulties, it would help so much. I never think of doing this because we are made to feel so inferior and so much at fault.

6. We need a philosophy controlling school administration which is developed jointly by teachers and administrators, not handed down in the usual dictatorial style.

7. Give us more consultation between teachers and executives in the assignment of loads.

8. We have our staff meetings where the administrator tries to appear democratic by submitting his plans to teachers to be talked over, but every teacher present knows full well that it is unwise to speak against the plan. Yet much time is taken up in explanation and with this sham discussion. A bulletin order would be much more to the point.

9. The only handicap in this school is the fact that the principal talks all the time in teachers meetings, appoints committees but ignores their findings, and constantly forces his own ideas upon teachers and pupils alike.

Local studies are greatly needed:

1. Consult the teachers who are carrying the heavy loads as to how to lighten them. A study of this type in each system would help.

2. More careful planning on the part of administrators is needed to avoid overloading and unequal loads. Nothing helps a teacher more in carrying a heavy load cheerfully than knowing she is being treated fairly and that her honest efforts are appreciated.

3. Give consideration to teacher loads thru a committee of teachers in each building. In this way loads may be shared more equally and still conform to the requirements of the school situation which must be met.

4. School administrators need to study the characteristics of their individual teachers more carefully to discover how best to utilize their services. At present there seems to be a piling up of duties on those with willingness and initiative.

5. Administrators do not consider adequately both the enrolment and the total demands that will be made on a teacher.

6. I really do not think teacher load is too much for me, but there are numerous minor adjustments which, if acted upon, would benefit not only teachers but also pupils. That is important.

7. The more we can do, the more is assigned. Each school should take an inventory similar to this study.

The public must understand the importance of reasonable teaching loads:

1. Educate the public to the fact that real teaching requires a small number of pupils per teacher. Improvement is hard to get so long as they are constantly told that we have "school systems as fine as any in the state."

2. There must be more education of the public as to what goes on within school walls. Inform them as to the duties of the teacher. Emphasize the fact that it is not a question of teachers asking for more pay or an easier time, but for suitable opportunities for children.

3. If we can convince our perfectly sincere but mistaken public that schools cannot be run on factory methods, that each child is a real and very much alive unit, and that the teacher in charge is a human being and can do only so much and no more for each child, we may be able to maintain suitable loads. Let taxpayers know the extremely fake economy of overcrowded classrooms and overloaded teachers, and that they are paying for educational opportunities which do not exist when these conditions prevail.

VII. Summary and Conclusions

The changing role assigned to teachers, in an evolving school program, calls for corresponding changes in the teaching environment and for new interpretations in school organization and administration. Instructors in the modern school must be teachers of children rather than of subjects, and their classes must be projects in personality growth and development using subjectmatter primarily as a means to that end. The successful teacher must become, in turn, a diagnostician, practitioner, and counselor. He is expected to adapt instructional materials and procedures not only to the individual interests and needs of his pupils, but also to the needs of the community and the problems and trends inherent in the current social scene.

Hence, due regard for the quality of pupil-teacher relationships, as well as for economy in school operation, imposes on administrators and teachers alike the responsibility of promoting in every possible way the most favorable teaching situation.

Each expansion of school contacts, each broadening of objectives, each assumption of new teaching obligations, implies additional services for every pupil, demands increased awareness and alertness on the part of successful teachers, and adds to the total weight of teaching loads. Unless these burdens are adequately recognized, and suitable compensations for them provided, teachers either must neglect important duties or undertake unreasonable tasks.

The present study has provided a channel thru which teachers could participate in a study of teaching-load problems, giving them the opportunity to express freely their attitudes and opinions with reference to their present teaching situations. Altho this project is subject to the limitations inherent in any survey of opinion, and altho it has not been possible to rule out the effect of differences among teachers in their capacity and enthusiasm for work, the teachers' reports have called attention to many factors which should receive further local study looking to the better adjustment and equalization of teaching loads. Among the significant tendencies and implications which grow out of this study of group opinion, the following seem to merit particular attention:

1. Teaching load pressures arise from a large number of sources among which no single fac-

tor is consistently troublesome. In the present study not more than a third of the 3707 cooperating teachers identified any one factor in teaching load as a major source of unduly heavy or extreme pressure.

2. Judgments differ widely as to the relative weight of each of the 44 specific load factors considered in this study, suggesting that each teaching situation imposes a more or less distinctive "pressure pattern." In other words, load factors that are particularly troublesome in one situation may be trivial factors in another, which means that only thru the study of local situations can the relative weight of load factors be accurately and adequately determined.

3. Each of the 44 load factors considered in the present inquiry is sometimes responsible for unduly heavy or extreme pressure, being so rated by about 10 to 20 percent of the teachers who cooperated in this study.

4. Altho no single item among the 44 listed was designated as the source of excessive load pressure by a majority of the teachers reporting, the cumulative effect of various combinations of these factors was such that 44 percent of the group rated their present total teaching loads as unduly heavy or extreme.

5. Heavy load pressures tend to center around a few specific factors but are not confined to any one aspect of the teaching process. That is, the ten most commonly mentioned factors involved the general areas of (1) class size and pupil load, (2) plant facilities, (3) teaching methods, and (4) administrative procedures.

6. Among the six load factors identified by 20 percent or more of the elementary teachers and the six similarly designated by 20 percent or more of the high-school teachers, three items were common to both lists: (1) class interruptions: bulletins, announcements, errands, special events; (2) adapting promotion standards to meet a "no-failure" ideal; and (3) total number of pupils assigned.

7. The formulas most commonly used to measure teaching load fail to take into account many of the factors which teachers stress as sources of excessive pressure. For example, class size and total pupil load were among the oft-reported factors mentioned above, but so also were such intangible and as yet unmeasured

factors as "adapting to a no-failure program" and "meeting individual differences in pupil ability, interest, and need."

For some teachers these intangible aspects of the teaching process are more burdensome than measurable load factors. Thus, one-fourth of the elementary teachers who reported excessive total loads had classes smaller than 35 pupils. Similarly, one-fourth of the high-school teachers with excessive teaching burdens had total pupil loads of fewer than 150 pupils. Conversely, some teachers whose classes and pupil loads were in excess of 42 and 175 pupils, respectively, reported that their total teaching loads were reasonable. Hence, in many teaching situations, the intangible and unmeasurable aspects of teaching would seem to be the critical factors in determining actual teaching loads.

8. The unfortunate results of large classes for both teachers and pupils are emphasized in the reports of nearly two-thirds of the cooperating teachers—a majority of whom either were teaching, or had recently taught, classes of 42 pupils or more. Especially significant is the frequent testimony of these teachers that large classes (1) prevent adequate interest in, and help for, the individual pupil, (2) hinder the cordial pupil-teacher relationships which are essential for effective guidance, and (3) add materially to the number of jobs to be done and especially to the amount of energy and nervous tension required in teaching.

9. The average number of pupils recommended in this study as the standard for "reasonable" class size is about 30 pupils; for the "maximum" class size, about 35. Some flexibility in the application of these standards would be acceptable to a majority of the group, depending on the presence or absence of certain specific compensating factors. A substantial percent of the teachers, however, reported that these standards should not be exceeded if any or all the suggested helps were provided, lest the desirable pupil-teacher relationship be destroyed. The futility of urging greater attention to individual differences and to the guidance aspects of teaching, without at the same time keeping class size within the reasonable limits imposed by ordinary human energy and vitality, was specifically and repeatedly emphasized in the teachers' comments.

10. Approximately half of the teachers in this study reported that their own development was being retarded and that the quality of their work in school and in the community was being lowered by present teaching load. Among teachers who rated their total teaching loads as excessive, three-fourths of the group reported these unfortunate results. Lack of time and energy to keep up-to-date professionally, to participate as a normal person in community life, and to enjoy the ordinary recreational and cultural activities which enter into balanced and wholesome living characterize the opinions submitted.

11. The approach to improvement in present teaching-load situations most often recommended by the teachers in this study is local studies and analyses of load pressures similar in general character and approach to the present study. Inherent in this suggestion is the desire frequently mentioned for the extension of the principles of democracy in matters of school organization and administration. In the opinion of these teachers, the opportunity to discuss load problems freely in faculty groups, participation by teachers in the analysis of local load problems, and the development of administrative policies thru cooperative procedures rather than by executive mandate are the surest steps toward the improvement and equalization of teaching loads.

The Educational Policies Commission has commended this approach to administrative problems, saying:

It is sound procedure to provide for the active participation of teachers in the development of administrative policy. . . . This procedure promotes efficiency thru individual understanding of policies and thru the acceptance of joint responsibility for carrying them into effect.¹

12. Solution of the teaching load problem will be achieved with difficulty until the general public is made aware of the existence and consequences of excessive teaching loads. To create this awareness is, according to the teachers of this study, the joint obligation of administrators and teachers, working both individually and thru their professional organizations.

Altho the present study was undertaken as a means of directing attention to factors of teaching load that are in need of adjustment, the general situation revealed by the teachers' re-

¹ National Education Association and American Association of School Administrators, Educational Policies Commission. *The Structure and Administration of Education in American Democracy*. Washington, D. C.: the Association, 1938. p. 67.

ports must be recognized as decidedly wholesome. In spite of certain aspects of present teaching situations which teachers regard as detrimental to effective professional service, the large majority of teachers who cooperated with this project find real enjoyment and satisfaction in their present work and assignments and in their personal relationships with administrators, supervisors, and fellow teachers.

Looking beyond this generally favorable situation, however, to the specific sources of undue load pressures reported, this expression of group opinion represents a challenge to those responsible for the economical and effective administration of teaching service. Likewise, it carries many constructive suggestions for the improvement of present teaching situations, suggestions which should be helpful to all those

who are interested in the maximum of educational service for children and for society.

The problem of teaching load cuts across both financial administration and personnel administration. Adequate school funds are essential if class size and pupil loads are to be held within reasonable limits. The fundamental problem further exists of creating and maintaining wholesome personal relationships and of making suitable personnel adjustments to the total teaching situation. Consequently, the most promising avenue to a satisfactory solution of such teaching load problems or to improvement in the distribution of teaching assignments would seem to be that of local analysis of load problems followed by the formulation of policies and standards thru friendly staff discussion in the typical democratic way.

MANY OF THE problems of classification of pupils can be solved by reducing the size of class. In school systems in which children are grouped in classes of from twenty to twenty-five, teachers are able to make most of the adjustments required by variations in the abilities and experiences of their pupils. Certain special handicaps can be overcome only when children are taught in very small groups, say five or six children to the group. Remedial work in reading is a good example of this need for the organization of a small group.

The elementary-school population in the United States is decreasing. A very real gain would be made if, with this decrease in the number of children attending school, the number of teachers were maintained at the present level or were increased. There can be little hope of highly successful experience for children who work in large classes. The practice in the better school systems would suggest an upper limit of from thirty to thirty-five pupils.—N. E. A. Educational Policies Commission, *The Structure and Administration of Education in American Democracy*, 1938, p. 9-10.

APPENDIX

TABLE A.—PERCENT OF TEACHERS WHO RATED EACH FACTOR OF TEACHING LOAD AS *LIGHT*, *REASONABLE*, *UNDULY HEAVY*, AND *EXTREME*

Load factors	Percent of elementary teachers rating items					Percent of secondary teachers rating items				
	Light	Reason- able	Unduly heavy	Ex- treme	Total	Light	Reason- able	Unduly heavy	Ex- treme	Total
1	2	3	4	5	6	7	8	9	10	11
1. Load pressures due to number and type of classes and pupils										
a. Size of individual classes.....	10.6	50.0	18.4	1.9	80.9	7.4	57.0	23.1	1.8	89.3
b. Total number of classes assigned	4.2	38.1	15.1	1.6	59.0	6.7	61.3	17.4	2.1	87.5
c. Number of different subjects assigned.....	4.1	39.2	13.8	1.8	58.9	17.8	55.5	8.7	1.3	83.3
d. Total number of pupils assigned.	5.9	49.3	18.1	2.7	76.0	5.5	56.1	22.8	2.7	87.1
e. Type of pupil assigned.....	4.5	53.1	14.5	1.7	73.8	7.5	61.8	10.4	3.1	82.8
2. Load pressures due to <i>inadequacy</i> of school facilities										
a. Classroom capacity; degree of overcrowding.....	18.0	37.4	13.5	3.5	72.4	16.4	38.1	20.1	5.5	80.1
b. Classroom or laboratory equipment.....	13.7	34.7	9.9	2.7	61.0	13.9	38.6	13.9	3.7	70.1
c. Instructional supplies and materials.....	15.2	44.4	9.8	2.1	71.5	17.0	45.9	11.1	2.6	76.6
d. Texts and supplementary references.....	15.3	46.6	8.1	2.1	72.1	15.3	46.4	11.9	2.2	75.8
e. School environment (noises and interruptions from street, playground, neighborhood, etc.)....	26.1	33.2	10.3	5.1	74.7	22.2	31.6	15.2	7.9	76.9
3. Load pressures due to requirements of instructional planning and class preparations										
a. Planning, organizing, and studying for daily class work.....	7.6	57.9	15.3	1.0	81.8	14.1	58.4	10.0	1.1	83.6
b. Providing supplementary reference, illustrative, activity materials.....	7.8	50.3	18.3	1.6	78.0	13.5	52.1	10.7	1.3	77.6
c. Planning and supervising enrichment opportunities—excursions, visits, etc.....	20.1	43.4	7.1	1.4	72.0	26.3	35.7	4.9	1.1	68.0
d. Providing for special needs of racial or underprivileged groups.	20.6	28.3	10.6	3.2	62.7	26.0	26.4	7.0	2.2	61.6
4. Load pressures due to changing emphases in classroom methods and procedures										
a. Adapting class work to the "pupil activity" type of program	13.0	44.4	13.9	2.4	73.7	14.8	42.6	7.2	1.2	65.8
b. Adapting class program to individual differences in ability, interest, need.....	7.9	42.8	23.0	3.1	76.8	10.8	45.0	16.4	2.8	75.0
c. Adapting promotion standards to meet a "no-failure" ideal without neglecting "minimum essentials" expected by the school or without endangering future school adjustment and progress of pupils.....	8.4	34.2	17.9	5.3	65.8	11.2	33.4	18.6	5.2	68.4
d. Maintaining newer types of diagnostic and growth records of pupil behavior, character traits, and personality adjustments.....	12.2	39.4	10.9	2.1	64.6	18.5	31.9	7.0	1.6	59.0
e. Applying new experimental curriculum plans to the classroom..	12.9	37.1	10.6	2.2	62.8	17.8	34.4	6.2	1.4	59.8
5. Load pressures due to administrative, supervisory, clerical responsibilities										
a. Service on councils and committees.....	27.8	41.0	6.4	1.0	76.2	26.1	42.2	9.4	1.2	78.9
b. Individual conferences with principal, supervisors, staff specialists.....	31.0	44.6	3.8	0.2	79.6	36.0	38.5	2.5	0.1	77.1
c. Requirements of administrative or supervisory reports.....	22.4	43.3	8.5	0.7	74.9	23.6	42.5	8.6	1.5	76.2
d. Routine involved in securing texts and supplies—requisition and accounting system.....	26.8	42.5	5.9	1.2	76.4	27.2	42.6	6.8	1.3	77.9
e. Clerical activities — mimeographing class materials, work sheets, transcribing records, test results for central files, etc.....	16.6	40.4	20.4	2.4	79.8	20.5	40.3	14.5	3.0	78.3

TABLE A.—PERCENT OF TEACHERS WHO RATED EACH FACTOR OF TEACHING LOAD AS *LIGHT*, *REASONABLE*, *UNDULY HEAVY*, AND *EXTREME* (Cont.)

Load factors	Percent of elementary teachers rating items					Percent of secondary teachers rating items					
	Light	Reason- able	Unduly heavy	Ex- treme	Total	Light	Reason- able	Unduly heavy	Ex- treme	Total	
	1	2	3	4	5	6	7	8	9	10	11
f. Class interruptions: bulletins, announcements, errands, special events.....	17.7	38.2	22.7	5.6	84.2	15.5	39.6	24.0	7.1	86.2	
g. Supervision of pupils and building: corridors, playground, assemblies, lunchroom, detention, public performances and events.....	14.3	50.9	15.9	3.1	84.2	22.8	45.0	10.4	1.6	79.8	
h. Daily load of correcting, grading papers, notebooks, tests, homework, etc.....	11.0	50.9	17.7	1.9	81.5	7.4	52.5	22.1	4.1	86.1	
i. Care and repair of laboratory or shop equipment, tools, materials.....	21.2	21.0	1.9	0.3	44.4	19.0	27.7	5.9	1.3	53.9	
j. Classroom care—cleaning, dusting, heating, lighting, decorating, repairing.....	30.3	31.3	6.6	2.2	70.4	35.2	21.7	3.9	0.9	61.7	
6. Load pressures due to requirements of extracurriculum responsibilities											
a. Sponsoring special interest groups and activities (debate, school paper, school shows, home projects, departmental clubs, etc.).....	26.7	21.3	3.6	1.0	52.6	20.6	37.2	9.4	2.8	70.0	
b. Supervising student government organizations and general school activities (elections, meetings, tickets, attendance at dances, parties, athletic events, etc.)....	24.1	13.5	1.6	0.2	39.4	23.3	35.1	8.5	1.5	68.4	
c. Assisting with community student groups (Boy Scouts, Camp Fire, Y. M. C. A., Y. W. C. A., etc.).....	22.4	9.9	0.8	0.1	33.2	26.5	17.3	2.7	0.4	46.9	
7. Load due to guidance and pupil-adjustment responsibilities											
a. Requirements of homeroom activities and responsibilities.....	12.7	31.0	2.7	0.4	46.8	15.6	45.4	12.1	2.0	75.1	
b. Counseling responsibilities—conferences with individual pupils, advisers, nurse, specialists; case studies, home visitation, etc.....	19.0	32.4	4.1	1.0	56.5	22.2	40.3	5.7	1.4	69.6	
c. Time and effort involved in the personnel record system (permanent record cards, failure notices, report card system, etc.)	9.0	50.9	15.6	1.4	76.9	11.2	49.9	16.8	3.1	81.0	
d. Time and effort involved in caring for disciplinary and handicapped children in the regular classes.....	16.9	38.5	14.8	1.9	72.1	23.7	38.7	9.8	1.8	74.0	
e. Remedial and coaching requirements of poorly prepared, transient, and irregular attendance pupils.....	14.1	35.5	15.8	2.4	67.8	21.3	38.2	9.9	1.7	71.1	
8. Load due to required or expected community relationships											
a. Participation in parent-teacher activities.....	19.1	50.8	6.7	1.0	77.6	28.9	37.1	4.2	0.3	70.5	
b. Participation in civic, social service, religious activities (luncheon clubs, Sunday School, Scouts, Camp Fire, etc.).....	24.4	30.6	2.4	0.4	57.8	27.6	31.2	4.5	0.7	64.0	
c. Cooperation and assistance in drives, fund-raising campaigns.....	23.1	36.1	7.8	1.3	68.3	23.2	36.6	7.9	1.3	69.0	
d. Participation in essay contests, exhibits, special events, projects sponsored by organizations and community groups.....	25.7	23.4	2.7	0.4	52.2	27.2	29.8	4.1	0.5	61.6	
9. Load due to professional improvement requirements											
a. Staff meetings and study groups.....	18.4	42.6	5.4	1.0	67.4	23.0	44.4	3.4	0.3	71.1	
b. Summer school requirements, institutes, conventions, extension courses.....	13.6	55.1	7.6	1.0	77.3	16.6	51.5	6.3	0.9	75.3	
c. Curriculum revision programs.....	17.0	36.4	5.9	1.4	60.7	19.7	38.0	6.0	1.1	64.8	

COPY OF QUESTIONNAIRE SENT TO TEACHERS

National Education Association of the United States
1201 Sixteenth Street, Northwest, Washington, D. C.

Research Division

November 1938

TEACHER LOAD SURVEY

This questionnaire has been prepared for classroom teachers in public elementary and secondary schools. Most of the questions have to do with assignments for the first semester of 1938-39. Other general items have to do with opinions and suggestions based on past experience. Please answer as many questions as you can and return the blank at your earliest convenience directly to the National Education Association, Research Division, 1201 Sixteenth Street, Northwest, Washington, D. C.

I. General Information

1. At what school level are you assigned: elementary.....; junior high.....; senior high.....?
2. How many years of teaching experience have you had: in present school.....; in present school system.....; total years' experience.....?
3. What is the pupil enrolment in your present school.....?
In which state is your school located.....?
4. In which city-size group is your community: (Check one) over 100,000 population.....; 30,000-100,000.....; 10,000-30,000.....; 2,500-10,000.....; less than 2,500.....?
5. *Elementary-school teachers only:* What is the enrolment of your present class.....?
What is the grade level of your present class.....?
6. *Secondary or departmentalized teachers please answer:*
 - a. What is your major department (e. g., English, mathematics, etc.).....?
 - b. What is the typical number of minutes in a class period for your school.....?
 - c. How many *teaching* periods per week are you assigned.....?
What is the total enrolment in these classes.....?
 - d. How many special periods per week are you assigned (e. g., library, study, activity period, assembly, etc.).....?
 - e. How many homeroom periods per week are you assigned.....?
What is the average enrolment.....; length of period.....?
7. *All teachers please answer:*
 - a. Approximately how many out-of-school hours are required by extracurriculum activities per week.....?
 - b. Approximately how many hours per week of out-of-school time do you give to pupil activities which you have voluntarily assumed (e. g., hobby clubs, Boy Scouts, Camp Fire, Sunday School, Y. M. C. A., etc.).....?
 - c. During a typical week, how many out-of-school hours are *required* for the following activities?

(1) Administrative, supervisory, departmental meetings and conferences.....	hours
(2) Curriculum or other committee service.....	hours
(3) Records, reports, tests, papers, notebooks, etc.....	hours
(4) Conferences with parents, home visits, etc.....	hours
(5) Interviews with pupils, advising, coaching, etc.....	hours
(6) Other special types (write in).....	hours

II. General Estimate of Your Present Teaching Load

By teaching load are meant all the various types of classroom, extraclassroom, and community responsibilities or activities which have been *assigned* or which you feel are *definitely expected* as a part of your responsibilities.

Evaluation of the various factors of teaching load should represent your own personal experience or opinion regarding load pressures and conditions, and should be based upon the average rather than upon any temporary peak load you may be carrying.

Names, locations, and identification data have been omitted in order to permit frankness and freedom of expression without possibility of embarrassment to any individual or school system.

1. What is your opinion of your present teaching load? (Circle one.)

Light Reasonable Heavy Extreme

2. Do you think the time and job requirements made upon your friends in other occupations are greater or less than those made upon you? (Circle one.)

Less About the same More

3. What is your personal feeling regarding the trend in personnel relationships in your present school situation? (Check the item which best describes your feeling as to the *direction* of the trend.)

- a. Teacher relationships show a tendency toward:

(Check (1).....Cooperation, team-work, encouragement
1 or
2) (2).....Criticism, fault-finding, cliques

- b. Relationships of administrators show a tendency toward:

(Check (1).....Arbitrary, undemocratic, regimented control
1 or
2) (2).....Appreciative consideration, democratic teacher participation in planning and control

- c. Relationships of supervisors show a tendency to be:

(Check (1).....Cooperative, advisory, encouraging
1 or
2) (2).....Critical, insistent, prescriptive

- d. Pupil morale tends to be:

(Check (1).....Cooperative, appreciative, responsive
1 or
2) (2).....Irresponsible, difficult to control

Comment.....

4. How would you estimate your general health condition at the present time? (Circle one.)

Below average Average Above average Excellent

5. What is your general attitude toward your present teaching assignment:

- a. Do you enjoy your teaching? (Circle one.)

Not especially Fairly well Very much

- b. Are you assigned to: subjects of your choice?..... (Yes) (No)
grade level you prefer?..... (Yes) (No)
pupils of a type you can enjoy?..... (Yes) (No)
extracurriculum activities you enjoy?..... (Yes) (No)

Comment.....

III. Evaluation of Specific Factors of Teaching Load

In your present teaching situation, which items stand out as *points of pressure*, or represent conditions which should receive special attention because of the unusual amounts of time, energy, or attention they require from you?

In general, items should be checked as follows:

- (1) Those which do not apply in your situation should be left blank.
- (2) Items should be checked as "light" if you feel they represent only a minor factor in your present load requirements.
- (3) All other items should be checked as "reasonable" unless you are definitely aware of *undue pressures* from that source, in which case they should be checked as "unduly heavy" or "extreme" pressures according to your feeling regarding the situation.

Please give your rating for the entire area represented by the numbered headings as well as for the details represented by the lettered items included under the headings.

	Light	Reason- able	Unduly heavy	Extreme
1. Load pressures due to number and type of classes and pupils. . . .				
a. Size of individual classes.				
b. Total number of classes assigned.				
c. Number of different subjects assigned.				
d. Total number of pupils assigned.				
e. Type of pupil assigned.				
2. Load pressures due to <i>inadequacy</i> of school facilities.				
a. Classroom capacity; degree of overcrowding.				
b. Classroom or laboratory equipment.				
c. Instructional supplies and materials.				
d. Texts and supplementary references.				
e. School environment (noises and interruptions from street, playground, neighborhood, etc.)				
3. Load pressures due to requirements of instructional planning and class preparations.				
a. Planning, organizing, and studying for daily class work.				
b. Providing supplementary reference, illustrative, activity materials.				
c. Planning and supervising enrichment opportunities—excursions, visits, etc.				
d. Providing for special needs of racial or underprivileged groups.				
4. Load pressures due to changing emphases in classroom methods and procedures.				
a. Adapting class work to the "pupil activity" type of program.				
b. Adapting class program to individual differences in ability, interest, need.				
c. Adapting promotion standards to meet a "no failure" ideal without neglecting "minimum essentials" expected by the school or without endangering future school adjustment and progress of pupils.				
d. Maintaining newer types of diagnostic and growth records of pupil behavior, character traits, and personality adjustments.				
e. Applying new experimental curriculum plans to the classroom.				

	Light	Reason- able	Unduly heavy	Extreme
5. Load pressures due to administrative, supervisory, clerical responsibilities				
a. Service on councils and committees				
b. Individual conferences with principal, supervisors, staff specialists				
c. Requirements of administrative or supervisory reports				
d. Routine involved in securing texts and supplies—requisition and accounting system				
e. Clerical activities—mimeographing class materials, work sheets, transcribing records, test results for central files, etc.				
f. Class interruptions: bulletins, announcements, errands, special events				
g. Supervision of pupils and building: corridors, playground, assemblies, lunchroom, detention, public performances and events				
h. Daily load of correcting, grading papers, notebooks, tests, homework, etc.				
i. Care and repair of laboratory or shop equipment, tools, materials.				
j. Classroom care—cleaning, dusting, heating, lighting, decorating, repairing				
6. Load pressures due to requirements of extracurriculum responsibilities				
a. Sponsoring special interest groups and activities (debate, school paper, school shows, home projects, departmental clubs, etc.)				
b. Supervising student government organizations and general school activities (elections, meetings, tickets, attendance at dances, parties, athletic events, etc.)				
c. Assisting with community student groups (Boy Scouts, Camp Fire, Y.M.C.A., Y.W.C.A., etc.)				
7. Load due to guidance and pupil-adjustment responsibilities				
a. Requirements of homeroom activities and responsibilities				
b. Counseling responsibilities—conferences with individual pupils, advisers, nurse, specialists. Case studies, home visitation, etc.				
c. Time and effort involved in the personnel record system (permanent record cards, failure notices, report card system, etc.)				
d. Time and effort involved in caring for disciplinary and handicapped children in the regular classes				
e. Remedial and coaching requirements of poorly prepared, transient and irregular attendance pupils				
8. Load due to required or expected community relationships				
a. Participation in parent-teacher activities				
b. Participation in civic, social service, religious activities (luncheon clubs, Sunday School, scouts, Camp Fire, Y, etc.)				
c. Cooperation and assistance in drives, fund-raising campaigns				
d. Participation in essay contests, exhibits, special events, projects sponsored by organizations and community groups				
9. Load due to professional improvement requirements				
a. Staff meetings and study groups				
b. Summer school requirements, institutes, conventions, extension courses				
c. Curriculum revision programs				

IV. Load Pressures Due to Class Size

1. What is the largest regular class you have ever taught?

Grade or subject.....; Enrolment.....; Year it was taught.....

2. What specific difficulties or undue teaching load pressures, if any, did you experience with this class?.....

3. What do you regard as the "reasonable" and "maximum" size of class you could handle for your grade or subject under present teaching conditions?

Grade or subject.....; Reasonable class size.....; Maximum class size.....

4. If the following adjustments were made, what effect would each have upon the *estimate of maximum size of class* given in Question 3 above? (Check column that applies.)

	No change in size	Slight increase	Marked increase
--	----------------------	--------------------	--------------------

a. Providing clerical help for the teacher.....			
---	--	--	--

b. Special classes for retarded and problem pupils.....			
---	--	--	--

c. Larger classrooms (adequate to size of class and to type of program).....			
--	--	--	--

d. Equipment and supplies adequate for the class.....			
---	--	--	--

e. Reducing the number of classes assigned.....			
---	--	--	--

f. Reducing extracurriculum assignments.....			
--	--	--	--

g. Increased attention to ability or homogeneous grouping.....			
--	--	--	--

Comment.....			
--------------	--	--	--

V. Effect of Present Load upon Professional Service

1. What professional activities and duties do you feel are being neglected because of your present teaching load?

VI. Suggestions and Recommendations

1. What additional comments or suggestions can you offer regarding aspects of the teacher load situation which impress you as unduly fatiguing, time-consuming, or burdensome?.....

.....

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2. What activities impress you as ineffective routine, mere "red tape," or responsibilities that are not properly a part of teacher load?.....

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3. What next steps do you feel should be taken for better equalization or adjustments of teacher load?.....

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Research Bulletin, Vol. XVII, No. 4, September 1939

Research Division

NATIONAL EDUCATION ASSOCIATION OF THE UNITED STATES

1201 Sixteenth Street, N. W., Washington, D. C.

February 1940

SUPPLEMENT

(To "Organizations Interested in International Relations," *Research Bulletin*, Vol. XVII, No. 4, September 1939)

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CHAMBER OF COMMERCE OF THE UNITED STATES

1615 H St., N. W., Washington, D. C.

Address requests to: Secretary, Committee on Education. (Inquiries regarding National Foreign Trade Week should be addressed to: Foreign Commerce Department.)

Purpose: "To obtain the judgment of businessmen and their organizations upon all current national questions in the business field, including, among others, questions in the field of foreign trade, tariff, commercial policy, and other subjects having relation to other countries. The National Chamber maintains a Foreign Commerce Department Committee, a joint Canada-United States Committee (in cooperation with the Canadian Chamber of Commerce), a National Defense Committee, a Merchant Marine Committee, and a Committee on Education, all of which have some relationship to international matters."

Inquiries welcomed from: Elementary-school, high-school, and college teachers; school superintendents and principals.

Materials supplied to schools: An annotated list of publications (free on request); limited quantities of committee reports, department pamphlets, and referenda including, for 1939-40, the following: *The American Economic System Compared with Collectivism and Dictatorship* (36 p.); *South America's Trade* (40 p.); *Foreign Trade Charts* (a set of three showing chief exports, chief imports, and chief markets and suppliers); *America's Economic Strength in Time of War* (20 p.); and *Combating Subversive Activities in the United States* (30 p.)—all free of charge to educational institutions. In addition the following publications are available at the prices indicated for single copies: "Foreign Trade Library," a set of the following three books—*Doing Export Business* (64 p.), *Foreign Commerce Handbook* (44 p.), and *U. S. Trade Promotion Agencies Abroad* (12 p.), (25¢ for the set); *Our World Trade* (5¢); *8,000 Chambers of Commerce throughout the World* (15¢); *Trade and Tariff Relationships between Canada and the United States* (10¢); *Imports and Exports of Agricultural Products* (10¢); *Commerce and Economic Resources of Our Outlying Territories and Possessions* (20¢); *Foreign Trade Promotion by Chambers of Commerce and Trade Associations* (10¢); *Most-Favored-Nation Treatment and Bargaining Tariffs* (5¢); "Buy National" *Movements in Relation to Domestic and Foreign Trade* (5¢); mimeographed lists of American chambers of commerce abroad, foreign trade bureaus in local commercial organizations, and foreign chambers of commerce in the United States (free on request); *Warsaw-Oxford Rules, 1932, Relating to C. I. F. Contracts* (5¢, mimeo.); and *Effect of the War on Foreign Trade* (5¢).

Official publication: *Nation's Business*; 12 issues a year; \$3—annual subscription price; high-school and college level; deals with current business issues including foreign trade, tariff, commercial policy, and other questions bearing upon America's trade relationship with the rest of the world.

Types of service provided: Has information service for letters of inquiry regarding Chamber publications and National Chamber action upon business issues; sponsors, annually, a National Foreign Trade Week, being the week each year which includes May 22, National Maritime Day. Multi-colored posters, stamp-size stickers, outline speeches, and other material are supplied free of charge to schools participating in this observance.

FEDERAL COUNCIL OF CHURCHES OF CHRIST IN AMERICA, THE

297 Fourth Ave., New York, N. Y.

Address requests to: Department of International Justice and Goodwill

Purpose: To further peace education by coordinating the work of the International Relations Committees, or other groups interested in international questions, in the 24 national Protestant religious bodies with membership in the Council.

Inquiries welcomed from: Elementary-school, high-school, and college teachers.

Materials supplied to schools: Leaflet descriptive of the services of this Department of the Federal Council of Churches (free on request); various pamphlet materials on peace.

Official publication: *Information Service*; 40 issues a year; \$2—annual subscription price; college level; reports brief research studies on social problems, among which are studies on current international problems.

Types of service provided: Will furnish college lecturers on the work of the churches in international relations; promotes general observance of Armistice Sunday; has been sponsoring a weekly nationwide radio broadcast, "Religion in the News"; supports churches in their activities for world goodwill.

INSTITUTE OF INTER-AMERICAN AFFAIRS

University of Florida, Gainesville, Florida.

Purpose: To foster better educational and cultural relations between the United States and the countries of Latin America.

Inquiries welcomed from: Elementary-school, high-school, and college teachers; school principals.

Materials supplied to schools: Only redistribution of certain Pan American Union materials to persons and groups located near the university.

Official publication: A bulletin—issued periodically.

Types of service provided: Is sponsoring an Inter-American Educational and Cultural Conference to be held April 14-24, 1940, for the purpose of

studying the contributions made by Central and South American countries to New World culture; arranges exchange scholarships and fellowships for Florida students and faculty members to study in foreign countries; distributes information regarding Latin American countries to schools in Florida; prepares special inter-American radio broadcasts presented over station WRUF; cooperates in the inter-American educational exchange program which includes many colleges and universities in the southeastern states and in the Latin American republics—distribution of publications, exchange lecture tours, exchange professorships and scholarships, and research.

INTER-AMERICAN CENTER

George Washington University, Washington, D. C.

Purpose: "The furtherance of Pan Americanism thru cultural, educational, financial, commercial, legal, and political understandings."

Inquiries welcomed from: Persons interested in inter-American understanding.

Materials supplied to schools: Published collections of lectures delivered before various conferences.

Official publication: None.

Types of service provided: Lectures on Latin American and inter-American problems, for university students and guests; annual winter conference on inter-American affairs, given for the general public; annual Pan American conference for high-school students of Washington, D. C.; weekly broadcast in Spanish to the Latin American nations—topics include current American and European affairs; four lectures annually in Spanish to Spanish-speaking people of Washington; annual closed conference between business organizations and representatives of the United States government; series of talks given at high schools and private schools in and around Washington; exhibitions of arts and crafts from the various Latin American countries.

INTERNATIONAL STUDENT COMMITTEE

500 Riverside Drive, New York, N. Y.

Purpose: "To make the best American life available to foreign women students from other countries. Its members and sponsors believe that the presence of foreign students in the United States offers opportunities for international friendships and experiences that are steps in the direction of world peace and understanding. To accomplish its aims the International Student Committee directs its efforts toward the individual, her questions, her problems of adjustment, her hopes, her interests, believing that her personal contribution to her own country on her return is greatly affected by her extra-academic as well as her scholastic experiences while a guest in the United States."

Inquiries welcomed from: College students and teachers.

Materials supplied to schools: Leaflets descriptive of the services of the Committee (free on re-

quest); a handbook for foreign students entitled *We Take You to the United States* (free to foreign students on request).

Official publication: None.

Types of service provided: Information service for letters of inquiry; personal welcome and assistance on arrival at any port in the United States; travel arrangements; hospitality arranged on a basis of personal interests with American friends; opportunities for meeting Americans with similar professional interests; assistance in making vacation plans and in securing summer positions; direct and indirect financial aid; co-operation with foreign students and campus administrators on problems of orientation.

INTERNATIONAL STUDENT SERVICE, UNITED STATES COMMITTEE

8 West 40th St., New York, N. Y.

Purpose: "To promote friendship and understanding amongst students of every nationality. . . to keep aloft the ideals of free intellectual intercourse—an early casualty in every war—by aiding student victims of political, racial, or religious oppression; by undertaking inquiries into international university problems; and by sponsoring conferences where proponents of various ideologies and no ideologies could gather on common ground to discuss and re-think their positions."

Inquiries welcomed from: High-school teachers; college students and teachers.

Materials supplied to schools: Leaflet describing the activities and services of the organization (free on request); motion picture films on war conditions in China (loan for charge); a textbook—*Unemployment in the Learned Professions* (for charge); bibliographies (for charge).

Official publication: *The I. S. S. Bulletin*; 8 to 10 issues a year; \$1—annual subscription price; college level; contains material concerning the problems of international university students and articles on foreign affairs.

Types of service provided: Information service for letters of inquiry; the services of consultants on foreign affairs; refugee work in behalf of student victims of the war in Europe and in China; sponsored a student conference on the "Bases of a Durable Peace" at International House, New York, December 1939.

NATIONAL CATHOLIC WELFARE CONFERENCE

1312 Massachusetts Ave., N. W., Washington, D. C.

Address requests to: N. C. W. C. Joint Committee on Peace.

Purpose: To study and prepare for publication material relating to the Church and to world questions, with a view to promoting the "Peace of Christ in the Kingdom of Christ" among all nations.

Inquiries welcomed from: Elementary-school, high-school, and college teachers; high-school and college students; parents of students; and school principals.

Materials supplied to schools: List of publications of the N. C. W. C. with special grouping of all pamphlets pertaining to peace (free on request); *The Christian Way to Peace*, *Peace Statements of Recent Popes*, *Peace Trends*, and similar pamphlets (10¢ each, 50 for \$4.50); Papal Encyclicals such as the *Encyclical Letter of Pope Pius XII on the Function of the State in the Modern World* (10¢ each, 50 for \$2.50); three pamphlets in a *Christian Democracy Series* (5¢ each, 100 for \$3.50); study outlines for use in Catholic schools (for charge); bibliographies.

Official publication: *Catholic Action*; 12 issues a year; \$2—annual subscription price; high-school and college level; contains Papal and Episcopal quotations on peace and other items which may have international bearing.

Types of service provided: Information service for letters of inquiry; distribution of publications.

Comment: The Joint Committee is composed of representatives of the Social Action Department, the National Council of Catholic Men, and the National Council of Catholic Women—departments of the National Catholic Welfare Conference.

NATIONAL COUNCIL OF TEACHERS OF ENGLISH, INTERNATIONAL RELATIONS COMMITTEE

211 West 68th St., Chicago, Ill.

Purpose: Not reported.

Inquiries welcomed from: High-school and college students and teachers.

Materials supplied to schools: Supplementary reference books; bibliographies; a handbook for teachers.

Official publication: None.

Types of service provided: Serves as a clearing-house of materials for secondary-school teachers; conducts special programs on international relations in connection with the annual meeting of the entire Council.

ROTARY INTERNATIONAL, COMMITTEE ON INTERNATIONAL SERVICE

35 East Wacker Drive, Chicago, Ill.

Purpose: "The advancement of international understanding, goodwill, and peace."

Inquiries welcomed from: Young people and adults, if addressed to local Rotary Clubs.

Materials supplied to schools: None, except what may be available from the individual Rotary Clubs.

Official publication: *The Rotarian*; 12 issues a year; \$1.50—annual subscription price; adult level; "an international magazine devoted to the advancement of the ideal of service and its application to personal, business, community, and international life."

Types of service provided: Furnishes outlines for programs in Rotary Club meetings and for Rotary community projects; encourages local

Rotary Clubs to hold institutes of international understanding in their communities, suggests speakers for them, and advises as to the technic of carrying on the programs. In more than 200 communities, local Rotary Clubs are sponsoring such series of adult forums, taking their speakers into the high schools to address young people, giving newspaper publicity to the speeches, and considering, further, in study groups the topics presented.

SCHOLASTIC PUBLICATIONS

250 East 43rd St., New York, N. Y.

Purpose: The publication of two weekly classroom magazines "designed to keep the student in touch with his times and to develop him into an effective citizen and an enriched personality. Toward these ends, *Scholastic* and *Junior Scholastic* publish articles on the events, problems, and personalities of our times, a full supply of the best current literature selected to fulfil the student's needs and improve his tastes, and a wealth of guidance material—social, vocational, and personal. Both magazines stress the value of democracy and the importance of well-informed, rational, intentional behavior in regard to solving American problems at home and abroad."

Inquiries welcomed from: Elementary-school and high-school teachers; parents of students; school principals.

Materials supplied to schools: Leaflet describing publications (free on request); publications of the Scholastic Bookshop, some of which have both national and international bearing.

Official publications: (1) *Scholastic, the American High School Weekly*; 32 issues a year; \$1—annual subscription price for either the English Class or Social Studies Edition (\$1.65 for the Combined Edition, including both English and Social Studies materials); high-school level; contains news, articles on current problems at home and abroad, suggestions for the personal, vocational, or social guidance of students, and specimens of modern literature. (2) *Junior Scholastic*; 32 issues a year; 50¢—annual subscription price for two or more to one address; elementary-school level (seventh, eighth, and ninth grades); is similar to *Scholastic* but its materials on current affairs, citizenship, geography, reading, and composition are suited to the lower grade level.

Types of service provided: Information service for letters of inquiry; loan of exhibits.

U. S. DEPARTMENT OF STATE, DIVISION OF CULTURAL RELATIONS

Washington, D. C.

Purpose: "The broad purpose of the Division of Cultural Relations, as stated in the departmental order, is to encourage and strengthen cultural relations and intellectual cooperation between the United States and other countries. Although the work of the Division embraces all nations

with which the United States maintains relations, the principal activities during the initial period are concerned with the other American republics. As an official agency charged with cultural intercourse, the Division is seeking to coordinate activities of this nature within the government and work closely with the important private organizations and institutions of the country which are engaged in intellectual co-operation. The Department of State is interested in extending to every legitimate undertaking in the field of cultural relations the cooperation of the government. It is the view of the Department that in this country the primary responsibility for cultural exchange properly resides with private agencies and institutions and the major function of the Division is to make the good offices of the government available to private enterprise and to serve as a clearinghouse for the activities of private organizations."

Inquiries welcomed from: Elementary-school, high-school, and college students and teachers; parents of students; school principals.

Materials supplied to schools: Printed information regarding the work of the Division; a brochure (1939), *Inter-American Cultural Relations*, being two addresses by officers of the Division (5¢ each).²

Official publication: The Division, as such, has no official publication but its press releases will regularly be found in the following: *The Department of State Bulletin*; weekly commencing July 1, 1939; \$2.75—annual subscription price (from the Superintendent of Documents, Government Printing Office, Washington, D. C.); adult level; a consolidation of the monthly *Treaty Information* bulletin and the weekly pamphlet *Press Releases* formerly published by the Department of State;² contains official information on current developments in American foreign relations and other aspects of the Department's work.

Types of service provided: "The Division of Cultural Relations has general charge of official activities of the Department of State with respect to cultural relations, embracing the exchange of professors, teachers, and students; cooperation in the field of music, art, literature, and other intellectual and cultural activities; the formulation and distribution of libraries of representative works of the United States and suitable translations thereof; the preparations for and management of the participation by this government in international expositions in this field; supervision of participation by this government in international broadcasts; encouragement of a closer relationship between unofficial organizations of this and of foreign governments engaged in cultural and intellectual activities; and, generally, the dissemination abroad of the representative intellectual and cultural works of the United States and the improvement and broadening of the scope of our cultural relations with other countries.

"In fulfilling its functions, the Division of Cultural Relations is directing the conduct of studies and has responsibility for the elaboration and the carrying into effect of a comprehensive and coordinated plan of activity in this country for

² See also statement regarding U. S. Department of State, Division of Research and Publication (No. 126), in the *Research Bulletin* of the National Education Association 17:202; September 1939.

the strengthening of international intellectual and cultural relations; it assists in the preparation and interpretation of treaties in this field; it supervises the formulation of regulations and procedure necessary for the fulfilment of obligations under the Convention for the Promotion of Inter-American Cultural Relations and other treaties and conventions relating to cultural relations to which the United States may become a party; it drafts or reviews correspondence with foreign governments, American diplomatic and consular officers, and all other correspondence pertaining to these activities; it collaborates with the Office of Education and other government departments and agencies, the National Committee on Inter-American Intellectual Cooperation, the Pan American Union, other educational and cultural organizations and institutions, and foreign missions in Washington."

WORLD ALLIANCE FOR INTERNATIONAL FRIENDSHIP THROUGH THE CHURCHES, AMERICAN COUNCIL

70 Fifth Ave., New York, N. Y.

Purpose: To carry on "a moral crusade for a warless world."

Inquiries welcomed from: High-school and college students and teachers; school principals; ministers; study groups.

Materials supplied to schools: Booklet descriptive of services and materials (free on request); a *Statement Regarding Racial Minorities in the United*

States and Pamphlets 15, 16, and 17 of the International Peace Series (5¢ each, or 3¢ each in quantities of 10 or more); pamphlet, *Building a Peace Committee in the Church* (single copy free or 50¢ per 100); bibliography, *A Peace Library for the Local Church* (2¢ each, or 50 copies for \$1).

Official publication: *News Letter*; 10 issues a year; \$1—annual subscription price (regular service for members without charge); high-school and college level; contains comment on current international issues, program material for church peace groups, reading suggestions on international relations, and book reviews.

Types of service provided: Lecturers for school assemblies thru a Speakers' Bureau; information service for letters of inquiry; direct advice by field workers; encourages active peace committees in local churches; maintains special Committees on Relations with Canada, Relations with Pacific Lands, Relations with Mexico, and a Committee on Relations with Youth Movements.

Comment: The American Council of the World Alliance is an autonomous body. It acts as an agent, however, of the Church Peace Union by arranging regional conferences and field days in strategic cities and in schools and colleges. The Church Peace Union is a policy-forming body of 29 trustees chosen from three religious faiths—Catholic, Protestant, Jewish—with the responsibility of administering the fund provided by Andrew Carnegie for the promotion of peace.

THE PRESENT SUPPLEMENT completes and brings up to date the September 1939 *Research Bulletin*, "Organizations Interested in International Relations," Vol. XVII, No. 4; also issued in June 1939 as a report of the Committee on International Relations of the National Education Association. 60 p. 25¢

SEE ALSO—

Promoting International Cooperation thru Education. Report of the Committee on International Relations, June 1938. 32 p. 25¢

Education in the United States of America. (Office of Education Bulletin, 1939, Misc. No. 3, English; No. 4, Spanish; No. 5, Portuguese.)

Prepared by the Research Division in cooperation with the United States Office of Education and printed in three editions—English, Spanish, and Portuguese. Available from the U. S. Government Printing Office, Washington, D. C., for 15¢ per copy. The National Education Association has a limited supply of each edition and single copies will be distributed free on request to teachers of Spanish and Portuguese.



Orders for publications should be accompanied by funds in payment and must be so accompanied when orders amount to \$1 or less. Orders not accompanied by funds are subject to transportation charges. Discounts on quantity orders of the same publication: 2-9 copies, 10 percent; 10-99 copies, 25 percent; 100 or more copies, 33 1/3 percent. Make checks or money orders payable to the National Education Association of the United States, 1201 Sixteenth Street, N. W., Washington, D. C.

