

A STUDY OF THE ADMINISTRATION
STAFFING OF THE JUDICIAL
SYSTEM OF THE STATE OF NEW YORK, EXCLUDING

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A STUDY OF THE ADMINISTRATIVE ORGANIZATION AND
STAFFING OF THE JUNIOR HIGH SCHOOLS OF NEW
YORK STATE, EXCLUSIVE OF NEW YORK CITY

By

McDonald Frederick Egdorf

AN ABSTRACT OF A THESIS

Submitted to
Michigan State University
in partial fulfillment of the requirements
for the degree of

DOCTOR OF EDUCATION

College of Education

1962

ABSTRACT

A STUDY OF THE ADMINISTRATIVE ORGANIZATION AND
STAFFING OF THE JUNIOR HIGH SCHOOLS OF NEW
YORK STATE, EXCLUSIVE OF NEW YORK CITY

by McDonald Frederick Egdorf

Statement of the Problem

This is a study of organization and staffing of the junior high school in New York State. It was assumed here that to improve the instructional program for pupils a particular kind of administrative organization and staffing is needed.

These five basic questions received special consideration:

1. What are the operational purposes of the junior high school?
2. What are the administrative and supervisory functions needed at the junior high school level to carry out these purposes?
3. What administrative and supervisory positions should be established to perform these functions?
4. What is the job description of individuals who are to administer the junior high school?
5. What patterns of administrative organization will relate these positions in such a way that needed

functions will be performed and stated purposes will be served?

Procedure

Three basic research procedures were employed in gathering data:

1. An intensive review of the post-1900 literature in selected areas pertaining to administrative organization and staffing on the junior high school was undertaken.
2. A series of seminar discussions, under the direction of six institutions of higher learning in New York State were conducted.
3. A questionnaire was constructed and sent to all registered junior high schools in New York State, exclusive of New York City.

The Major Findings of the Study

The current staffing pattern of the schools in this study were inadequate when contrasted with staffing recommendations of educational authorities contained in the literature. Most schools need additional administrative, guidance, health, instructional material and remedial instruction personnel.

The predominate pattern of administrative organization appeared to be that of a strict line authority concept,

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suggesting that the administrative structure of most schools, was autocratic at least in theory, if not in practice.

The seminar groups identified 43 administrative and supervisory functions. These functions were not unique to the junior high school, but applicable generally to all levels of public school administration.

Of the 43 administrative and supervisory functions, principals in 82 per cent of the instances are directly involved in administration of these activities, regardless of the size school, the adequacy of the administrative staff, or patterns of administrative organization. Administrative functions are not being assigned to associate administrators or to school staffs.

The administrative positions in junior high schools are designed to improve the instructional program by facilitating the teaching-learning process. The improvement of instruction has not occurred to a large degree because of a lack of job descriptions of individuals in schools.

The administrative and supervisory positions as well as positions needed to provide services to pupils and teachers recommended by the seminar groups appear adequate to fulfill purposes of the school and in keeping with staffing recommendations of educational authorities.

Some schools cannot justify certain administrative or service positions on their staffs, either for keeping the

school in operation, providing services to pupils or teachers or to improve the quality of the instructional program. Some schools are overstaffed as well as understaffed in certain administrative and service areas considered necessary to meet needs of individuals or fulfill objectives.

The guidelines developed for organizing and staffing are consistent with the value system of a democratic society and should provide an organization structure to meet the needs of individuals and fulfill purposes of the school.

Organizational structure facilitates or impedes the accomplishment of objectives. A flat administrative organization furthers the purposes of a free society more effectively than does a pyramidal structure. To construct an administrative organization for schools, this dissertation defends the point of view, that only those concepts of organization which are in keeping and further the ideals of a democratic society should be utilized.

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ACKNOWLEDGMENTS

I am indebted to many people for the help they have given me in completing this study which, without their aid, would have been impossible for me to undertake and to complete.

I should like to express my especial gratitude to Dr. Clyde Campbell, friend, inspirational teacher, and chairman of my doctoral committee. I deeply appreciate his ability gently and imperceptibly to inspire and encourage my efforts. His understanding, patience, and assistance, as well as his constructive and perceptive criticisms of this study, and his availability for conferences are gratefully acknowledged.

I should like to thank Dr. Duane Gibson for his perceptive analysis of certain statistical problems and suggestions for their solution, Dr. Troy Stearns for his inspirational and seminal ideas, Dr. Floyd Parker for his stimulation, and Dr. Jean LaPere for her helpful suggestions.

I appreciate the kindness of Dr. Daniel E. Griffiths, Director of Studies, Council for Administrative Leadership for the State of New York, for providing me the opportunity to make this study.

For their work in planning and administering seminars, I wish to acknowledge the assistance of Dr. George Holloway of the University of Buffalo, Dr. Mauritz Johnson of The New

State College for Teachers
New York University, Dr.
Department for Teachers at Co.
University, and Dr. E.
master. To all of these
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Especially, I should
like to thank my mother,
Julia, and to my
unwavering, faith, and
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York State College for Teachers at Albany, Dr. Forrest Long of New York University, Dr. James Sampson of The New York College for Teachers at Oneonta, Dr. Robert Stewart of Syracuse University, and Dr. Byron Williams of the University of Rochester. To all of these, and others who helped in the research necessary for this study, I am grateful.

Especially, I should like to express my gratitude to my wife, Julia, and to my sons, Philip, Jon, and Roger, who's understanding, faith, and endurance made it possible for me to complete the advanced study which culminated in the writing of this thesis. I dedicate it to them and to Patricia, my daughter-in-law, and to Terri Ann, my granddaughter.

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CHAPTER I

INTRODUCTION

This is a study dealing with administrative organization and staffing of the modern junior high school in New York State, exclusive of New York City. In the February 1954, Review of Educational Research, Wiles, stated that:

It is evident from the preceding chapters that the committee has deep feelings about the school for adolescence. Some chapters conclude with queries concerning why we do not put into practice what we have learned from research or make a more fundamental approach to re-organizing the secondary school.¹

In this same document, which represents an analysis of the research pertaining to the educational program for adolescents for the preceeding three years, only one paragraph is devoted to the organization of the junior high school. In regard to organizing schools for adolescents, Parker and Lewis stated that "the writer's . . . analysis of current research has failed to isolate an effective form for the organization of the secondary school . . . as yet, real evidence indicating solutions for a number of organizational problems has failed to emerge."²

¹American Educational Research Association, Review of Educational Research, XXIV (Washington D. C.,: N.E.A. February, 1954), p. 100.

²Ibid., p. 79.

Failure to investigate and test hypotheses regarding the junior high school and its effectiveness are apparent. This statement is applicable to the administrative organization of such schools. Whatever administrative organization the junior high school has had, it appears to be a prototype of that used in the senior high school, despite the fact that many educational authorities on secondary education have long contended that the junior high school serves unique educational purposes. The stated purposes have seldom been related to the necessary administrative and supervisory functions which would be needed to serve their purposes.

In the current era of criticisms of schools, it is imperative that organizational purposes and functions be clearly defined by each segment of our public school organization. Each school must have a professional staff to serve the purposes of the organization as well as having the responsibility to perform the functions of administration. Some logical analysis and description of functions to be executed by the individual administrator must be made. The administrative organization should clarify and distribute responsibility among individuals, consistent with the purposes of the institution. Administrative functions are important only to the extent that they contribute to the improvement of educational opportunity for children. The adequacy of the administrative staff is dependent upon a number of variables and cannot be included in an empirical formula.

This study attempts to provide helpful background information, for those individuals interested in the junior high school, to develop through administrative organization and staffing patterns an improved instructional program for early adolescents. The instructional program will be improved if functions are identified and responsibility for their fulfillment established. Job descriptions for individuals are needed to identify positions, establish responsibility, and to relate functions to positions. With a plan for organization, an adequate administrative staff can be projected which is structured to provide needed services to teachers and pupils for a modern junior high school.

Statement of the Problem

The study was designed to assist school administrators in New York State with the problem of organizing and administrative staffing of the junior high school. This unit of the school system was selected because, as the newest unit in organizational patterns of operation, it has received very little attention relative to staffing. Serious questions have arisen regarding the quality of modern day educational programs. New programs are being examined and considered for adoption. As a result of this self-examination it is being discovered that many traditional ways of operating schools are not necessarily the better ways. New organizational patterns that place staff members in more challenging

roles, combined with improved programs of education, encourages many to believe that the junior high school will make a far greater contribution to educating early adolescents.

The study is designed to answer five questions:

1. What are the operational purposes of the junior high school?
2. What are the administrative and supervisory functions needed at the junior high school level to carry out these functions?
3. What administrative and supervisory positions should be established to perform these functions?
4. What is the job description of the individuals who are to administer the junior high school?
5. What pattern of administrative organization will relate these positions to one another in such a way that the needed functions will be performed and the stated purposes will be served?

Background of the Study

Leaders in the field of school administration became quite concerned, during the decade 1940-50, about the quality of administrative leadership of America's public schools. The W. K. Kellogg Foundation generously contributed four and a half million dollars in 1950 to finance an improved nation-wide professional preparation program for school administrators. Eight university centers were set up to administer the project. New York State was a portion of the Middle Atlantic Region assigned to Teachers College, Columbia University.

In 1952, in New York State, several separate committees, representing the various professional organizations, were studying pertinent problems of their organizations. It was agreed that there would be value in joining forces to form a single state-wide organization of all administrative groups to study common pressing problems. Soliciting the assistance of the State Education Department and the Cooperative Program in Educational Administration (CPEA) there was formed a group, unique to New York State Administrators, called Cooperative Development of Public School Administration (CDPSA). The primary objective of this new organization was to unify efforts to "improve the quality of school administration in New York State." The new organization consisted of the members of:

The New York State Education Department,
New York Council of School Superintendents,
New York Association of Central School Principals,
New York School Boards Association,
New York State Teachers Association,
New York Association of Secondary School Principals,
New York Association of Elementary School Principals,
New York Association of School Business Officials,
Association for Supervision and Curriculum Development,
and the
Cooperative Program in Educational Administration
Middle Atlantic Region.

This organization was governed by a Joint Committee, consisting of delegated representatives from each of the member organizations.

Shortly after its formation, the Joint Committee called together a number of professors of school administration, from the leading colleges and universities in the state, to examine and discuss selected research projects pertaining to administration in local school systems. The universities of Buffalo, Cornell, Syracuse, New York State College for Teachers, Albany, and Teachers College, Columbia University, each formed a research team of college professors and school administrators to undertake one phase of the total project. The work of CDPSA was centered around the problem of administrative organization and staffing. These studies developed job descriptions for a number of administrative positions, including the superintendent of schools, the school business official, the elementary and secondary school principals, and others, as well as investigating modern concepts and practices in staffing schools. Eight bulletins were published and distributed by the organization to all school administrators and interested educators in New York State.

With the exhaustion of funds from the Kellogg Foundation, the Cooperative Program in Educational Administration Middle Atlantic Region, (CDPSA) came to an end. However, since the organization had made significant contributions

to the literature of educational administration, some of the interested groups wished to carry on further research, heretofore not undertaken.

In 1956, New York State's five major organizations of educational administrators formed a federation to serve as a clearing house and coordinating agency for the member groups on matters of educational policy and research. This new federation was called "Council for Administrative Leadership" and its work began in the school year 1956-57.

The "Council" was established within the framework of the New York State Teachers Association, with one of its administrative officers as Executive Secretary to the group. The Cooperative Center for Educational Administration at Teachers College, Columbia, was a major contributor to the project. Provision was made for government by representatives of:

New York Council of City and Village Superintendents,
New York State Association of Elementary School
Principals,
New York Association of Secondary School Principals,
New York Association of District Superintendents,
New York Association of School Business Officials,
New York State Education Department, and
Colleges and Universities in New York State preparing
school administrators.

The Council serves the following function:

1. To increase the free flow of ideas and services

among practicing school administrators, the schools of educational administration, and the State Education Department.

2. To provide an effective organ for developing coordinated policies of school administration on state-wide educational matters.

3. To provide leadership and coordination in the development of a program of research in the problem of school administration.

4. To provide leadership and coordination in the development of programs of recruitment and selection for future school administrators, continuing improvement of programs of preservice preparation and inservice development of school administrators, and the maintenance of realistic standards of licensure for school administrators.

5. To promote the development and maintenance of standards of professional ethics for school administrators.

During the existence of the CDPISA organization, its study and research was basically concerned with school-district-wide organization and staffing. As a consequence of these studies, numerous requests had been made to investigate the administrative staffing of units within the system-wide organization. Most requests were made to give priority to a study of the administrative staffing and organization of the junior high school. There was a specific request that, in the study of the junior high school as an administrative unit, particular emphasis should be directed

to determine the amount as well as the kind of staff necessary to serve the function of a modern junior high school. With these recurrent requests for information on how to staff school units, particularly the junior high school, the Council agreed to undertake the study and contacted the writer to serve as coordinator.

Need for the Study

Despite the tremendous increase in the reorganization of secondary education that has occurred since 1920, the administrative organization and staffing of the junior high school has never been the subject of comprehensive study. A review of educational literature, starting with the first junior high school to 1955, fails to report a single study on this subject. If such studies were made, they are not to be found in the educational literature. Modern day textbooks on school administration have been nearly as void in giving insight or suggestions to practicing administrators in this area. If educational administration is to become more of a science than an art, research is imperative to the growth of the profession. Studies and research in administrative organization and staffing are particularly important to the junior high school, the newest unit in the secondary school pattern.

Various disciplines have contributed to knowledge about how children learn best and under what conditions

learning takes place. This newly acquired knowledge has been utilized to provide additional services to both teachers and children--services that the community wants available to improve the quality of education for its children. It is not unusual for these services to represent five to ten different individuals on the school's staff. If maximum contributions are to be obtained from these services, they must be coordinated. The role and job description of each individual must be clearly stated and understood if optimum results are to be achieved.

The size of the junior high school that is being treated in this study, necessitates a total professional staff of from 45 to 60 individuals. The actual number of individuals on a school staff will depend upon the schools enrollment, services to teachers and pupils, the ratio of pupils to teaching and administrative staff and other similar factors. In addition, there are other professional personnel from the district or superintendents office that perform administrative functions, with the junior high school administrative, service, or teaching personnel. It is the opinion of educational authorities, and assumed here, that all professional staff in a given building should be responsible to the titular head of the building, its principal. Effective organizational and staffing patterns, developed for the junior high school, must be cognizant of the span of control as well as the unity of command. To expect the building

principal to provide effective leadership for the improvement to instruction, to coordinate plans and scheduling of necessary activities for day-to-day operation, to appraise and evaluate performance of individuals, requires a workable organizational pattern and adequate administrative staff. Authorities in education recognize that the building principal is alone responsible for the effective operation of his school. There are numerical limits, however, as to the number of individuals that should report to and be directly responsible to a single administrator. It was the hypothesis of the designers of this study that the current administrative staffs in existence in New York State junior high schools were inadequate to carry out the purposes and perform the necessary administrative functions, for an effective educational program.

The administrative organization and staffing of a junior high school unit should not have been the result of a single individual's prejudices or inventiveness, a prototype of the senior high school, or a duplication of some neighboring school. Neither should staff or administrative positions be created to satisfy pressure from individuals or groups seeking status recognition. Organization and staffing should be the result of a study that relates needed positions to the agreed functions and purposes of the organization, the purposes having been previously defined and agreed upon on an operational basis. Positions of staff should be

added only as they contribute to the betterment of the program of instruction.

Demographers have adequately portrayed the need for community concern about adequate facilities for adolescents. These needed buildings, to be effectively utilized and to serve purposes and functions, should be designed only after the organizational pattern and staffing needs have been established. Most buildings have a life expectancy of 50 years. Educators should be cautious that the immediate projection of needs will meet the needs of the organization three or four decades in the future. Flexibility of structure must be considered to permit the adapting of future organization and staffing patterns to new purposes.

Definition of Terms

These terms, as they are used in this study, are to be interpreted as having the following meanings:

Junior High School - A unit within a school system housing grades 7, 8 and 9, separated from all other grades in the school system and having its own principal and staff.

Administrative and Supervisory Function - Those functions carried on in the junior high school related to: (1) selection and development of personnel, (2) provision for carrying on and improving the instructional program in the school other than the direct teaching of pupils, (3) provision for maintenance and operation of the school plant,

and (4) necessary details relating to the preceding three items, including record keeping, scheduling, and so on.

Administrative Organization - Organization as used in this paper is defined as one of the many functions of administration. It is that function which attempts to relate the purposes of an institution and the people who comprise the working parts of the institution. It is the continuously developing plan which defines the job to be done and how the job can be efficiently and effectively accomplished by people within the social context in which they operate.

Responsibility - The functions for which the individual is accountable.

Vertical Organization - Many levels or echelons of well defined authority relationships through which individuals must operate.

Flat Organization - Without intervening authority levels between the building principal and classroom teachers.

Unit Control - A single administrative head responsible for the total operation of an organization or institution.

Multiple Control - More than one administrative head responsible for the total operation of an organization or institution.

Span of Control - The total number of individuals reporting to any one administrator within the administrative organization of an institution.

Chain of Command - The lines of direct authority and the staff relationships within the administrative organization of an institution.

Line Organization - The flow of authority upward and downward among individuals who are in a hierarchical relationship to one another.

Staff Organization - Those individuals within the administrative structure of an institution who are not in the direct flow of line authority but who perform a service, or a coordinative or advisory function necessary to the institution.

Function - An operation or activity performed.

Six-Three-Three Plan - The administrative organization of the education program of a school system into an elementary program of a school of six years exclusive of kindergarten (grades 1 to 6), a junior high school of three years (grades 7 to 9), and a senior high school of three years (grades 10 to 12).

Eight-Four Plan - The administrative organization of the educational program of a school system into an elementary school of eight years exclusive of kindergarten (grades 1 to 8), and a secondary school of four years (grades 9 to 12).

School-Within-A-School - The division of a large school into smaller administrative units or "houses" representing a cross section of the total school and made up of

members of all classes. Each house has its own teaching staff and administrator.

Scope of the Study

This study attempts to suggest ways of organizing and staffing a modern junior high school. The patterns suggested were developed in seminar discussions by individuals interested in improving the quality of instruction in this unit of the school system. The seminar participants were practitioners in the public schools, professors of school administration, consultants on education with national reputations for having an interest in the junior high school, and representatives from the New York State Education Department. The recommendations made represent a consensus of the deliberations of the six seminar groups. They were approved by the Committee of the Council for Administrative Leadership.

The scope of this study was defined by the Advisory Committee of the Council for Administrative Leadership. This advisory committee indicated particular areas that such a study should cover. The study, then, is confined to the answering of the five questions previously recited in the statement of the problem.

In the first place, it was requested that purposes of the junior high school should be defined on an operational basis. It is axiomatic that all organizations must have

purposes or goals. Without purposes or goals an organization ceases to exist. To state the purposes of the junior high school operationally, it was agreed, was to define them by description of observed properties or behaviors. Many prior statements of purposes were examined from the literature of the junior high school. After reviewing and evaluating these prior statements, the seminar groups arrived at a consensus concerning purposes of the junior high school, for the purposes of this study. Defining the purposes of an organization is a function that administrators, working in an organization, should perform. Whatever purposes are stated and agreed upon, they represent the community's expectations or aspirations for the junior high school.

In the second place, it was agreed that there should be developed a statement of administrative and supervisory functions to be performed at the junior high school level. These functions were to represent the primary activities that occur in the junior high school deemed necessary to carry out the school program. These administrative functions were those that the seminar participants established after having stated the operational purposes of the junior high school. Further, these functions were grouped into five categories:

1. Improving educational opportunity.
2. Working with pupils.
3. Obtaining and developing personnel.

4. Maintaining effective interrelationships with the community.

5. Providing and maintaining funds and facilities.

Third, the study was to define the administrative positions needed in the junior high school to perform the necessary administrative and supervisory functions to meet its purposes. Authorities agree that the primary purpose of administration is to insure that the organization accomplishes its purposes. The administrative process, in the main, is concerned with the control and direction of life in a social organization. Directing life in a junior high school entails multitudinous activities and relationships between many different individuals. To fulfill the purposes operationally of the junior high school that is used as a model, an adequate administrative and supervisory staff must be provided. The staff proposed here was based on a study of the literature, as well as the knowledge gained from the experiences of the practicing administrators in the seminar groups.

In the fourth place, the study was to suggest descriptions of the jobs of the recommended administrative staff positions. Positions were recommended after careful consideration as to their contributions to the improvement of instruction for children. The functions were arbitrarily assigned in the attempt to concentrate related activities to a position requiring a full-time person to administer.

Functions were designated as: main responsibility, assigned responsibility, or shared responsibility. These primary responsibilities were used to develop the job descriptions of the administrative staff. Consideration was given to having the administrator specialize in one general area of administration.

Finally, the study recommends patterns of administrative organization that relate these positions in such a way that the necessary functions will be performed and the stated purposes will be served. Organization is a system composed of activities of human beings. It is a system because the activities and efforts of individuals are coordinated. The organizational structure is a pattern of interrelating positions, connected by a line of assigned authority. The seminar groups suggested three different ways of administratively organizing a junior high school. In each suggested method of organization, the purposes and objectives of the junior high school will be fulfilled.

How the Study Was Conducted

This study was conducted under the sponsorship of the Council for Administrative Leadership (CAL), a Federation of the Organizations of Educational Administrators in New York State. The "team approach" method was employed. In addition to the public school administrator groups, the "team" included State Education Department personnel; the

Cooperative Center for Educational Administration at Teachers College, Columbia University; the New York State Teachers Association; and individual college professors, particularly those whose specialty was school administration. CAL was created to consolidate gains made in educational research, under an earlier grant from the W. K. Kellogg Foundation, relative to improving educational administration and particularly instructional improvement. The writer was indeed fortunate to have had the opportunity to conduct a study under such insightful leadership, with direction from the professors from the universities and colleges sponsoring the study, and the resources they made available to resolve the question.

Three basic research procedures were followed in gathering data on which this study is based. First, an intensive review was undertaken of the post-1900 literature relative to secondary education, particularly in the junior high school. All the pertinent writings on the junior high school were reviewed in the area of: (1) historical development, (2) purposes, (3) administrative organization and staffing, and (4) modern concepts of organization and staffing.

Second, a series of seminar discussions and workshops were held among groups of professional educators interested in the problem of organization and staffing of the junior high school. These groups included: professors of school

administration from institutions of higher learning who had programs preparing school administrators; professors of education identified as authorities in the field of the junior high school; and State Education Department personnel dealing with the problem of secondary education. In addition, the groups were comprised of: public school personnel, including superintendents of schools, junior high school principals, assistant principals, guidance counselors, and other professional educators having administrative functions dealing with the junior high school.

The school districts of the State of New York were arbitrarily assigned, by the Council, to institutions of higher learning participating in the seminar groups. These seminars were held at the Universities of Buffalo, Rochester, Syracuse, and New York as well as at New York State College for Teachers at Albany and Oneonta, New York. A professor of school administration at each institution was responsible for notifying local districts of the seminars, as well as directing the deliberations at each meeting. A series of four all-day seminars were scheduled by each institution over a period of four months. The writer served as the coordinator of the project, being responsible for working with the discussion groups, assisting those directing the seminars, providing bibliographies, reports or studies needed, keeping minutes, and writing a final report to the sponsoring agency, the Council.

At the conclusion of the seminars a third procedure was used to study organization and staffing of the junior high school. All the registered junior high schools in New York State, exclusive of New York City, as listed in Handbook No. 24, published by the New York State Education Department, were asked to complete a questionnaire designed to determine the amount and kind of administrative staff in their school. One section of the questionnaire was devoted to determining who on the administrative staff performed the 43 functions which had been developed by the seminar groups. The questionnaire was experimentally tested on a group of administrators of Nassau County to test the clarity of the document. Their comments were used to revise the questionnaire and then it was submitted to the 78 registered junior high schools.

Basic Assumptions and Frame of Reference

1. The junior high school, comprising the seventh, eighth, and ninth grades, as a separate unit, is the recommended organizational pattern for all secondary education in New York State, a recommendation made by the New York State Education Department.

2. The administrative organization and staffing pattern projected in this study was based on a pupil population in the unit between 700 and 900 pupils. This school population was recommended by the representative of the New

York State Education Department and, as stated previously, this department was one of the sponsoring agencies of the study.

3. All the administrative functions applicable to the junior high school are activities that occur in the school and are the responsibility of the building principal. Assignment of administrative authority to his professional associates does not relieve the principal of final responsibility.

4. The primary function of the building principal is to be responsible for the instructional program and to improve the quality of instruction for the pupils.

5. To permit the building principal to function as the instructional leader in the size school projected, he must have some assistance. The assistants should perform many of the administrative functions.

6. Effective administrative organization recognizes that many of the administrative functions necessary to carry out the purposes of the junior high school can and should be assigned to other personnel.

7. That all administrative and supervisory positions recommended for the school must contribute to the betterment of educational opportunities for the pupil.

8. The organization of the school should be under unit control. That is, all the individuals working or serving in this building should be responsible to the building principal.

9. A quality education program requires that each junior high school should have on its staff individuals that are specialists to provide services to teachers and pupils.

10. That the cooperative process or "team approach," where staff members participate in the formulating and recommending of policies to the board of education, is superior to non-democratic systems of operation.

Limitations of the Study

1. A questionnaire on junior high school staffing was distributed to the 78 registered junior high schools in New York State, exclusive of New York City. Usable responses were received from 40, (50 per cent) of the schools. The Council agreed that the responses received represented a fair exploratory sampling of schools, and that they could be used to determine present staffing and administrative organization of the junior high school in New York State.

Any study soliciting information on a questionnaire basis is concerned with the percentage of responses to be received, as well as the responses representing a universe. Undoubtedly, schools that had more adequate administrative or clerical staffs were more likely to respond to the questions submitted. However, it was not the primary concern of this study, as was stated by the Council in designing the study, to "find out what the present staff is" but rather the basic concern was "what it ought to be." Therefore, the

sponsoring groups decided that a 50 per cent return was sufficient to give an indication of what present staffs were like.

2. The data used were from schools operating on a 6-3-3 pattern of grade arrangement. Replies were received from other registered junior high schools that were a part of a 6-6 plan or Kg-9 arrangement. These results were not included because it was impossible to determine clearly administrative responsibilities in the junior high schools. Likewise, the organizational patterns and staffing recommended might not be suitable for those schools operating a junior high school on some other basis than a 6-3-3 plan. The staffing ratios recommended, and special services to teachers and pupils, were developed from a review of earlier literature and the experiences of the professional educators in the seminar groups.

3. In reporting on the status study of current staffs it is possible that some individuals other than administrators perform certain administrative functions, but the relationship of time devoted to these functions was of minor importance compared to the work of the individual for the entire day. It is possible that some administrative personnel expend much of their energy, talent, and resourcefulness in clerical or menial duties rather than fulfilling important administrative functions. One could conclude that if this be the case, the organization is not adequately fulfilling

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its purposes, and that services to teachers and pupils are not being provided. In other words, good organization will not assure that administrators perform the tasks they should perform.

4. The administrative and supervisory staffs recommended by the seminar participants for the junior high school represent the ideal staff pattern. Staffing a junior high school in this manner will probably rarely occur in the great majority of schools. There is great disparity of wealth between communities in New York State. This will influence the community in wanting to pay for these services for teachers and children. Communities differ as to the insight the citizens have in conceiving adequate services for teachers and their children. Parents differ as to their values and aspirations for their children. These and many other local factors will tend to influence the kind and size of staff of a junior high school.

5. The 43 functions considered to be most important for the junior high school represented the concensus of opinion of the seminar participants. Curriculum specialists and others interested in the instructional program may find that the functions are too general, or that important areas have been omitted. The functions represented what the current junior high school staffs and the seminar participants said were important functions. No attempt is made to defend the functions agreed upon.

6. The strictly administrative positions recommended for the junior high school population, as projected, would develop a pupil-administrator ratio of approximately 215 to one. Likewise, guidance personnel were also recommended on a ratio basis, the optimum being 250 to one. These were arbitrarily arrived at by a consensus of opinion of the seminar participants. There are no known data to substantiate these recommendations.

CHAPTER II

HISTORICAL DEVELOPMENT OF THE JUNIOR HIGH SCHOOL

The junior high school movement, not unlike the rapid changes that have occurred in our democratic society, is proceeding at the highest speed since its inception in the early 1900's. It has had an impact on our total educational program. It is important to recognize that this educational unit has attained significant status during the past half century, and that its educational policies will have a profound effect on all secondary education during the years to come. An examination of its development will serve to indicate the reasons for its being and its potentialities.

Students of American educational history differ in opinion as to the origin of our public school system and the reasons for having an eight-grade elementary school and a four year high school. Some contend that the idea of eight elementary grades was American in origin, while others insist its origin is definitely Prussian. The eight-grade idea became the practice in America between 1810 and 1830. The origin of the four year high school is just as obscure. There is no evidence that there was either extensive discussion on the number of grades that were needed for a school,

or that experimental schools developed to try different types of grade arrangements. Further, the elementary and secondary schools began as two separate institutions; and during their early history little if any attempt was made to bring about articulation between them.

Early History of Secondary School Organization

To better understand administrative staffing of the modern junior high school, it may be helpful to review briefly the historical changes that have occurred in the secondary school organizational patterns. The purposes within the organizational patterns of the public school system must meet the needs of its members if it is to succeed in its efforts. Public schools are established to fulfill individual as well as societal needs. When the organizational pattern of the school cannot meet these basic needs, it either becomes obsolete and is replaced by a new organization, or it is reorganized to meet the new needs of its members. Secondary school patterns of organization have undergone several revisions to reach its present status. The junior high school today is a part of the school organizational plan because of the belief that this kind of school could serve the needs of people better than any other organizational pattern of secondary education.

The junior high school of today is vastly different from the secondary schools that served early Colonial America.

It is different because it is organized and staffed to mirror the needs of the community that is its locale. This was also true of the Latin Grammar school, the first secondary school, established in 1635, described by French.¹ The Latin Grammar School organization stemmed from the British tradition in education, organized to serve the purposes of education on the continent. It is understandable that the early colonists would establish a school system to serve purposes that met their greatest felt need. It was their singular desire that young men be taught to read so that reading the Bible could take place in every home. In harmony with this was the need to prepare young men to enter college to prepare for the ministry. Before it was replaced, this type of school organization was successful for over a century. According to French, it was replaced because:

"... the exigencies of frontier life, the weakning of ties with the mother country, together with demands for a more practical secondary education, contributed to make the school less appealing to the early citizens of the United States."² The narrow purposes of its operation had doomed it to failure.

The grammar school was gradually replaced by a new secondary school that offered a program of more realistic

¹William Marshall French, American Secondary Education (New York: The Odyssey Press, 1957), p. 43.

²Ibid., p. 54.

studies. This new school organization, according to Frazier,³ was called the "Academy." Benjamin Franklin was the first prominent American to see that America needed a school whose organization would offer a more practical program of studies. It was his philosophy that the program would emphasize studies needed by early Americans for their utilitarian value, such as mathematics, agriculture, navigation, and chemistry. These studies would, it was thought, ". . . prepare youth for the vocational as well as social lives they would lead as well as prepare some for admission to college."⁴ The academy had a great part in influencing secondary school organization. It contributed the idea of co-education, the almost universal desire for a secondary school education, as well as curriculum offerings reflecting individual as well as community needs.

While the Academy was successful for nearly a century in providing an educational program acceptable for the era of its existence, it did not, as an institution, change to meet new community demands. It functioned largely as a private school, usually connected with a religious denomination. It was mainly tuition-supported and so geographically located that students attending had to live at school, thus making attendance more expensive. These were the principle

³George Williard Frazier, An Introduction to the Study of Education (New York: Harper and Brothers, 1956), pp. 389-390.

⁴French, op. cit., p. 63.

factors that led to its replacement as the dominant secondary school.

A new type of school organization emerged in Boston in 1821, called the English classical school, that could meet the needs of individuals and the community. Drake has stated that " . . . this new organization marks the beginning of the American public high school as we know it today."⁵ The basic purposes and organization of the classical school paralleled the academy but had two distinguishing features: (1) it was the first tax supported secondary school, and (2) the schools were established in the local community, available to all residents. This new organizational pattern was so enthusiastically received that it soon led to the enactment of a State Law in Massachusetts, in 1827, which required the establishment of a high school of comparable character in every town of more than 500 families. The adoption of mandatory laws, however, did not lead to a rapid growth of these tax-supported organizations. Community resistance slowed their increase. This resistance was due to many factors, such as need for child labor in manufacturing, need for farm labor, absence of attendance laws, and the continued patronage of the Academy, in addition to strong questioning of the authority to levy local taxes to support a "free"

⁵William E. Drake, The American High School in Transition (Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1955), p. 139.

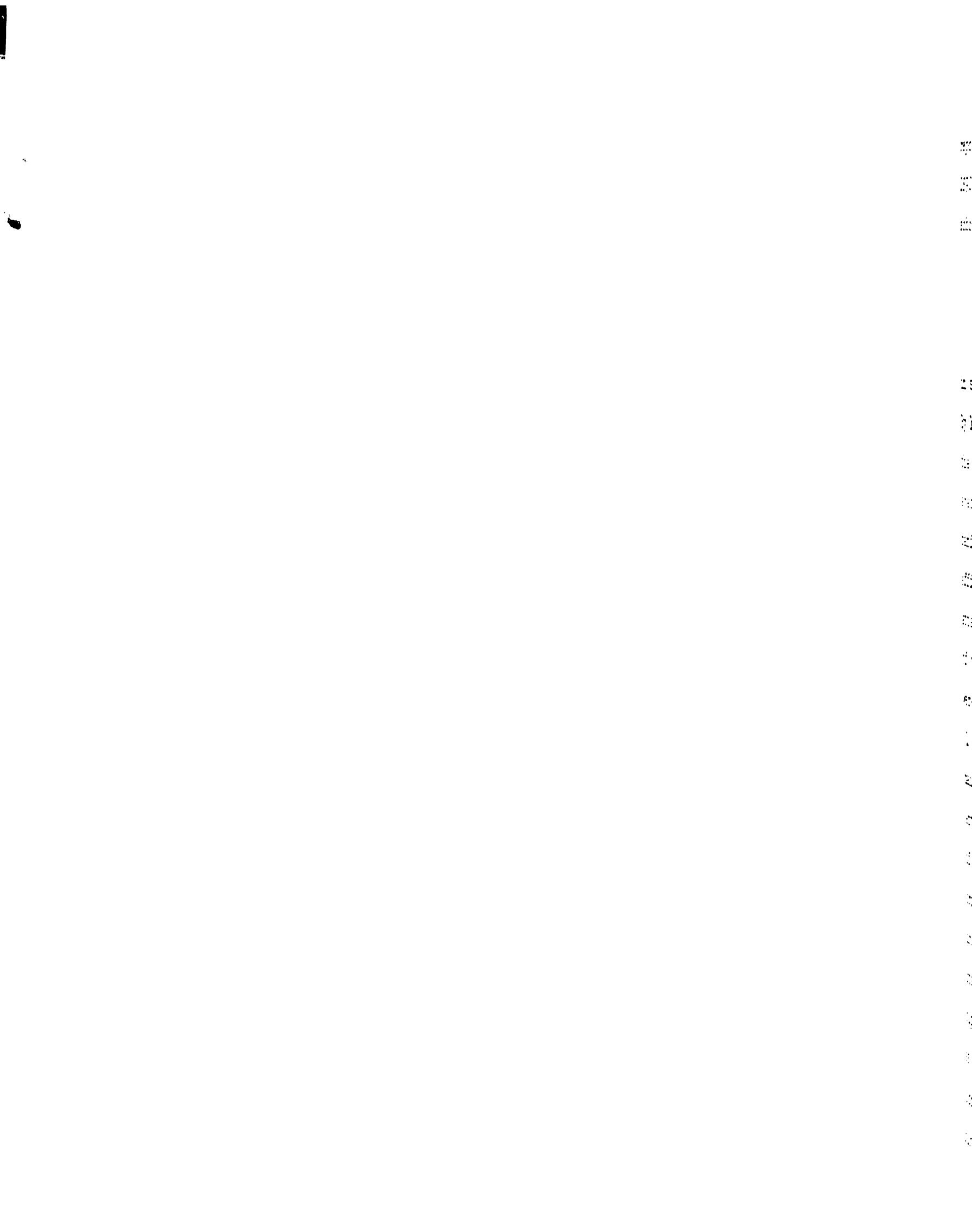
secondary school. The court decision in 1874, famous in educational annals as the "Kalamazoo decision" gave impetus to communities to establish a school system whose basic organizational pattern eventually led to the establishment of the junior high school.

It is important to point out that compelling and influential forces in the social, economic, cultural, and political world were occurring during the nineteenth century which also affected school organization. Then, as now, these community, as well as individual, needs influenced the programs and organization of schools. During that century, peoples' lives were influenced by the industrial revolution which changed America from a predominately rural to an urban nation. This change affected institutions and organizations, as well as the value system of the individual and the tempo of living. Drake⁶ has ably identified these forces as: the destruction of the plantation South, the freeing of the Negro, the opening of the West, the rise of organized labor, the freedom of women, the new conception of childhood, and the industrialization of America.

By the end of the nineteenth century, the basic school organization consisted of a tax-supported eight-year elementary school and a four-year secondary school. Faunce⁷

⁶Ibid., pp. 165-195.

⁷Roland C. Faunce and Morrel J. Clute, Teaching and Learning in the Junior High School (San Francisco: Wadsworth Publishing Co., 1961), p. 2.



reports that in 1880 there were 800 secondary schools, in 1890 there were 2,526, and by 1900 there were 6,005 high schools in the United States.

Demands for School Reorganization

The previous section recorded the tremendous growth in secondary education at the end of the nineteenth century. By 1900 there were five times as many children enrolled in the public school organization as were enrolled in the academies. This rapid growth of the high school was accompanied by strong expressions of dissatisfactions with the efficacy of its organizational pattern and purposes. Critics attacked the school organization from several different points of view. College presidents and others in higher education were critical of the organization from two points of view: (1) the school was failing in what they conceived to be its main purpose, to prepare adequately its graduates for college entrance and (2) the lack of uniformity of high standards of academic achievement in the many new schools. Other critics of school organization were concerned with the high drop-out rate at the end of the ninth grade, the delay in starting preparation for college in the ninth grade, the duplication of subject content in the late elementary grades, as well as the very critical problem of the basic organizational pattern of the eight-year elementary program and the four-year secondary school program.

The secondary schools were greatly influenced by two significant events emanating from the college influence. The first influence was the inauguration of a program designed to insure greater uniformity of academic background of the high school graduate. This step, first instituted by the University of Michigan, consisted of certifying students for admission following a visit by the Commission of Examiners to the high school desiring such certification. According to Drake,⁸ this program was rapidly adopted by other colleges and universities and eventually led to the formation of the regional accrediting agencies which today are highly respected and encompass nearly all the institutions of higher learning, as well as the secondary schools, of the United States. These influences on secondary school organization consisted of standardizing such areas as: length of the class periods, length of school year, preparation of teachers, requirements for graduation, school libraries, laboratories, and many others.

The second event that greatly affected secondary school organization, leading to the eventual establishment of the junior high school, was the appointment of national study commissions by the then existing National Council on Education. These study commissions were appointed because

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Drake, op. cit., p. 234.

of the pressure exerted by the colleges and universities who sought to reorganize the schools' existing program, as well as their organizational patterns. According to Douglas,⁹ President Charles W. Eliot of Harvard, who for two decades had expressed criticism of the school organization, was the spearhead of the dissident group. While President Eliot's initial concern was expressed because "the age of the average Harvard freshman was steadily increasing,"¹⁰ he strongly advocated a reorganization of secondary education to "dip down" to include the last two years of the elementary schools.

By 1900 there were at least four national committees appointed to study and make recommendations relative to the organizational pattern of the school system. The first committee, called the "Committee of Ten," made its formal report in 1893, reporting the current opinion that basically the secondary school was not adequately preparing pupils for college.¹¹ According to some individuals, this report was not pregnant with enlightenment as to how to improve secondary education. Drake,¹² in his review of the Committee

⁹Aubrey A. Douglas, "The Junior High School," The Fifteenth Yearbook of the National Society for the Study of Education, Part III (Bloomington, Ill.: Public School Publishing Co., 1916), p. 10.

¹⁰Ibid., p. 11.

¹¹Drake, op. cit., p. 235.

¹²Ibid.

findings, described its efforts by stating that the Committee "strained like a mountain and gave birth to a mouse." During the two decades from 1890 to 1910, numerous committees were appointed by the National Education Association to study and make recommendations on the existing organization of the school system. The 1899 Committee on College Entrance Requirements made the first strong recommendation that the secondary school be organized to include the seventh and eighth grades.¹³ Other committees, later appointed, reinforced this consideration for school reorganization.

The first recommendation that the school organization include a separate junior and senior high school was made by the Committee on Economy of Time in Education.¹⁴ This Committee, after six years study, recommended in 1913, that public schools be organized as a six-year elementary school, a three-year junior high school, and a three-year senior high school. The basic motive of this report was the continuing desire of college administrators and others in higher education to improve the college preparation function of the secondary school.

The University of Chicago did some research on the topic of school organization. The outcome of this research

¹³ National Education Association, Addresses and Proceedings (Washington, D. C.: The Association, 1899), pp. 659-660.

¹⁴ Faunce, op. cit., p. 5.

indicated, in general, that schools should be organized on a 6-6 basis. Many writers and authorities in the field of education, such as Briggs,¹⁵ Abelson,¹⁶ Dewey,¹⁷ and others, all confirmed that the 8-4 plan of organization was not suited to the purposes of education at that time. Gruhn and Douglass summarized the kinds of dissatisfactions with this plan of organization as follows:

1. The increase in age of freshman entering college during the last half of the nineteenth century.
2. Recognition of the considerable amount of duplication in the instructional program of the eight year elementary school.
3. The desire for more thorough preparation of youth for college through a longer period of secondary education.
4. The precedent set by European countries for a shorter period of elementary education and a longer one for secondary education.
5. Developments . . . especially in the field of psychology of adolescents which led to the belief that age twelve rather than age fourteen was best suited to the beginning of secondary education.
6. The attention directed to a large number of withdrawals from school during grades seven to nine.

¹⁵Thomas H. Briggs, The Junior High School (Boston, Mass.: Houghton Mifflin, Co., 1920).

¹⁶Joseph Abelson, "A Study of the Junior High School Project," Education, XXXVII (September, 1916), pp. 1-19.

¹⁷John Dewey, "Current Problems in Secondary Education," School Review, X (February, 1902), pp. 13-28.

7. Recognition of the inadequate training of teachers in the upper elementary as compared with the high school grades.
8. Expansion of extra-curricular activities in the high school suggesting the desirability of similar activities for the upper elementary grades.
9. A new conception of the purpose and nature of education.
10. Rapid expansion of high school enrollments.¹⁸

These valid criticisms of the existing schools' organizational patterns did bring about school re-organization. The study commissions referred to earlier did recommend the establishment of the junior high school as a part of the public school system organizational pattern.

First Establishment of the Junior High School

The junior high school was being "born" even before the Commission recommended the change in school organization. Frazier¹⁹ has stated that the junior high school is the most American part of the present school system because it has no counterpart in other countries. When and where the first junior high school was established is quite controversial. As indicated by French²⁰ there is "an educational

¹⁸William T. Gruhn and Harl R. Douglas, The Modern Junior High School (New York: The Ronald Press Co., 1956), pp. 31-32.

¹⁹Frazier, op. cit., p. 392.

²⁰French, op. cit., p. 229.

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parallel" to the Fulton-Finch controversy about the date of the first steam boat and the Wright-Langley conflict about the first airplane. It is impossible to say with certainty that on a designated day, in any one place, the first junior high school was formed. Claims, some of them tenuous, and some more valid, are made for many school districts.

One of the earliest dates claimed for the establishment of a junior high school, is that made by Hertzler²¹ for the Middletown, Connecticut city school district, claiming a junior and senior department of the high school in 1849. He bases his claim on the Middletown city high school catalogue for the 1850-51 school year which contained a description of a three-year junior department and a three-year senior department. The report does not claim a 6-3-3 plan of organization, as the modern junior high school is conceived today.

The establishment of the first junior high school is obscure and depends upon the definition that is attached to the term. The school systems of Mansfield and Columbus, Ohio; Berkeley and Fresno, California; Kalamazoo, Michigan; Worcester, Massachusetts; Fort Scott, Kansas; Richmond, Muncie, and Crawfordsville, Indiana; and Middletown, Connecticut, can

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Silas Hertzler, "The Junior High School in Connecticut before 1872," School Review, XXXV (December, 1927), pp. 751-755.

all offer claims for having the first junior high school, with some substantiation in the literature.^{22, 23, 24, 25, 26} Whatever the validity of these claims may be, it was not until the decade 1910-20 that advocacy became prevalent of the so-called 6-3-3 organization with separate facilities to house young adolescents. Practically all authorities on the history of education, credit Columbus, Ohio, and Berkeley, California, with this single honor and suggest that they vie for honors for the claim of "first." McClellan,²⁷ however, states that Berkeley should be given the honor because the junior high school in Columbus was started as a part of the grammar school. In both school systems there was a formal reorganization of the secondary school program, introducing programs designed to meet the needs of early adolescents and the needs of adolescents in other developmental stages. In both schools, the curriculum was reorganized into departmental

²²Edwin A. Fench, "The First Junior High School," School and Society, LXXXVIII (August 28, 1948), pp. 136-137.

²³N. C. Heironomus, "Is this the Earliest Known Junior High School," Clearing House, XIV (May, 1940), pp. 518-519.

²⁴H. N. McClellan, "The Origin of the Junior High School," California Journal of Secondary Education, X (February, 1935), pp. 165-170.

²⁵Walter S. Monroe, (ed.) Encyclopedia of Educational Research (New York: MacMillan Co., 1950), pp. 634-643.

²⁶Gertrude Noar, "Movement Emerges," Educational Leadership, XIV (May, 1957), pp. 468-472.

²⁷McClellan, op. cit., p. 169.

subjects, and electives courses introduced.

The junior high school in Berkeley, however, was first called an introductory high school. It was established, primarily, because of an overcrowding of the then existing high school having grades 9-12 inclusive. In 1909, McClellan²⁸ states, there was not enough room for all the incoming ninth graders in the high school, but they could be housed in the McKinley school which at that time had only seventh and eighth grades. Washington school in the same city was organized on the same basis.

The many other school systems that also reorganized their secondary school programs to the 6-3-3 plan of organization did so primarily on the basis of overcrowded schools. Bunker's²⁹ report to the Board of Education in Berkeley, however, also gives other reasons for establishing the two "Introductory high Schools."

Thus, the junior high school was organized out of at least two factors: the overcrowding in the four-year high school, and the realization that early adolescents required a school organization geared to their developmental characteristics.

²⁸ Ibid., p. 167.

²⁹ Frank F. Bunker, The Junior High School, Its Beginnings (Washington, D. C.: W. F. Roberts Co., 1935), pp. 79-94.

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Extent of the Movement

During the last decade some educational authorities have questioned the efficacy of the junior high school as a part of the school's organizational pattern. In New York City, high school teachers within the last five years recommended to the Superintendent of Schools that the junior high schools be abolished. The May, 1944, issue of Education Digest carried an article on the junior high school which concluded by stating that while the contribution to educational reform had been great, the junior high school will gradually pass from the picture as a separate school, as did the English high school and the Academy. It would seem reasonable then, at this time to examine the extent to which the junior high school as a unit has developed as a part of America's public school system.

The junior high school is today enjoying a rapid rate of growth for the second time in its history. From the first recognition of the junior high school as a unit in 1910, until 1920, there were only 55 such schools in operation. Most educational historians attribute this slow rate of growth during the first decade to the fact that the decision made on the nature of the reorganization in most communities was conditioned largely by the availability of existing classroom space, and the total number of pupils enrolled in the school system. In the larger communities there were

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more separately organized junior high schools, whereas in the smaller communities the six-year secondary school program was the most prevalent pattern of organization.

The first period of the junior high school growth came shortly after World War I, when all secondary school education experienced a rather prolific rate of growth. During the decade 1920 to 1930, nearly 8,000 new secondary schools came into existence, as shown in Table 1. During this decade following World War I, the enrollment in grades seven through twelve increased by more than 3,000,000 pupils. To accommodate this great influx of pupils, many new secondary schools had to be organized.

Local communities provided these new facilities for its secondary school pupils in quite diverse patterns of organization. Most of the new administrative units, however, were composed of either a four- or six-year secondary school program. The majority of districts that were interested in the reorganization of the secondary school grades chose to develop a six-year secondary school program rather than a separate junior high school. This was undoubtedly the result of a desire for the development of an articulated secondary school program beginning with the seventh grade and continuing through the twelfth. It was their desire to serve the educational needs of the seventh and eighth grade pupils in a secondary school rather than in the elementary school program. The actual diversity of patterns can best

be described by citing a statistic of the United States Office of Education,³⁰ which, as late as 1946, in reporting a study on secondary school education, had to use 17 distinct organization patterns to present the data.

It should be pointed out that there was nothing contradictory between the organization of a junior high school as a separate unit and the formation of the six-year secondary school program. Both types of schools serve the needs of early adolescents. There was no opposition to the division of the secondary schools program into two separate three-year units. This diversity is an affirmation of the local autonomy of school districts and the decentralized nature of national and state control of education in the United States, a condition unknown in education in the rest of the world.

Table 1 has been constructed to reflect the reorganization of secondary school education that has occurred in the United States. The table shows the sweeping and continuing changes in the organizational plans of the secondary school. Of greatest significance are two trends: away from the traditional high school organization of an 8-4 plan, and toward some type of a junior high school. From

³⁰U. S. Department of Health, Education, and Welfare, Office of Education, Statistics of Education in the United States, 1958-59 Series Public Secondary Schools, Number 1 (Washington, D. C.: Government Printing Office, 1961), p. 2.

TABLE 1.--Number and Types of Secondary Schools in the United States 1920-1959.*

Types	1920	1930	1938	1946	1952	1959
Junior high school	55	1842	2372	2653	3227	4996
Junior-Senior high schools	828	3287	6203	6360	8591	10130
Senior high schools	22	648	959	1312	1760	3040
Traditional high schools	13421	16460	15523	13797	10168	6024
Total	14326	22237	25057	24122	23746	24190

*Data from U. S. Department of Health, Education, and Welfare, Office of Education, Statistics of Education in the United States, 1958-59 Series Public Secondary Schools Number 1 (Washington, D. C.: Government Printing Office, 1961), p. 8.

For this table the following definitions from the United States Office of Education³¹ were used:

Junior high school--(predominate 6-3-3 or a 6-2-4 system) A reorganized school in which the junior high school grades form a separate division under a separate building principal. A variety of minor variation--some called intermediate schools--are currently found.

Senior high school--(either a 6-3-3 or a 6-2-4 system) A reorganized school in which the last three or four years are grouped separately.

Junior-Senior high school--(predominately 6-6 but some 7-5 systems) A reorganized school in which the junior and senior high school are combined under one principal.

Traditional high school--(8-4 system) A four year school preceded by an eight year elementary school. No reorganization has ever taken place. It is more prevalent in the rural areas and, paradoxically, in a few metropolitan centers.

³¹Ibid., p. 3.

present indications, these trends might well be expected to continue in the years ahead.

In 1920, the 13,421 traditional high schools represented 93.7 per cent of the total number of 14,326 secondary schools, enrolling 83.4 per cent of all secondary school pupils. The 55 junior high schools represented only 0.4 per cent of the total secondary schools, and the 828 junior-senior high schools represented only 5.8 per cent of the total secondary schools. At that time, the 22 senior high schools had only 0.15 per cent of all secondary school programs. Thus, at the end of World War I, only 6.3 per cent of the secondary schools had been reorganized. From 1920 to 1952, the "depression" and World War II years saw a rather dramatic change in the secondary school organizational pattern. The traditional high school in 1952 represented 42.8 per cent of the total number of secondary schools, but were enrolling only 25.2 per cent of all secondary school pupils. For the first time since school reorganization began to occur, the traditional four-year high school was not the predominate pattern of secondary school organization.

The 1959 figures represent the dramatic organizational changes that have occurred since World War II. The 6,024 traditional high schools represent only 24.9 per cent of all the secondary schools in the United States. These schools, in 1958-59, enrolled only 17.5 per cent of all secondary school pupils. Among the other kinds of reorganized

schools, they enrolled more pupils than did the four year-high school. The combined junior-senior high school enrolled 32 per cent of the pupils: the junior high school enrolled 25 per cent; and the senior high school enrolled 25.8 per cent of all pupils. For the first time in our educational history, the traditional high school is not the predominate pattern of school organization.

It is also significant that the separate junior high school and the senior high school organizations represent 33.2 per cent of all types of secondary schools, but enroll 50.5 per cent of all secondary school pupils. Thus, for the first time it can be said that the majority of secondary school pupils are enrolled in separate junior and senior high schools. Or, of greater significance is the fact that it can be pointed out that in 1959, 82.5 per cent of all secondary school pupils were enrolled in some type of a re-organized secondary school program.

Significant also to educators generally, should be the fact that in 1959 there were 867 fewer secondary schools than there were in 1938, but enrolling 3,647,000 more pupils. This suggests that many of the smaller schools of a few years ago are being replaced through the process of consolidation and reorganization into larger schools.

That the junior high school has established itself as a result of secondary school reorganization cannot be refuted. It appears quite clear that the earlier Kg-8 school

organization is slowly disappearing from the education scene.

The eventual establishment of separate junior and senior high schools can be expected, if they remain flexible to meet the needs of the pupil and the society in which they are located.

CHAPTER III

THE FUNCTION AND PURPOSE OF THE JUNIOR HIGH SCHOOL

In the design of this study, the sponsoring committee requested that the seminar participants review the literature on the functions and purposes of the junior high school. It also requested that the investigation should answer the question: What are the operational purposes of the junior high school? These two topics, therefore, are discussed in this chapter.

The Functions and Purposes as Reported in the Literature

It was the consensus of opinion of the college and university representatives on the advisory committee that the junior high school as an institution had these characteristics:

1. That it had identical purposes with those established for education in general.
2. That it was a unique institution because of the age of the children it serves.
3. That it was an articulatory unit, both anticipatory as well as residual.

It is not possible to present all the reactions and considerations given by the seminar participants to the ideas

and thoughts expressed on purposes. This section purports to give only an overview of some of the literature considered to be most representative by the seminar participants. Many statements were analyzed and evaluated by the seminar participants but none met the criteria of being stated "operationally." It was therefore necessary to develop from them a statement of purposes, expressed operationally, in order to define the administrative and supervisory functions necessary to carry out the purposes of the junior high school organization.

The literature is convincing that a primary, though not an only motive of the early junior high school is to overcome the shortcomings of the traditional public school organization. The reasons for the earlier organizational pattern of the 8-4 plan was the subject of a study by Gruhn and Douglas.¹ They concluded from their study that: (a) there is no evidence that the nature of the physical or psychological growth of children influenced this organization, and (b) the elementary and secondary schools began as separate organizations at different times in our history, with little if any attempt to satisfactorily articulate the two organizations. It would appear then, that little if any

¹Donald W. Lentz, "History and Development of the Junior High School," Teachers College Record, Teachers College, Columbia University, LXVII (May, 1956), p. 524.

conscious planning was employed to develop the early organizational pattern of the public school system.

During the fifty years existence of the junior high school, many organizations, commissions, school systems, and individuals have set forth their conceptions of the goals and purposes of secondary education. While approached in different ways and presented in varying forms, the same basic ideas may be found in all of these statements. The Committee of Ten set the stage and was followed later by the work of the Commission on Reorganization of Secondary Education, (1912-1918) which set forth the widely acclaimed "Cardinal Principles of Education." The criteria established by the "Eight Year Study," "The Ten Imperative Needs of Youth," and "The Evaluative Criteria," have given additional insight as to the function or purposes of the secondary school.

From the earliest date, statements of educational goals, purposes, and objectives have recognized the needs of students along with the demands of society. In late years, the results of inquiry into the related disciplines of education, sociology, biology, psychology, anthropology, and medicine have provided additional knowledge which has proven invaluable in the formulation of educational goals. As a result, the statements of purposes and functions, while recognizing the basic needs of all children and youth being served, have increasingly been related to the particular needs, concerns, and problems of each age group found in the several

administrative units of our public school system.

The junior high school, unlike any other segment of our public schools organizational pattern, was first established to serve definite and well recognized purposes. A dominant factor has undergirded the successful development of the junior high school movement since its establishment. This has been the desire to create an institution for the express purpose of meeting the needs of the 12-15 age group. This desire was the original impetus and is a continuing concern today.

The functions of the early junior high school, as reported prior to 1920, were summarized by Koos.² He found the following purposes mentioned most frequently:

1. Realizing a democratic school system through
 - a. Retention of pupils
 - b. Economy of time
 - c. Recognition of individual differences
 - d. Exploration and guidance, and
 - e. Beginning of vocational education.
2. Recognizing the nature of the child at adolescence.
3. Improving the conditions for better teaching.
4. Securing better scholarship.
5. Improving the disciplinary situation and socializing situation.

This summary by Koos closely parallels the summary of other educators on the purposes and functions of the junior high

²Leonard V. Koos, The Junior High School (Boston, Mass.: Ginn and Company, 1927), pp. 23-102.

school. It should not be inferred that this new organization had the unanimous support of the educational profession during its development, or that it exists even today. As early as 1916, Douglas³ summarized strong objections to the junior high school, none of these however, were based on valid proof or research.

During the decade 1920-1930 the statements published as to functions and purposes changed only slightly from those stated earlier. A few educators were interested in the economy of time. One suggested that the junior high school should offer the beginnings of occupational training but none mentioned scholarship as an aim. However, most writers mentioned the importance of individual differences and the guidance program. The fact that no one seemed concerned about scholarship might have been because the writers perhaps believed that if the child's program was suited to his needs, better scholarship would ensue, or that academic scholarship was related to the concept of promoting each child's achievement on the basis of his capacities and interests.

Despite the tremendous popularity of the junior high school, as judged by the numbers of schools by the 1940's,

³Aubrey A. Douglas, "The First Junior High School," The Fifteenth Yearbook of the National Society for the Study Education, Part III (Bloomington, Ill.: Public School Publishing Co., 1916), p. 20.

it was said by some educators that it was not meeting its original function and purposes. Writing in the Education Digest in 1944, Jones said that "the junior high school has failed to attain some of its objectives and only partially attained others."⁴ He did concede, however, that the junior high school had influenced the entire school system by:

. . . emphasizing the need for consideration of individual differences, by fostering a freer, more democratic atmosphere, and emphasizing the need for a systematic and organized guidance.⁵

Jones concluded his statement of appraisal of the junior high school with this prediction:

. . . the junior high school, while its contributions to educational reform has been great, will gradually pass from the picture as a separate school, just as the English high school and the Academy have passed, and the four year high school and the four year Liberal Arts College will pass, each making its contributions, but each representing a transition to a more effective institution to be established in the future.⁶

Perhaps Jones' appraisal of the junior high school stimulated further study, in 1948, on the validity of the original purposes of the new institution. Howell⁷ surveyed the opinion of selective junior high school administrators

⁴Arthur J. Jones, "Appraising the Junior High School," Education Digest, IX (May, 1944), p. 25.

⁵Ibid.

⁶Ibid., p. 26.

⁷Clarence E. Howell, "Junior High School, How Valid are its Original Aims," Clearing House, XXIII (October, 1948), p. 75.

in more than a hundred cities, asking their opinion on 45 selected purposes from the literature on the junior high school. These administrators were asked to indicate whether they thought the purposes to be: as valid as ever, less valid than before, of no special value, or, no longer valid. His conclusions from the responses were that "the original aims and purposes of the junior high school are still valid and acceptable with only a modicum of change."⁸ The strongest reactions, judged by the opinion of the administrators, seem to be against these aims:

1. To effect economy of time in education.
2. Vocational training for those who must leave early.
3. To retain pupil in school longer.
4. A compulsory club plan.
5. Promotion to the junior high school by age rather than by progress.
6. Grouping pupils according to their rates of progress.

The literature of education records many specific statements as to the reasons for the establishing of the junior high school. A statement formulated in 1951 seems to summarize the reasons adequately:

1. The educational program for young adolescents, which included those between ages of 11 and 12 to ages 15 or 16, needs greater differentiation than is economically possible in most elementary schools.

⁸Ibid., p. 76.

2. Facilities do not need to be so elaborate or expensive as for later secondary years.
3. Adequate facilities for a suitable junior high school program are possible only as youngsters of these grades are drawn from several elementary schools rather than from a single elementary.
4. The characteristics and needs peculiar to young adolescents can best be met in a school designed for them.
5. The transition from the elementary school to the upper secondary school can best be made by a distinctive junior high school, thus abbreviating the break that traditionally exists between the eight year elementary school and the four year secondary school.⁹

Many authorities in secondary education have made statements about the purposes and functions of the junior high school. The central concern of all statements have to do with providing an educational program which is particularly designed to meet the needs, interests, and abilities of children during early adolescent years. Gruhn, a dedicated educator in the junior high school movement, wrote in 1951 on the philosophy and purposes of the junior high school after 40 years of existence.¹⁰ To quote Gruhn:

The basic philosophy and purposes are with little modification recognized and accepted as appropriate today. The changes which one finds are in emphasis and interpretation rather than to basic points of view.

⁹ Harry W. Stauffacher, Elizabeth Sand and M. E. Herriott, "History and Objectives of the Junior High School," Bulletin, National Association of Secondary School Principals, XXXV (December, 1951), p. 12.

¹⁰ William T. Gruhn, "Purposes of the Junior High School--After Forty Years," California Journal of Education, XXVII (March, 1952), p. 129.

Perhaps the most widely accepted concept of the function and purposes of the junior high school is that of Gruhn and Douglas. This detailed statement follows.

Function I Integration

To provide learning experiences in which pupils may use the skills, attitudes interest, ideals, and understandings previously acquired in such a way that they will become coordinated and integrated into effective and wholesome pupil behavior.

To provide for all pupils a broad, general and common education in the basic knowledge and skills which will lead to wholesome, well integrated behavior, attitudes, interest, ideals, and understanding.

Function II Exploration

To lead pupils to discover and explore their specialized interests, aptitudes, and abilities as a basis for present and future vocational decisions.

To lead pupils to discover and explore their specialized interest, aptitudes, and abilities as a basis for decisions regarding educational opportunities.

To stimulate pupils and provide opportunities for them to develop a continually widening range of cultural, social, civic, avocational, and recreational interests.

Function III Guidance

To assist pupils to make intelligent decisions regarding present educational activities and opportunities and to prepare them to make future educational decisions.

To assist pupils to make intelligent decisions regarding present vocational opportunities and to prepare them to make future vocational decisions.

To assist pupils to make satisfactory mental, emotional, and social adjustments in their growth toward wholesome, well-adjusted personalities.

To stimulate and prepare pupils to participate as effectively as possible in learning activities, so that they may reach the maximum development of their personal powers and qualities.

Function IV Differentiation

To provide differentiated educational facilities and opportunities suited to the varying backgrounds, interest, aptitudes, abilities, personalities, and needs of pupils, in order that each pupil may realize most economically and completely the ultimate aims of education.

Function V Socialization

To provide increasingly for learning experiences designed to prepare for effective and satisfying participation in the present complex social order.

To provide increasingly for learning experiences designed to prepare pupils to adjust themselves and contribute to future developments and changes in that social order.

Function VI Articulation

To provide a gradual transition from pre-adolescent education to an educational program suited to the needs and interest of adolescent boys and girls.¹¹

One of the criticisms made of the preceding statement, which is characteristic of criticism of most statements of the functions and purposes of the junior high school, is that it does not seem to be uniquely appropriate to the junior high school. Rather, it is said, statements have been in the main appropriate to all public school education. Such criticism of these excellent statements is, of course, recognition of the similarity of function that exists in all public school education. It was because of this

¹¹William T. Gruhn and Harl R. Douglas, The Modern Junior High School (New York: The Ronald Press, Co., 1956), pp. 31-32.

similarity that the seminar groups in this study undertook to particularize the purposes of the junior high school on an operational basis.

Operational Purposes, as Defined by the
Seminar Groups

Although many of the earlier statements of functions and purposes could be generally accepted today, as stated earlier, no single statement or combination of statements could be adopted for use by the seminar groups. Many of the earlier statements though positively stated, tended to concentrate on criticisms of the existing organizational structure of the secondary school. Later statements were not within the frame of reference specified by the advisory committee.

It was not the purpose of the seminar groups to criticize or to ignore any of the previous statements of functions and purposes of the junior high school, but rather to carefully analyze and evaluate a variety of such statements and then to interpret them operationally. The most widely accepted statements were examined from the following sources:

Thomas H. Briggs, The Junior High School (Boston, Mass.: Houghton Mifflin Co., 1920).

Warren W. Coxe, "Trends in the Modern Junior High School," Bulletin, National Association of Secondary School Principals, XXXVIII (April, 1950), pp. 333-339.

- Harl R. Douglas, "Functions of the Modern Junior High School," Bulletin, National Association of Secondary School Principals, XXXIV (April, 1950), pp. 119-127.
- William French, "Role of Today's Junior High School," Bulletin, National Association of Secondary School Principals, XXXIV (April, 1950), pp. 115-119.
- William T. Gruhn, "Junior High School--Present Status and Future Potentialities," Frontiers of Secondary Education, Syracuse, N. Y.: Syracuse University Press: Syracuse University School of Education, 1956.
- William T. Gruhn, "Purposes of the Junior High School after Forty Years," California Journal of Education, XXVII (March, 1952), pp. 127-132.
- Robert J. Havighurst, Developmental Tasks in Education (New York: Longmans Green and Company, 1952).
- Clarence R. Howell, "Junior High: How Valid are its Original Aims?" Clearing House, XXVIII (October, 1948), pp. 75-78.
- Leonard R. Koos, "Junior High School Reorganization after Half a Century," School Review, LXI (October, 1953), pp. 393-399.
- Leonard R. Koos, The Junior High School (Boston, Mass.: Ginn and Company, 1927).
- Elias Liebman, "Function of Today's Junior High School," Bulletin, National Association of Secondary School Principals, XXXV (April, 1951), pp. 151-158.
- Rollin McKeehan, "What are the Administrative Trends in the Junior High School Organization and Administration," Bulletin, National Association of Secondary School Principals, XL (April, 1950), pp. 177-178.
- Gertrude Noar, The Junior High School Today and Tomorrow (New York: Prentice Hall Inc., 1953).
- University of the State of New York, A Design for Early Secondary Education in New York State (Albany, New York: The Department, 1954).

All of the six seminar groups participated as follows
in the development of the statement of purposes that was

adopted by the advisory committee. At the first meeting of each group all participants were given copies of quotations from several of the above stated sources, of the purposes of the junior high school. The directors of the seminars at each center had prepared copies (see Appendix A) of such statements of his own choosing. In one group, the chairman prepared such a list. Each seminar participant was requested to study these statements and, if desirous of doing so, to prepare a list of purposes of his own choosing from these or from other sources. It was further requested that at the next meeting of the group a statement would be developed giving the purposes of the junior high school operationally. Most of the groups devoted more than one session to this task before they were able to arrive at a consensus or acceptance of statements of purposes. It was possible for each seminar group to have a statement of purposes developed by each other seminar group because of the schedule of meetings. These various statements were consolidated into one statement which represented all groups. The statement of purposes that follows represents the consensus of all groups, as well as the advisory committee, as being the purposes of the junior high school, stated operationally.

1. To help students continue the meaningful development of the basic skills and knowledge of our society. (Such as developed in the language arts, mathematics, science, and other areas.)

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2. To help students develop the democratic skills and attitudes necessary for American citizenship by appropriate direct experiences.
3. To help students better to appraise, understand, accept, and improve themselves as individuals and their age-mates of both sexes.
4. To help students gain increasing maturity through increasing independence from adults and increasing self direction.
5. To help students develop their understanding and practice of personal health and hygiene.
6. To help students develop and appreciate moral and spiritual values.
7. To help students with exceptional characteristics, such as low academic ability, superior academic ability, physical disability and social or emotional instability.
8. To help students discover and explore individual interests, aptitudes, and abilities to facilitate educational and vocational planning.
9. To help students make the transition from elementary school to senior high school through appropriate activities, courses, and teaching methods.
10. To help those students who will be terminating their formal education at the junior high school level.
11. To help students develop in a physical school environment suitable for the educational needs of children of junior high school age.

Some differentiations should be made between those purposes which are applicable to all levels of education and those which reflect the true uniqueness of the junior high school. This uniqueness appears to lie solely in the developmental state of the student in early adolescence. This is an age of exploration, rapid social and sexual changes, and

wide variation in student maturity--truly a transitory stage in the individual's development from child to adult behavior. The purposes were stated in such a way as to attempt to reflect this transition. The implication of these purposes and their uniqueness in the junior high school organization and staffing appear to be as follows.

1. An organizational flexibility which may be less important at the high school level, but conversely, one which requires a degree of adherence to basic rules and regulation which is not necessary in the self-contained classroom of an elementary school.

2. An organization so constructed that it provides for the pupil a truly gradual transition from relative informality to a more complex and necessarily more rigid system of operation.

3. Provision for the extended use of the specialist or teacher with special talent within the organizational structure.

4. Provision for maintaining close contact with the child as he moves from the atmosphere of the self-contained classroom.

5. An organization which recognizes that children will err and which creates an atmosphere in which the young adolescent will be able to test his emerging self-concept.

Obviously, no paper organization will guarantee the implementation of these points. The purposes of any

organization will not be achieved unless administrators and teachers accept these purposes. One of the major goals is to establish the administrative organization and staffing pattern to meet its purposes. Further, in establishing the organization, it should be done in such a way that it will not impede the competent person from operating effectively.

CHAPTER IV

THE PRESENT STATUS OF ADMINISTRATIVE ORGANIZATION AND STAFFING OF THE JUNIOR HIGH SCHOOLS IN THIS STUDY

At its first meeting, the advisory committee expressed concern about the current organization and staffing pattern that existed in the New York State junior high schools. It was suggested by a member of the committee that at the first meeting of the seminar groups each participant would be expected to:

- a. Have prepared an organization chart of that school system. This organization chart should be detailed to the extent that it should show all administrative and supervisory positions, consultant services or services to teachers and pupils in that school.
- b. That a written statement be prepared by the participants of the strong points in the present administrative organization.
- c. That a written statement be prepared by the participants on the weak points in the present administrative organization.

After considerable discussion of this proposal, the committee agreed not to follow this procedure, for the following reasons:

- a. That the proposal made would be a difficult assignment for the seminar participants to comply with.
- b. That requiring this material from the participants, at the first meeting, might be a deterrent to soliciting participation in the project.
- c. Because many of the advisory committee were doubtful that formal organization charts existed for a number of school systems, and that probably some participants in the larger school systems were not aware of the total staffing pattern of the school system.
- d. Because some members of the advisory committee had reservations about asking participants to criticize the existing organization and staffing pattern in their school system.

There was some discussion relative to taking a different approach in securing information about administrative organization and staffing from the seminar participants. It was proposed, for example, that the topic be cooperatively explored with the seminar groups after they had arrived at the first meeting. After some discussion of that proposal the advisory committee reached a consensus

that information relative to organizational charts and related data be requested from the seminar groups as a result of the seminar meeting.

The various seminar administrators did request, participants, at the end of the first seminar meeting, to furnish copies of their organizational charts and the related data requested by the advisory committee. However, such a very limited number of participants complied with the requests made at the first two meetings that the seminar administrators discontinued making further requests for this information.

Since cooperation by the seminar participants in voluntarily providing current information on administrative organization and staffing had been so unproductive, it was suggested to the director of the study that a questionnaire be designed and submitted to the junior high school principals after the seminar meetings had concluded. This procedure was agreed to by the director and a questionnaire was developed to secure this information.

Securing the Data

A questionnaire (Appendix B) on current junior high school staffing was distributed to the 78 registered junior high schools in New York State, exclusive of New York City, that were reported in the 1957-58 Handbook # 24, a publication of the New York State Education Department. Principals of

these registered junior high schools were asked to complete the following question relative to professional services which were sent to their buildings from the office of the Superintendent of Schools:

- D. Some school systems provide regularly scheduled assistance to school buildings from the central office, i.e., a reading specialist assigned one day a week to the junior high school, or share services among school buildings, i.e., an instrumental music teacher who spends half time at the senior high school and half time at the junior high school. Do any such personnel serve your junior high school?

Yes _____ No _____

If you have answered yes, please list these personnel below, indicating the approximate amount of time they are assigned to your school building.

<u>Title of Position</u>	<u>No. of days per week assigned to your building</u>
_____	_____
_____	_____
_____	_____
_____	_____

It was the purpose of this question:

- a. To identify all the personnel rendering either teaching, administrative, or supplementary service to the junior high school from the central office.
- b. To identify accurately and determine the teaching services from the district administrative offices to the junior high school that might reflect more exact information as to the true ratio of

administrators, teachers, and other professional personnel providing services to pupils or teachers.

- c. To determine more adequately administrative services from the district office that might yield more information as to the true administrative-pupil ratios in the junior high school.

A second question was asked on the questionnaire, as follows:

- E. Exclusive of those personnel mentioned in (d) above, list as indicated below the professional personnel who work full or part time in this building. If any of your personnel do not seem to fit the categories used, change the categories in any way you feel necessary to make your total staff most clear.

The respondents were asked to list professional personnel, by categories, as to the number of such individuals in that building, whether they were full-time persons, and if only part-time, the per cent of their time they devoted to that particular activity in that building. The following categories with possible job titles for positions were listed:

1. <u>Administrative</u>	No. in Bldg.	Full Time Check		Part Time % Devoted to Activity in this Bldg.
		Yes	No	
Principal	—	—	—	—
Ass't. Principal	—	—	—	—
Coordinator of Student Activities	—	—	—	—
Others (specify)	—	—	—	—
_____	—	—	—	—
_____	—	—	—	—
_____	—	—	—	—

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[illegible]

It was the purpose of the preceeding question to identify all the types and kinds of services provided to administrators, teachers, or pupils in the junior high school relative to:

1. The number and kinds of services used in the administration of the school's program and activities to meet its objectives or purposes.
2. The title of positions in the junior high school that were primarily devoted to the improvement of the quality of the instructional program and who assist teachers in the improvement of the instructional program.
3. Remedial or diagnostic programs for pupils that would increase their efficiency or accuracy in learning.
4. The kinds of supplementary or specialized services to teachers and pupils in the instructional program.
5. Programs of systematic assistance to pupils to help them assess their abilities and liabilities.
6. The resources of the school devoted to promoting desirable knowledge, habits, and attitudes about health for purposes of improving the health conditions of pupils.

Of the 78 questionnaires distributed, 40 useable replies were used in this study. Many replies were not useable because:

1. Incomplete data, such as failure of the respondent to report the pupil enrollment, the number of classroom teachers, and other omissions.

2. The junior high school was a part of a combination junior-senior high school combination, with the joint use of staff that could not be distinguished as rendering exclusive service or fractional services to the junior high school.

3. Due to current overcrowding of total school population, the junior high school for the year was not operating grades seven, eight, and nine in that building.

A Brief Description of the Junior High Schools

The State Education Department of the University of the State of New York, each year publishes an annual Statistical Report of the Department. This statistical study is compiled from the various kinds of reports that school officials must make to the Commissioner of Education. The following brief descriptions of the junior high schools in this study were abstracted from the Fifty-Fifth Annual Statistical Report, Part II, published in January, 1959, by the Department.

Counties in the Study

Exclusive of New York City, New York State has 57 counties. The 40 junior high schools used represent 17 of those counties. New York State, not unlike the State of

Michigan, has concentrations of population in and near metropolitan areas and around its cities, but also has regions that are sparsely populated. There are a number of school districts in the state that retain the one-teacher school. Some counties in New York State have school districts with so few pupils that they cannot maintain a separate junior high school organization. Hamilton County, for example, in the entire county in the fall of 1958, had only 1,005 pupils enrolled from the kindergarten through the twelfth grade. The largest school district in Hamilton County had 318 pupils, kindergarten through the twelfth grade. In the entire county, only 370 pupils were enrolled in the seventh through the twelfth grades. The schools within the county, or the entire population of the secondary school grades, could hardly be expected to organize a junior high school with this pupil population.

An Assistant Commissioner of Education of the State of New York, also a member of the Advisory Committee of this study, suggested to the Committee that a junior high school population of 700 pupils be the minimum size school to be considered. This size school enrollment represents, through the State financial aid program to schools, the maximum financial aid a school district could receive, with a minimum enrollment. To have 700 pupils in the junior high school, a school district would need to have approximately 3,000 pupils in the kindergarten through twelfth grades, assuming

that 230 kindergarten enrollees continue through the last year of high school. Reviewing the County school enrollments for the 1958-59 school year by individual districts, 27 counties of the state currently did not have a school district with more than 2,800 pupils enrolled in the kindergarten through the twelfth grade.

Four counties of the state had more than 100,000 pupils enrolled in all grades: Erie, Nassau, Suffolk and Westchester. The combined enrollments of these counties was nearly 700,000 pupils in all grades. Nassau County had nearly 280,000 of these pupils. The counties of Nassau and Suffolk on Long Island and Westchester are a part of the metropolitan New York area, whereas Erie County, in the extreme western part of the state includes the Buffalo metropolitan area. The school populations in the kindergarten through the twelfth grades in these counties represented 42.3 per cent of the entire state school population, exclusive of New York City. Within these counties are 32.5 per cent of the junior high schools in this study. The other schools in this study are located in 14 counties and only three of the counties were represented by more than one junior high school. These three counties represented the city areas of Binghamton, Niagara Falls and Schenectady, with the first two named areas being represented by two different school districts, and the latter by three different school districts.

Geographic Location of the Counties

The 17 counties in which these junior high schools are located are rather widely dispersed over the entire geographical area of New York State. The extreme eastern counties are those in the New York metropolitan area: Nassau, Suffolk, and Westchester. The extreme western counties were Niagara and Erie, representing the Buffalo metropolitan area. The northwestern section, near the St. Lawrence River, included Jefferson County. The northeastern section of the state, in the Adirondack Mountain area, with the sparsity of population, had no junior high schools in the study. This area contains Clinton, Essex, and Franklin counties, which have relatively small school districts. Warren County was the most northern county on the eastern side of the state in the study.

The central area of the state had Albany, Sechnectady, Otsego, and Oneida counties in the study; the south-central tier of counties had only Broome County.

Total Pupil Enrollment in the School Districts

The smallest school district with a junior high school in this study had a total enrollment of 1,599 pupils in the kindergarten through the ninth grade. This school district in Westchester County did not operate a senior high school program. It is a part of what is called a Supervisory District in New York State. In Michigan, this could be

likened to a small school district, without its own superintendent of school, who has as its titular head, the county superintendent of schools. The school district in the study with the largest total school enrollment was also in Westchester County. This district is classified as a City school district, with 24,931 pupils enrolled in the kindergarten through the twelfth grades.

The median district in the study had 6,428 pupils enrolled in all grades. Nine of the districts had more than 10,000 pupils in attendance. Only four of the districts had less than 3,000 pupils enrolled in all grades. The only district with less than 2,000 pupils enrolled was the smallest school in the study. The largest district in the study, previously discussed, was the only district exceeding 20,000 pupils.

Taxable Wealth, Full Value, per Weighted Pupil

The full value of property in a New York State school district is ascertained by taking the assessed value of the property within the district on the last assessment and dividing it by a ratio (determined by the State Board of Equalization and Assessment) which such assessed value bears to the actual value of such property. New York State has developed a method of counting pupils which provides weighting of pupils in kindergarten, in grades 1-6, and in grades 7-12. Pupils attending kindergarten are weighted at 0.5;

pupils in grades 1-6 are weighted at 1.0; and pupils attending grades 7-12 are weighted at 1.25.

The district with the highest taxable wealth per pupil, \$36,308, was in east-central New York, having 13,000 pupils. The lowest taxable wealth per pupil, \$15,177, occurred in a school district enrolling 2,300 pupils, located in central New York. The median taxable wealth per pupil was \$21,669. Four districts in the study had taxable wealth per child that exceeded \$30,000, and three of the four districts were in the metropolitan New York City area. Only one school district had less than \$15,000 taxable wealth per pupil.

Tax Rates per Thousand Dollar--Full Value

The tax rates per \$1,000 full value in these 40 junior high schools ranged from a low rate of \$9.39 to a high of \$30.14. The median rate was \$16.04. Only six districts in the study had rates that exceeded \$20 per \$1,000 full value, and these full values ranged from a high of \$32,063 to a low of \$15,841 per pupil. Five of these six districts were located in the metropolitan New York City area. The highest tax rate of \$30.14 occurred in a Long Island school district having the highest per capita net expenditure. The taxable wealth per pupil was \$19,769. The lowest tax rate of \$9.38 occurred in a school district whose taxable wealth per pupil was \$15,177 and whose valuation was the second lowest per pupil in the study. Two

schools had tax rates of less than \$10 per \$1,000 of full value. The second lowest rate of \$9.65 occurred in the school district with the highest full valuation per pupil. The two schools with the lowest rates are in Rensselaire and Albany Counties, east-central New York.

Per Capita Current Expenditure per Pupil

Current expenditures in New York State are defined as all expenditures for current operation of the school district such as salaries, operation of the plant, and supplies. They do not include payment for debt services or expenditures for capital outlay. The current expenditures for these schools ranged from a low of \$393 per pupil to a high of \$764 per pupil. The median expenditure was \$503.

New York State distributes its financial aid to school districts on a rather complicated formula. This formula is based on the ability of a school district to provide a minimum educational program for its pupils. The formula is a financial reimbursement to assure each child in the state a minimum educational opportunity. As defined by the Laws of 1956 and amended in 1958, this foundation program amounts to a guarantee of \$356 per weighted pupil for every child in the State of New York. The lowest expenditure per pupil by a school district in this study was \$393, or about 10 per cent above the minimum program. This occurred in a Westchester County school whose full value was \$23,123

per pupil, nearly \$2,000 above the median valuation of schools in this study. This is a city school district that is not fiscally independent, with a budget which must be approved, taxes collected, and remitted to the school district by the city council.

In these junior high schools, six school districts expended more than \$600 per pupil annually; two of these exceeded \$700 expenditures per pupil. Only two schools spent less than \$400 annually per pupil.

Teachers per Thousand Pupils

Teachers are defined as school personnel who provide instruction in various subjects as their primary responsibility. Included as "teachers" are principals, supervisors, and teachers, but not superintendents, business managers, nurses, and other specialized personnel. The reader should know that four school districts in this study do not operate educational programs below the seventh grade. That is, they are called central school districts, which are secondary school districts superimposed over several different elementary or common school districts which, for whatever reasons there may be, do not have a secondary school program.

The teachers per 1,000 pupils in all districts ranged from a high of 61 to a low of 40. The schools having these extreme ranges in staffing are in metropolitan areas, the highest in the New York City area, the lowest in the Buffalo

area. The school with the largest number of teachers per 1,000 pupils is a central school district and does not operate an elementary school. This is the school district that has the largest number of administrative personnel, and the maximum time devoted to department chairmen.

The greatest number of teachers per 1,000 pupils operating kindergarten through the twelfth grades was 57. This school spent \$581 annually per pupil, had a full value of \$24,702 per pupil and a tax rate of \$18.51 per \$1,000 full value. This school had a teacher-pupil ratio of 1 : 19.2.

The school with the fewest teachers per 1,000 pupils (40) spent the least amount of money annually (\$393) per pupil. This was the school district previously mentioned as having its budget fixed by the City Council. While the pupil-teacher ratio was 21.6 : 1 for the junior high school, this was still below the median for all schools. The total staff ratio to pupils, however, was among the highest of all schools.

The median district in this study had 47 teachers per 1,000 pupils. This cannot, however, be compared to the total staff ratios used in this study, because this study used all personnel, such as nurses, librarian, guidance counselors, and others, whereas the state excludes these positions in its calculations.

Enrollments in the Junior High School

The 40 schools ranged in pupil population from a low of 270 to a high of 2,202. The median population of these junior high schools was 750. Thirteen schools in the study had less than 600 pupils. These schools ranged in enrollment from 270 pupils to 583. The median for this group was 533 pupils. Six of the 13 schools had less than 500 pupils enrolled and of those six, four had less than 400 pupils.

Fourteen schools had enrollments between 600 and 900. The median for this group was 750; they ranged in size from 630 to 900 pupils. Five of these schools had less than 700 pupils, and only four had more than 800.

In schools that had more than 900 pupils, there were 13 in the group and they ranged in enrollment from 950 to 2,202. The median enrollment for this group was 1,110 pupils. The enrollments of two Long Island schools exceeded 1,500. These school districts had only one junior high school within the district.

Administrative Positions

The 40 respondents to the questionnaire identified the titles of positions of individuals who were regularly assigned to that building, performing administrative services as shown in Table 2, which follows.

TABLE 2.--Title and Number of Administrative Positions in
40 New York State Junior High Schools.

Title of Positions	Number of Positions		
	Full Time	Part Time	Total
Principal	38	2	40
Assistant principal	14	6	20
Coordinator of pupil activities	0	8	8
Assistant to the principal	0	1	1
Administrative intern	1	0	1
Coordinator of pupil-personnel services	0	1	1
Director of physical education	1	0	1
Administrative assistant	1	1	2
Total	55	19	74

Building Principals

All of the schools in this study have the position of building principal. Only two of the positions were part-time. The smallest school in this study (270 pupils) had a one half-time principal who was also in charge of a small elementary school. The other part-time position occurred in a school of 560 pupils where the principal devoted one-half of his time to another service in the school district. The smallest school with a full-time building principal had 340 pupils.

The ratio of pupils to building principals ranged from 340 : 1 to 2,202 : 1. The median ratio on this position was slightly higher than the median size of school population because of the two part-time building principals. The median ratio for building principals to pupils was 1 : 753. This frequency distribution is shown in Table 3, in the accompanying text.

Assistant Building Administrators

The building principals in 23 of these 40 junior high schools reported the existence of assistant building administrators. In Table 4 it is shown that these positions had several different titles. The smallest school with an assistant administrator, had 530 pupils enrolled, in which the individual devoted only one-third of full time to administrative activities. A school enrolling 580 pupils was the smallest school with a full-time assistant administrative position. Only one school in the study had as many as three or more assistant administrator positions, and in this school, two of the positions were part-time. This school, of 1,300 pupils, had the equivalent of 3.25 full-time building administrators. This was the largest number of administrators in any one school building. Only three other schools had as many as two full-time assistant administrators. The majority of schools which had assistant administrators, reported one full-time administrator.

TABLE 4.--Pupil-Assistant Administrator* Ratio in 40 New York State Junior High Schools by
Enrollments.

Ratio	Total											
2200 plus	1										1	
2100-2199												
2000-2099												
1900-1999		1									1	
1800-1899		1									1	
1700-1799	2										2	
1600-1699												
1500-1599	1										1	
1400-1499												
1300-1399				1							1	
1200-1299												
1100-1199			1								1	
1000-1099			3								3	
900-999			1								1	
800-899		1	2								3	
700-799		1							1		2	
600-699								1			1	
500-599			1					1			3	
400-499												
300-399												
200-299												
Total	3	5	6	4	3	1					1	23

*Includes assistant principal, administrative assistant, administrative intern,
assistant to principal, coordinator of pupil activity, director of physical education,
and coordinator of pupil personnel.

Eleven of the 13 schools with enrollments of over 900 pupils had assistant administrators, only two of whom were less than full-time. The schools that enrolled from 600 to 900 pupils, in nine of the 14 schools, had full-time assistant administrators. The 13 schools which had less than 600 pupils had four assistant administrators. Three of the four positions were part-time.

Assistant Principal

The position of assistant principal was found in 19 of the 40 schools, and 14 of these position were full-time. The largest school in the study, with 2,202 pupils, had two positions of assistant principal, the only school with more than one position with that title. The smallest school with an assistant principal had 580 pupils. This position was most often found in the schools enrolling 900 or more pupils. Nine of the 13 schools of this size had this position. One of the schools with 740 pupils had the position of assistant principal who devoted 40 per cent of full-time to this position, the least amount of time devoted to this position by a person having this title.

Table 5 indicates the frequency distribution by school enrollments for this position. The ratios range from a low of 583 : 1, to a high of 1,850 : 1. The median ratio is 1,054 : 1.

TABLE 5.--Pupil-Assistant Principal Ratios in 40 New York State Junior High Schools by Enrollments.

Ratios											Total	
1900 plus	*										1	
1800-1899	1											
1700-1799												
1600-1699												
1500-1599	1							1			2	
1400-1499												
1300-1399				3							3	
1300-1299												
1100-1199				1							1	
1000-1099				2							2	
900-999					2						3	
800-899	1				2						2	
700-799											1	
600-699												
500-599			1								1	
400-499												
300-399												
200-299												
Totals	1	4	4	3	4	3	3	1		** 1	17	
Enrollments	0	200	400	600	800	1000	1200	1400	1600	1800	2000	2200
	199	399	599	799	999	1199	1399	1599	1799	1999	2199	2399

*Two schools failed to indicate per cent of time allocated to perform administrative activities.

**One school had two positions of assistant principal.

Coordinator of Pupil Activities

Eight principals reported that the position called Coordinator of Pupil Activities existed in their schools, and in every instance it was a part-time position. Two of the schools reported that individuals had the title of this position, but did not indicate that they were granted time from teaching activities to perform this assignment. The amount of time devoted to this administrative activity by individuals with this titled position ranged from one-half day a week to a maximum of 60 per cent of a full-time position. The smallest school with such a position enrolled 535 pupils. The position in this school was for the equivalent of .35 of a full-time person. The largest school with a coordinator of pupil activities enrolled 1,100 pupils. Only two principals in schools with less than 750 pupils reported having this administrative position.

In three of the schools with this position, it was the only other administrative position, besides that of the building principal. This occurred in the smallest school with the position, discussed previously. It also occurred in a school having 650 pupils, where the individual devoted the equivalent of 20 per cent of full time to this activity, and in a school of 950 pupils where the individual spent 50 per cent of his time administering pupil activities. Since this was a part-time position, the pupil administrative ratio was relatively high. The ratio, as indicated in Table 6,

TABLE 6.--Pupil-Coordinator Student Activities in 40 New York State Junior High Schools by Enrollment.

Ratios	Total										
4000 plus									1	1	
3750-3999											
3500-3749											
3250-3499										1	
3000-3249											
2750-2999											
2500-2749							1			1	
2250-2499											
2000-2249											
1750-1999					2					2	
1500-1749			1							1	
1250-1499											
1000-1249											
750-999											
500-749											
250-499											
Total		1	400	600	800	1000	1200	1400	1600	1800	6
Enrollments	0	200	400	600	800	1000	1200	1400	1600	1800	2200
	199	399	599	799	999	1199	1399	1599	1799	1999	2399

*Two schools had the position but did not grant released time for administration activities.

ranged from a low of 1,500 : 1 to a high of over 10,000 : 1. The median ratio for this position was 3,400 : 1.

Assistant to the Principal

Only one position titled Assistant to the Principal was reported as an administrative position among the junior high schools. The position was a part-time one in a school of 580 pupils, and was the only assistant administrative position in that school. The individual spent 30 per cent of his time in the position.

Director of Physical Education

The only assistant administrative position in one school of 1,140 pupils was the Director of Physical Education. It was interesting to observe that this school, as compared to other schools of like enrollment, provided the least guidance and psychological services to pupils, the least health services, and the least general administrative services.

Administrative Intern

The administrative intern position was a third full-time administrative position in a school of 1,350 pupils. The school was generally well staffed with teachers as well as service personnel to teachers and pupils.

Coordinator of Pupil-Personnel Services

The school with the position of Coordinator of

Pupil-Personnel services had 980 pupils. This was the only assistant administrative position in the school and it was not a full-time responsibility. The individual devoted 80 per cent of full time to this position. In this school there were four full-time persons in the pupil-personnel work, three full-time guidance and a full-time nurse. It might be reasonable to include in this category a reading specialist who visited the school one-half day a week. The data did not indicate that psychological services were available to the school.

Administrative Assistant

School principals reported that in two of the schools, positions with the title of Administrative Assistant were on their administrative staff, only one of which was a full-time position. This full-time position was in a school enrolling 1,500 pupils and was the third full-time administrative position in this school. A school of 1,300 pupils had this position on a part-time basis but it also had a full-time assistant principal and a one half-time coordinator of pupil activities. The individual in this part-time position spent 75 per cent of his time in this capacity.

Relation of Total to Number of Pupils

Table 7 was constructed to indicate the relationship of total administrative staff to the pupil enrollment in these 40 junior high schools. The ratios of total administrative

TABLE 7.--Pupil-Administrator Ratio in 40 New York City Junior High Schools by Enrollment.

Ratios													Total
1100-1149	1												1
1050-1099													1
1000-1049				1									1
950-999													
900-949													
850-899				1									1
800-849													1
750-799			1										2
700-749			1										2
650-699			1			1							1
600-649			2			1							3
550-599			3			1		1					4
500-549	1		3			1		3		1			9
450-499		1	1			1		1					3
400-449		3	3			2							6
350-399		1				1				1			3
300-349		2				1							3
250-299			1										1
Total	4	9	10	7	5	3	1						40
Enrollments	0	200	400	600	800	1000	1200	1400	1600	1800	2000	2200	
	199	399	599	799	999	1199	1399	1599	1799	1999	2199	2399	

staff to pupils ranged from a low of 292 : 1 to 1,125 : 1. The lowest ratio occurred in a school of 580 pupils that, in addition to the building principal, had a full time assistant principal. The highest ratio was in a school of 562 pupils but it only had a half-time building principal. The median administrator pupil ratio in these 40 schools was 529 : 1.

Guidance Services

School principals reported four different kinds of guidance services available to their pupils. One school reported the services of a psychometrist, available 10 per cent of full time to that school. Five principals reported that a social worker was available "on call," not in any case regularly assigned to their building. These two positions of the psychometrist and social worker cannot be treated statistically from the nature of the data provided. They are mentioned here as a kind of service that is available in some of the junior high schools. The psychometrist was available to a junior high school of 850 pupils. The schools with social workers were in the majority of the cases, schools within a fairly large city school system. Two of the schools, however, shared this service from a county cooperative service board.

With only one exception, all schools had guidance counselors on their staff. Psychological services were

provided in approximately one-third of the schools with personnel regularly assigned to the school.

Guidance Counselors

In this study, one school enrolling 640 pupils was the only one not having guidance services available to its pupils. The amount of personnel services in this area varied greatly among these schools. The least amount of guidance service was in a school of 360 pupils which had a counselor available only 10 per cent of full time. The largest school had seven full-time guidance counselors. In only four of the schools did they have less than a full-time counselor. These schools ranged in size from 270 to 640 pupils, and counselors spent from 10 to 80 per cent of full-time as counselors.

Thirteen of the schools had a single full-time guidance counselor. The smallest school with such a position had 340 pupils. The largest school with only one counselor had 850 pupils. Ten of these 13 schools with one counselor had 500 or more pupils enrolled. A total of eight schools had two counselors on their staffs full time. These schools ranged in enrollment from 490 to 1,150. Seven of the eight schools had more than 750 pupils. Eight of the schools had three full-time counselors on their staffs. These schools were larger, enrolling from 740 to 1,500 pupils. Seven of the eight schools had more than 900 pupils. Only one school

had four counselors, that was a school of 1,300 pupils. Part-time positions of counselors rarely occurred in the schools where the school had a full-time counselor. Only two such positions were reported, both in schools with less than 700 pupils. In schools with more than 700 pupils, all counselor positions were on a full-time basis.

Table 8 contains the frequency distribution of the guidance pupil ratios. These ratios ranged from a low of 245 : 1 to over 3600 : 1. This high ratio was an extreme case because the school had only a part-time counselor. The next high ratio was 850 : 1. The median ratio for guidance counselors to pupils was 1 : 450.

School Psychologist

Fourteen of the 40 schools had psychological services available to pupils from personnel assigned to the school on a regular basis. Only one school had a full-time psychologist on the staff and this occurred in the largest school in the study, with two such positions.

The predominate pattern of this part-time service was for individuals to spend approximately 10 per cent of their time in the junior high school. In only two schools was a psychologist available for as much as 50 per cent of the time to the pupils in the school. In both instances the schools enrolled more than 1,000 pupils.

TABLE 8.---Pupil-Guidance Counselor Ratios in 40 New York State Junior High Schools by Enrollments.

Ratios	Total									
850 plus	1	1*	1							3
800-849		1								1
750-799										
700-749		1								1
650-699		1	1							2
600-649		1								1
550-599			6		1					7
500-549		1			2		1			4
450-499	1	1		2		1				5
400-449		1	1	2		1				4
350-399		1			1					2
300-349	2	1	2		1		1		1	8
250-299										
200-249										
150-199		1								2
100-149										
50-99										
Total	4	9	10	7	5	3	1		1	40

Enrollments	0	200	400	600	800	1000	1200	1400	1600	1800	2000	2200
	199	399	599	799	999	1199	1399	1599	1799	1999	2199	2399

*One school had no guidance program or staff.

Principals in nine schools stated that psychological services were available but to them on an "on call," as needed, basis. There was no discernible pattern of providing psychological services on a size-of-school basis. A majority of schools had psychological services available in a variety of different patterns.

Table 9 indicates the ranges of ratios of this service, from 1,100 : 1 to over 11,000 : 1. The median ratio was 4,250 : 1.

Health Services

All of the schools had the services of a school nurse and school physician. In all the schools, however, the school physician was available on what the principals terms an "on call" basis, that is, he was not regularly assigned to the school but he would respond to the need for services when called. Because the school physician had this kind of a position, no statistical studies could be made on a ratio basis.

All of the schools had the services of a school nurse, either regularly assigned to their building or on a shared basis with another school in their district. The position of dental hygienist occurred less frequently than that of the school nurse.

TABLE 9.--Pupil-Psychologist Ratios in 40 New York State Junior High Schools by Enrollments.

Ratios												Total
6000 plus				2	1	1						4
5750-5999												
5500-5749			1									1
5250-5499												
5000-5249												
4500-4949					1							1
4250-4499												
4000-4249												
3750-3999												
3500-3749												
3250-3499		2										2
3000-3249					1							1
2750-2999			1									1
2500-2749							1					1
2250-2499												1
2000-2249						1						1
1750-1999												
1500-1749			1									1
1250-1499												
1000-1249											1	1
750-999												
500-749												
Total		2	3	2	3	2		1			1	14
Enrollments	0	200	400	600	800	1000	1200	1400	1600	1800	2000	2200
	199	399	599	799	999	1199	1399	1599	1799	1999	2199	2399

School Nurse

All the pupils in these junior high schools had nursing services available to them. In four of the 40 schools, the school nurse was assigned from the district office and to that building on a part-time basis. Each nurse spent from 50 to 80 per cent of full-time in the junior high schools.

In 36 of the schools the principals reported a nurse assigned to their building on a regularly scheduled basis; in 17 cases it was on a part-time basis. Nineteen schools had a full-time nurse and only one school had more than one full-time nurse. The largest school in the study had two full-time nurses on duty. The smallest school with a full-time nurse had 430 pupils.

Including the nurses assigned on a part-time basis from the district office, 21 schools had part-time nurses. In only one school was a part-time nurse assigned for only 10 per cent of full time. Eight of the principals reported that their part-time nurse spent from 70 to 90 per cent of full time in their building. No distinct pattern could be ascertained of assigning part-time nurses by size of school or amount of time spent in the building. These part-time services ranged from 10 to 90 per cent of full time in the various buildings.

Table 10 was developed to indicate the frequency

TABLE 10.--Pupil-Nurse Teacher Ratios in 40 New York State Junior High Schools by Enrollments.

Ratios											Total	
2400 plus	1	1									2	
2300-2399												
2200-2299												
2100-2199		1									1	
2000-2099												
1900-1999				1							1	
1800-1899												
1700-1799	1		1								2	
1600-1699												
1500-1599								1			1	
1400-1499			1 (A)	1							3	
1300-1399	1						3				4	
1200-1299		1				1					2	
1100-1199	(A)	(A)			2	(A)				1	5	
1000-1099					2	1					3	
900-999	1		1			2					4	
800-899			1			1					2	
700-799			1			1					2	
600-699	2		1			1					4	
500-599		(A) 2				2					3	
400-499												
300-399		1									1	
200-299												
Total	4	9	10	7	5	3	1				40	
Enrollments	0	200	400	600	800	1000	1200	1400	1600	1800	2000	2200
	199	399	599	799	999	1199	1399	1599	1799	1999	2199	2399

(A) from district office.

distribution of ratios of pupils to school nurses. The median ratio for this service was 1,055 : 1. The range is from 426 : 1 to 4,890 : 1.

Dental Hygienist

The position of dental hygienist in the schools that had this service was, in most instances, on a part-time assignment. Only one school had this service on a full-time basis. Twenty-one of the 40 schools indicated that a person with this position was on their staff.

The 20 schools that had a part-time dental hygienist reported that the individuals spent from 10 to 60 per cent of full time performing this service. Four schools had a person for only 10 per cent of the time, whereas two schools had a person for 60 per cent of full time. Between these ranges the other 14 schools had no predominate pattern of part-time service.

It is interesting to note that the one school that had the only full-time dental hygienist for 750 pupils had the highest per capita net expenditure per pupil of any school of the study. This is the school that, for example, had two full-time department chairmen, one in music and one in physical education. It is the same school that had one of the highest ratios for pupil reading specialist position, and had no speech correction program.

Since this position was predominately a part-time service, the pupil-dental hygienist ratios were rather high.

The median ratio for this service to pupils was 1 : 2,500. The ratios ranged from 754 : 1 to 13,000 : 1. Table 11 indicates the ratio by school enrollment to pupils for this service.

Department Chairmen

Twenty-two of the 40 schools were organized with department chairman. In 15 or 67 per cent of these cases, the chairmen were released from part or all of teaching activities to administer this function. The pupil-administrator ratio in this category ranged from a low of 237 : 1 to a high of over 10,000 : 1. It is interesting to note that the school with the lowest department chairmen ratio (237 : 1) also had the lowest ratio (364 : 1) of total administrators in the study. This low ratio of department chairmen occurred in a school of 1,300 pupils. It had 11 department chairmen each of whom spent 50 per cent of his time in this activity, or the equivalent of 5.5 full-time persons. This school had more than twice the personnel time devoted to this activity as did the next ranking school with the equivalent of 2.8 persons. There were only two schools, regardless of size which had the equivalent of two or more persons serving as department chairmen. The highest ratio of these schools with department chairmen was in a school of 900 pupils having only one department chairman and that in the field of physical education, devoting 5 per

TABLE 11.---Pupil-Dental Hygienist Ratios in 40 New York State Junior High Schools by Enrollments.

Ratios												Total	
6,000 plus												3	
5750-5999									1		1		1
5500-5749													1
5250-5499										1			1
5000-5249													
4750-4999													
4500-4749													
4250-4499													
4000-4249													
3750-3999									1				1
3500-3749													
3250-3499													2
3000-3249													
2750-2999													1
2500-2749												1	2
2250-2499													
2000-2249													1
1750-1999											1		4
1500-1749													2
1250-1499													
1000-1249													1
750-999													1
500-749													1
250-499													1
Total													
Enrollments	0	200	400	600	800	1000	1200	1400	1600	1800	2000	2200	
	199	399	599	799	999	1199	1399	1599	1799	1999	2199	2399	

cent of full time to this administrative activity.

Schools with enrollments exceeding 800 or more pupils, with one exception, all had department chairmen. Eleven of the 16 schools, or 62 per cent of these schools organized with department chairmen, released individuals from teaching responsibilities to administer this function. None of the schools enrolling less than 399 pupils, and only one school enrolling between 400 and 599 pupils, relieved teachers from some teaching programs to serve as department chairmen. However, schools with enrollments between 600 and 799 in about 33 per cent of the cases had teachers on released time for this administrative purpose.

In fifteen schools that had department chairmen on released time, the most predominate pattern was to release them from one teaching period each day in their schedule. This pattern occurred in slightly more than 50 per cent of the schools. The smallest school with released time for department chairmen had 560 pupils. This school had a department chairman for physical education who devoted 25 per cent of his time to this activity. The largest school in the study, with 2,202 pupils, had 13 department chairmen released from teaching one period each day, representing 12 departments in the school. Physical education had two department chairmen, presumably one each for boys' and girls' physical education, though it was not so stated by the principal. In nearly 50 per cent of the schools there was

a difference in pattern for granting time to department chairmen within the building.

One school granted released time to its chairmen in three different patterns. The four department chairmen, one each in English, social studies, science and mathematics, were granted 10 per cent of full time; chairmen in art and music devoted 20 per cent of full time in administration; while the chairman for physical education devoted 5 per cent of full time to his administrative activities. Several unique and different patterns of releasing department chairmen from teaching were reported. For example, one school of 640 pupils in "up state" New York had three department chairmen in the school, one full-time chairman in Latin, a half-time chairmen in physical education, and a department chairman in Modern Language, devoting 30 per cent of the time to administrative activities. Another school of 850 pupils had four department chairmen who spent 10 per cent of their time in administration. These four departments were in industrial arts, music, physical education and guidance. A third school, enrolling 760 pupils, had a full-time department chairman in music and physical education and four other chairmen, one each in the fields of English, social studies, science and mathematics, who were granted 20 per cent of full time to administer their departments.

Only three schools in this study reported that they had full-time department chairmen. One school, with 1,100

pupils, had as its only department chairman a full-time person administering the physical education program. It has been previously stated that one school of 760 had two full-time chairmen in music and physical education and one had a full-time person in Latin. In schools that granted released time to its department chairmen, the subject areas of Latin and guidance gave time to the fewest number of chairmen for administrative responsibilities. Also, the fields of art, music, homemaking and speech gave few chairmen released time for administrative activities. More schools had department chairmen with or without released time in physical education than any other field. The predominate pattern of having chairmen of departments, other than physical education, was in English, social studies, science and mathematics, with or without released time.

Schools in seven cases granted no released time for departmental activities. The smallest school that followed this practice had 490 pupils, and had nine different departments with chairmen. The majority of schools used six department chairmen, in the areas of English, social studies, science, mathematics, modern language, and physical education. The second largest school in the study, with 1,500 pupils, had 11 different chairmen. The principal in this school stated that the various departments each year elected their own chairmen.

Table 12 was developed to show the ratio of pupils

TABLE 12.--Pupil-Department Chairmen Ratios in 40 New York State Junior High Schools by Enrollments.

Ratios											Total	
1900 plus					2						2	
1800-1899	1										1	
1700-1799					1						1	
1600-1699							1				1	
1500-1599					1						2	
1400-1499												
1300-1399												
1200-1299												
1100-1199						2					1	
1000-1099						1					1	
900-999												
800-899												
700-799					1							
600-699						1					2	
500-599												
400-499												
300-399						1					1	
200-299						1					2	
Total			1	3	4	4	4	2			1	15
Enrollments	0	200	400	600	800	1000	1200	1400	1600	1800	2000	2200
	199	399	599	799	999	1199	1399	1599	1799	1999	2199	2399

to department chairmen. The median ratio of pupils to department chairmen was 1,140 : 1.

Instructional Materials Services

In the category of instructional materials services the schools reported two kinds of services, the position of librarian and the audio-visual specialists. No other kinds of services in this area were available to teachers or pupils.

School Librarians

Two of the principals reported no library services from specialized personnel in their schools. The smallest school in the study, with 270 pupils, and a school enrolling 1,300 pupils, had no regular librarians. The smallest school is located in the metropolitan New York area, the other in the metropolitan area of Buffalo. Thirty-eight schools reported that they had at least one full-time librarian, regardless of the size of the school. In five of the schools it was reported that more than a full-time person performed library services in their schools. The smallest school with more than a full-time librarian had 740 pupils enrolled, and had a second person devoting 40 per cent of full time as a library assistant. The two largest schools each had a second full-time librarian, the only schools with such a staffing pattern. In those schools with an assistant to the librarian the individuals spent from 40 to 50 per cent of full time in this capacity.

Table 13 indicates the frequency distribution of library services. The range in pupil-librarian service ratios was from a low of 340 : 1 to a high of 1,350 : 1. The median ratio was 700 : 1. One might conclude from a review of the table that in the majority of cases schools with libraries, regardless of their pupil enrollment had a single librarian. This means that in the smaller schools with, for example, 400 pupils, teachers and pupils had three times as much library service as did the school up to 1,350 pupils. It was interesting to observe that the school with the greatest amount of administrative staff and the most personnel serving as department chairmen had the highest pupil-librarian ratio. Also, the school with 1,300 pupils which was without a librarian had eight supervisors in various subjects, from the district office, performing administrative activities on a part-time basis. This school did not have any department chairmen on released time.

Audio-Visual Specialists

The service of an audio-visual specialist was provided in 19 of the 40 schools with a person in charge of this program. In only one of the schools was a person assigned this activity as a full-time position. This occurred in the largest school, with 2,202 pupils. In 16 of the 19 schools, the individual administering this service was released from one teaching period each day. Two schools allocated approximately .5 of a full-time person to this activity.

TABLE 13.---Pupil-Librarian Ratios in 40 New York State Junior High Schools by Enrollments.

Ratios													Total
1350 plus	1												2
1300-1349		1											1
1250-1299		1											1
1200-1249		1											
1150-1199													
1100-1149				2								1	3
1050-1099				1									1
1000-1049				2									2
950-999					1								1
900-949					1								1
850-899					1								1
800-849					3								3
750-799						2					1		3
700-749						2							2
650-699						3							3
600-649						3							4
550-599							5						5
500-549							2						2
450-499							1						1
400-449							1						1
350-399	1												1
300-349	2												2
250-299													
200-249													
Total		4	9	10	7	5	3	1				1	40
Enrollments	0	200	400	600	800	1000	1200	1400	1600	1800	2000	2200	
	199	399	599	799	999	1199	1399	1599	1799	1999	2199	2399	

The smallest school following this practice had 560 pupils and the largest, 1,140 pupils.

Table 14 was developed to show the pupil-audio-visual administrative ratio. There was a range of ratios from a low of 685 : 1 to a high exceeding 10,000 : 1. Since this was predominately a part-time service, the ratios were quite high. The median ration was 3,600 : 1.

It is interesting to note that the schools with enrollments between 400 and 599 pupils had the highest per cent of all schools with personnel on released time to administer this program.

Remedial Instruction

The school principals reported two kinds of remedial instructional services to pupils from personnel assigned to their buildings. Remedial reading was the most predominate type service provided. In a fewer number of schools speech correction programs were offered the pupils.

Remedial Reading

Twenty-one of the 40 schools provided remedial reading instruction. Four of these schools indicated that this service was provided by personnel from the district office on a part-time basis. Five of the schools reported that a teacher was devoting one teaching period each day for this program. In four of the schools, principals stated that this part-time service needed from 50 to 80 per cent of a

TABLE 14.--Pupil-Audio-Visual Administrator Ratios in 40 New York State Junior High Schools by Enrollments.

Ratios	Total											
6250 plus												2
6000-6249											1	
5750-5999												
5500-5749			1									2
5250-5499												
5000-5249			1									1
4750-4999												
4500-4749												
4250-4499				1								2
4000-4249				1								1
3750-3999											1	
3500-3749				1								2
3250-3499												
3000-3249	1											1
2750-2999		1										1
2500-2749			1									2
2250-2499												
2000-2249												
1750-1999			1				1					2
1500-1749												
1250-1499												
1000-1249												
750-999												
500-749			1									1
Total	1	7		3	4	1		2				19
Enrollments	0	200	400	600	800	1000	1200	1400	1600	1800	2000	2200
	199	399	599	799	999	1199	1399	1599	1799	1999	2199	2399

full-time person to perform. There was no predominate pattern for the time needed, or in the different size schools in which it occurred.

Full-time teachers of remedial reading were found in eight of the 21 schools with this program. The smallest school with a full-time teacher had 560 pupils. Only two schools had more than one full-time person in the reading program. The largest school (2,202) had two full-time staff members in this area, and the second largest school (1,500) had four full-time reading specialists.

Table 15 shows the frequency distribution of these ratios. The median ratio of pupils to remedial reading staff was 1400 : 1. The ratios ranged from a low of 358 : 1 to a high in excess of 10,000 : 1.

Speech Correction

Forty per cent of the junior high schools in this study provided speech correction programs to their pupils. Providing this service to pupils did not seem to be related to the size of the school. This service was provided in a variety of different patterns. Two of the schools had on their staff a full-time speech correctionist. Several of the principals indicated that this service was from a co-operative board of the county school office. Other schools had a person whom they shared among all the schools in their individual school district.

TABLE 15.---Pupil-Reading Specialist Ratios in 40 New York State Junior High Schools by Enrollments.

Ratios											Total	
6000 plus											4	
5750-5999												
5500-5749											1	
5250-5499	1											
5000-5249												
4750-4999												
4500-4749												
4250-4499												
4000-4249												
3750-3999				*							1	
3500-3749												
3250-3499												
3000-3249												
2750-2999												
2500-2749												
2250-2499												
2000-2249				*		1					2	
1750-1999												
1500-1749	1										1	
1250-1499				*			2				3	
1000-1249			*	1		1					4	
750-999				1							2	
500-749			1								2	
250-499				1							1	
Total	2	2	2	6	2	4	3	1	1	1	21	
Enrollments	0	200	400	600	800	1000	1200	1400	1600	1800	2000	2200
	199	399	599	799	999	1199	1399	1599	1799	1999	2199	2399

*Provided by personnel from the district office.

Fourteen of the 16 principals reported this to be a part-time service to the school. With one exception, schools had the services of a speech correctionists from 10 to 20 per cent of full time. One school of 580 pupils reported having this service one-half time in that building.

Table 16 indicates the frequency distribution of this service. The ratio ranged from a low of 292 : 1 to over 10,000 : 1. In fact, five of the schools had ratios in excess of 10,000 : 1. The median ratio for this service to pupils was 1 : 5,000.

Pupil-Teacher Ratio

Principals were asked on the questionnaire to indicate the total number of classroom teachers on their staff. Classroom teachers were defined as those professional numbers of the staff who met with a group of pupils on a daily scheduled basis, and who were not reported in the other categories of personnel previously discussed.

The pupil-teacher ratio of these junior high schools seemed to be related to the pupil enrollment. Table 17 indicates that the lowest pupil-teacher ratios occurred in the schools with the smallest enrollments. These ratios gradually increased from the school in the 200-399 class to the peak ratios occurring in schools enrolling 600-799 pupils. After this peak was reached in the 600-799 schools, the ratios gradually declined in each succeeding size school until the

TABLE 16.--Pupil-Speech Correctionist Ratios in 40 New York State Junior High Schools by Enrollments.

Ratios											Total										
6000 plus	1	2	2	2																7	
5750-5999																					
5500-5749																					
5250-5499				1																1	
5000-5249																					
4750-4999																					
4500-4749																					
4250-4499																					
4000-4249																					
3750-3999																					
3500-3749					1															1	
3250-3499	1																			1	
3000-3249																				1	
2750-2999			1																	1	
2500-2749	1																			1	
2250-2499																					
2000-2249																		1		1	
1750-1999	1																			1	
1500-1749																					
1250-1499											1									1	
1000-1249																					
750-999																					
500-749																					
250-499																				1	
Total	3	3	3	2	3						1							1		16	
Enrollments	0	200	400	600	800	1000	1200	1400	1600	1800	2000	2200									
	199	399	599	799	999	1199	1399	1599	1799	1999	2199	2399									

TABLE 17.---Pupil-Teacher Ratios in 40 New York State Junior High Schools by Enrollments.

Ratios											Total
35 - 39										1	1
30 - 34											
25 - 29			1	3	2						6
20 - 24		1	6	6	5	4	2	1			1 26
15 - 19		3	2			1	1				7
10 - 14											
5 - 9											
0 - 4											
Total		4	9	10	7	5	3	1			1 40
Enrollments	0	200	400	600	800	1000	1200	1400	1600	1800	2000 2200
	199	399	599	799	999	1199	1399	1599	1799	1999	2199 2399

1200-1399 class was reached. Then, in general, the ratios remained about static for the largest schools in the study. This decline from the peak at the 600-799 enrollment to the 1200-1399 enrollment did not quite return to the low pupil-teacher ratio occurring in the 200-399 pupil schools.

One familiar with the schools in New York State might hypothesize as to why the school pupil-teacher ratio increased from the smallest school to a peak at 650 pupil schools, then showed a gradual decline again. The curricula of the junior high school in New York State are subject to the Regulations of the Commissioner of Education. In February of 1951 a statement of policy relative to junior high school education was sent to the schools of the state. This statement described the early secondary education program and the State Aid for such a program. The schools were given until September, 1956 to reorganize the educational program for these early secondary school grades.

This statement of 1951 stated that, beginning with the seventh grade, organized instruction in English, citizenship education, mathematics, science, health, art, music, practical arts, and physical education was to be included. The content and scope of the courses in these areas were outlined in the various State syllabus and curriculum bulletins which, in effect, were interpretations of the Regulations of the Commissioner of Education. Further, after September 1, 1956, local districts not maintaining an acceptable

secondary school program beginning with the seventh grade were required to secure an annual approval from the Commissioner of Education, in order to qualify for state aid for pupils enrolled in grades seven and eight. To qualify for state aid, the school district had to show evidence that if it could not meet this regulation by September 1, 1956, it was making an effort to do so.

To comply with this regulation to secure the state aid money, in effect, the mandated instructional program had to be followed. The smaller schools must offer this program as do the larger schools. However, in the smaller schools of 400 pupils, teaching the mandated program during a seven or eight-period school day would develop class sizes that ordinarily would not exceed 20 pupils. In the 650 pupil school, with the same number of periods in the day and with the identical program, class sizes of 30 pupils would develop. After classes reach 30 pupils in New York State, teachers, administrators and parents bring tremendous pressures to reduce class sizes. To do so it then becomes necessary to divide classes into multiple-sections. Therefore, the class sizes are reduced, which to some extent may account for this peaking of pupil-teacher ratios in the junior high school of 650 pupils, and the gradual reduction in larger schools.

There are, of course, several other determiners of class size familiar to educators, such as school district policy on class size, the capacity of the school building,

the size of classrooms, the financial ability of the school district, as well as the aspirations of parents for their children's education. These and other factors tend to influence the size of classes in a school district.

Table 17 shows the frequency distribution in pupil-teacher ratios. The median ratio was 22 : 1. The range was from a low of 15.5 : 1 to a high of 35.6 : 1.

The low ratio occurs in a school of 340 pupils. The high ratio school had 640 pupils enrolled. Twenty-six of the 40 junior high schools in this study had ratios that ranged between 20 : 1 and 24 : 1. With the exception of schools enrolling less than 400 pupils this was the predominate pupil-teacher ratio.

Professional Service from the District Office

Table 18 indicates the various kinds of services provided these junior high schools from the district administrative office. This table indicates that 25 different kinds of professional services were provided. Thirty-six of the 40 schools reported that they received some kind of professional service in this manner. The four schools without this kind of service ranged in enrollments from 650 to 1,000. There was no predominate pattern among these schools. Nor was there a predominate pattern for the schools, regardless of enrollment, as to the service that was furnished by the district office. Services that were provided usually

TABLE 18.--Services Performed from District Offices in 40 New York State Junior High Schools
by Enrollments.

Kind of Service		Total									
Instrumental	2	7	8	6	3	2					28
music											8
Art			4	3		1					3
Shop		1	1			1					3
Homemaking		1	1	1							3
Vocal music		3	1	1	1	1					7
Health and											
phy. edu.		1		3							4
Mathematics											
Science		1				1					2
Language (modern)						1					1
English				1		2					2
Social Studies						1					2
Latin			1			1					1
Bus. Education						1					1
Psychologist		4	4	3	3	1					16
Guidance	1	1		1							3
Social Worker		1				1					2
Nurse		3	1	1							5
Dental Hygienist		2		1	1				1		5
Enrollments	200	400	600	800	1000	1200	1400	1600	1800	2000	2200
	399	599	799	999	1199	1399	1599	1799	1999	2199	2399

TABLE 18.---Continued

Kind of Service											Total
Speech											
Correction	3	3	4	1	1						12
Reading	1	2	3	1	1						9
Lip Reading		1			2						3
Special Teachers		1									1
Audio-Visual											
Director of Instruction					1						1
Attendance		1									1
											2
<hr/>											
Enrollments	200	400	600	800	1000	1200	1400	1600	1800	2000	2200
	399	599	799	999	1199	1399	1599	1799	1999	2199	2399

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occur in teaching service, supervisory or administrative service, or a special type of program for pupils. These various types of service will be discussed in detail.

Instrumental Music Teachers

More schools shared instrumental music teachers from the district office than any other kind of service. Twenty-eight of the 40 schools, all with enrollments of less than 1,300, shared from one to three instrumental music teachers in their school district. Most schools reported sharing band and orchestra teachers. The predominate pattern was for the teacher to spend from 50 to 60 per cent of full time in the junior high school. One school, which had the most service of any school in this category, had four music teachers, the equivalent of 1.8 full-time music teachers serving the school. The least amount of any teaching service in music reported was one period each day. Two schools reported district supervisors of music providing supervision to that part of the junior high school program.

Art Teachers

Eight schools were provided with personnel in the field of art. Three of the eight schools stated that an art supervisor made calls to their building. Five schools, all enrolling between 700 and 800 pupils, shared art teachers with another school building, usually the senior high school. These five schools had art teachers from 50 to 60 per cent

of full time from the district office.

Shop Teachers

Only one school of 560 pupils shared this teaching service through the district office. This school had a teacher for 50 per cent of full time. The other two persons in shop services provided supervision to the junior high school.

Homemaking

Three schools reported sharing teachers in home economics. These schools had enrollments ranging from 560 to 840. These teachers spent from one to two class periods each day in these junior high schools.

Vocal Music

Principals in four schools reported that they shared a vocal music teacher with other schools. Three of the schools with enrollments of about 550 shared these teachers from 40 to 80 per cent of full time with other schools. The largest school that shared this service had 1,150 pupils and had a vocal teacher for 50 per cent of the school day.

In three other schools with pupil populations from 740 to 1,330, there was supervision of the music program from the district office.

Physical Education

A full-time physical education staff was assigned

in two different schools enrolling 560 and 850 pupils respectively. One school of 840 pupils had a physical education teacher for 50 per cent of full time. One school of 900 pupils had a supervisor of physical education who made intermittent calls at that building.

Mathematics

Two schools reported having a mathematics teacher from the district office. One of the schools with 580 pupils reported having a teacher 50 per cent of full time. The other school, of 1,300 pupils, had a school district supervisor of mathematics teaching.

Science

None of the schools had a teacher of science assigned from the district office. One school of 1,330 pupils, however, reported that a supervisor of science made periodic calls to that building.

Modern Language

Two of the larger schools, enrolling 1,300 pupils, reported having a language consultant or supervisor as a service from the district office.

English

A consultant in English teaching in a junior high school of 1,300 pupils spent about 20 per cent of full time as assigned by the district office as one service to that

school. In one other case, in a school of 850 pupils, an English teacher from the senior high school taught two classes in English each day as a shared service.

Latin

The principal of one junior high school enrolling 750 pupils reported that a Latin teacher from the senior high school taught one class each day in his building.

Business Education

One of the principals in a junior high school of 1,300 pupils reported that the district office had a supervisor of business education that called at his school.

Psychologist

Forty per cent of the junior high schools shared the service of a psychologist from the district office. Only one of the schools reported having the services of a psychologist assigned as much as 60 per cent of full time. Most of the schools that shared this service stated that individuals were assigned from 5 to 40 per cent of full time. Most of this sharing occurred in schools enrolling between 500 and 1,000 pupils. Schools with over 1,000 pupils usually had a psychologist assigned on their staff. Nearly 50 per cent of the schools reported having a school psychologist "on call" from the district office. These schools with this type of service did not fall into any distinct pattern as far as enrollment was concerned.

Guidance Counselors

The smallest school in the study, enrolling 270 pupils, reported sharing a guidance counselor 60 per cent of full time with the district office. One other school, of 500 pupils, had a counselor for one period each day. One of the larger districts of 900 pupils reported that the district had a coordinator of guidance services.

Social Worker

Two schools reported that this service was available "on call" to the district office.

School Nurse

Five of the schools had nursing services to pupils from personnel assigned from the district office. These schools ranged in enrollments between 530 and 950. In one of these cases the nurse in the smallest school was assigned full time. In two schools with 580 and 950 pupils, nurses were assigned 80 per cent of full time to those buildings. In the other two cases nurses spent 50 per cent of full time in schools with 560 and 700 pupils, respectively.

Dental Hygienist

Three junior high schools reported that they had the services of a dental hygienist, but not on an assigned basis. Only in two of the schools were the individuals given a definite time allocation in that building from the

district office. A school with 560 pupils had a dental hygienist for one-half a day, each day. The other school of 1,500 pupils shared this service 60 per cent of full time with an elementary school.

Speech Correction

Twelve schools with pupil enrollments between 270 and 1,050 were assigned speech correctionists from the district office. In only one school of 580 pupils was there a person assigned for as much as 50 per cent of full time. By far the predominate pattern was for the person to spend between 10 and 20 per cent of full time in a particular school, regardless of enrollment.

Remedial Reading

There was no discernible pattern for sharing or having remedial reading service from the district office. Individuals with this position spent from 10 to 60 per cent of full time in the school performing this service. Most of the schools sharing this service enrolled less than 700 pupils. It was reported earlier that many schools above 700 pupils had this service on a full-time basis, assigned regularly to their building.

Lip Reading

The part-time service of lip reading existed in only three schools. These schools were parts of a larger school

district. In all cases, the principals reported that they used the individual about 10 per cent of full time.

Special Teachers

While information on special teachers was not asked for on the questionnaire, one school of 650 pupils reported that a teacher had an ungraded group in the junior high school for one half-day.

Audio-visual Specialists

Only one school, with 1,050 pupils, had audio-visual service from the district office. The specialist was available to the junior high school 20 per cent of full time.

Director of Instruction

The largest school in the study had three persons, each of whom spent 50 per cent of his time serving as director and coordinators of the curriculum program in the school.

Attendance Officers

Two schools had attendance officers available to the school principal. One individual served on an "on call" basis, whereas the other person was available about 30 per cent of full time to a junior high school of 560 pupils.

Typical Current Staff in New York Junior High Schools

To conclude this status study of current staffs in the junior high schools of New York State, the reader may be

better able to understand the differences in staffing patterns and organization by reviewing a constructed "typical school." This "typical" school would represent the various size schools by projecting the three different images which these schools seem to have. These images, from the data available, seem to fall into three different classes: those with less than 600 pupils, those between 600 and 900 pupils, and those with more than 900 pupils. These divisions were selected because at these population breaks there seemed to be the most changes in the staffing pattern and, also, because these populations seemed to indicate provision of different kinds and amount of services to pupils and teachers.

Schools with Less than Six Hundred Pupils

In schools with less than 600 pupils, the typical pupil-teacher ratio was 20.7 : 1, and the typical pupil-total staff ratio was 17 : 1. Following is the typical staffing pattern.

Administration

Full-time building principal.

Guidance services

Part to full-time counselor.

Health services

One-half time school nurse.

Department chairmen

None.

Special services

Full-time librarian.

Teacher released from one teaching period each day for audio-visual service.

Services from the district office
One-half time music teacher.
Equivalent of one half-time person in:
Psychology,
Speech or reading instruction.

Schools with Between Six and Nine Hundred Pupils

In schools with enrollments between six and nine hundred, the typical pupil-teacher ratio was 24.1 : 1. The pupil-total staff ratio was 19.3 : 1. Following is the typical staffing pattern.

Administration
Full-time building principal.
Part-time assistant administrator.

Guidance
Full-time guidance counselor.
Part-time to full-time counselor.
Psychological services on call.

Health
Nurse from 70 per cent to full-time.
Limited service from a dental hygienist.

Department chairmen
Four to six department chairmen, rarely on released time.

Special services
Full-time librarian.
Part-time audio-visual person.
Part-time reading teacher.

District office services
Equivalent of at least one full-time music teacher.
Equivalent of at least one full-time person in:
Supervision or coordination,
Psychology,
Reading and speech correction.

Schools with More than Nine Hundred Pupils

In schools with enrollments over 900, the pupil-teacher ratio was 21.5 : 1. The pupil-total staff ratio

was 17.8 : 1. Following is the typical staffing pattern.

Administration

- Full-time building principal.
- Full-time assistant principal.
- Part-time administrators.

Guidance

- Three full-time counselors.
- Part to full-time psychologist.

Health

- Full-time nurse.
- Part-time dental hygienist.

Department chairman

- Five to ten department chairmen--released from teaching at least one period each day.

Special services

- One full-time librarian, with some assistance.
- Part-time staff in:
 - Audio-visual instructions,
 - Speech correction.
- Full-time or more reading specialists.

District office services

- The equivalent of nearly two persons in:
 - Supervision and consultant service of various kinds.
 - Instrumental music.

CHAPTER V

ADMINISTRATIVE AND SUPERVISORY FUNCTIONS AT THE JUNIOR HIGH SCHOOL DEEMED NECESSARY TO CARRY OUT ITS PURPOSE

This chapter presents a discussion of the seminar in which identification was made of the administrative and supervisory functions deemed necessary in the junior high school. It also presents a listing of the functions which the seminar groups identified, following which is detailed discussion of the 43 functions, grouped under the headings of work with: instructional program, pupils, personnel, community, and finally, funds and facilities.

Identification of Administrative and Supervisory Functions

The seminar groups were requested to participate in answering the second question of the study:

What are the administrative and supervisory functions needed at the junior high school to carry out its purposes? The eleven operational purposes of the junior high school, agreed upon by the seminar participants are stated in Chapter III. The basic technique to be used to determine the administrative and supervisory function had been suggested and agreed upon by the Advisory Council. This technique consisted

of providing each seminar participant with a list of 52 administrative responsibilities that had previously been developed for an earlier study by CDPSA¹ in New York State. It was agreed that this basic list was to be used only as a point of departure or as guidelines to assist the seminar groups in formulating the functions that they thought necessary to carry out the purposes of the junior high school.

At the seminar meeting, scheduled for the identification of the administrative functions necessary to carry out the purposes of the junior high school, this basic list of administrative duties was distributed to the participants and discussed and explained at some length by the seminar directors. It was pointed out that the list of administrative responsibilities was to be used as a guideline in assisting them to develop the administrative functions unique to the junior high school, to carry out its purposes. For example, it was pointed out that such items as: debt service management, administering the payroll, and direction of the program of bus maintenance, should not be the responsibility of a building principal, and consequently should not

¹The original listing of functions which were discussed, changed and adapted to the junior high school by the seminar discussants were taken from the following source: Cooperative Development of Public School Administration in New York State, Your school and staffing, current practices in Administrative Staffing in New York State (Albany, New York: CDPSA, 1955).

be considered to be related to a purpose of the junior high school. Further, this list was for the total school system, and perhaps had only minor application to the junior high school.

In addition to providing the participants with a list of administrative functions, each seminar participant was given a copy of the statement of the operational purposes of the junior high school, together with copies of a form (see Appendix C) developed to be used to record administrative activities needed, in their opinion, to carry out each of the purposes of the junior high school. The participants were divided into groups of five to seven persons, depending upon the attendance at the seminar meetings, to permit individuals actively to become involved in determining these administrative functions. At most of the seminar centers, the sponsoring institution had professional staff personnel serving as consultants to assist each of these groups. Each purpose of the junior high school was to be considered and the groups were to suggest activities needed to carry out that purpose.

At the conclusion of the seminar sessions, several hundred forms had been used to record administrative functions considered necessary to carry out the purposes of the junior high school. These suggested activities were compiled from each group at the seminar centers. When all the seminar centers had compiled their data, they were submitted to the

coordinator of the study to be summarized and submitted to the advisory committee, who, after carefully reviewing the seminar deliberations, agreed upon 43 administrative and supervisory functions proposed by the seminar participants that were considered to be necessary to carry out the purpose of the junior high school.

Any attempt to derive a set of administrative functions, from a statement of purposes, requires additional consideration. There are certain routine responsibilities, such as housekeeping duties which are necessary to the operation of the school. It would be difficult to categorize these as applicable to a particular objective. For example, the direction of plant maintenance is an important function. Although it is routine in nature, and allows the teaching-learning process to go on unhampered, it would be extremely difficult to classify this function as pertaining specifically to one of the stated purposes. Consequently, although the needed functions were listed with these purposes in mind, they were categorized under five headings by the seminar groups, which appeared to be broad enough to encompass all functions of administration.

Statement of the 43 Functions

In this section the seminar participants answered one of the basic questions of this study: What administrative functions are necessary to fulfill the stated purposes of

the junior high school? Answering this question is very fundamental to this study, for the recommendations for staffing and organization that follow in later chapters is based upon the administrative functions suggested by the seminar groups. These administrative functions will be further used to classify positions and develop job descriptions for each administrative position in the school.

The following are the administrative and supervisory functions deemed necessary by the seminar groups to carry out the purposes which they defined for the junior high school:

Improving Educational Opportunity

- Revising curriculum and selecting curricular materials.
- Assisting teachers in diagnosing the learning difficulties of pupils.
- Helping teachers in planning remedial instruction.
- Making recommendations to superintendent for policy formation and revision.
- Directing and coordinating the guidance program.
- Directing the program for exceptional children.
- Directing and supervising the pupil activity program.
- Directing the health and safety program.
- Directing the summer recreation program.
- Coordinating the use of instructional materials.

Working with pupils

- Controlling pupil behavior.
- Accounting of pupils.
- Scheduling of pupils.
- Maintaining pupil personnel records.
- Directing the program for orientation of new students.

Obtaining and Developing Personnel

- Selecting and recommending to the superintendent for employment of personnel.

- Inducting and orienting personnel.
- Supervising personnel.
- Evaluating personnel--recommendations for promotion and retention.
- Preparing and maintaining staff personnel records.
- Selecting substitute teachers.
- Directing and coordinating inservice training programs.
- Counselling personnel.
- Scheduling personnel.

Maintaining Effective Interrelationships with the community

- Helping the superintendent to determine the educational needs of the school.
- Preparing special reports and bulletins regarding the school.
- Conferring with parents and other lay groups.
- Working with P. T. A. and other lay groups.
- Preparing public relation information.
- Developing procedures for reporting pupil progress to parents.
- Planning and coordinating the public relations program for the school.

Providing and Maintaining Funds and Facilities

- Preparing school budget requests.
- Managing budget appropriations.
- Plant planning and construction.
- Administering the insurance program for students.
- Directing the program of plant maintenance.
- Directing the school lunch program.
- Supervising intra-mural activities.
- Determining specifications for supplies and equipment.
- Requisitioning supplies and equipment.
- Distributing supplies and equipment.
- Inventorying supplies and equipment.
- Preparing reports for the superintendent.

Securing of the Data

The questionnaire (see Appendix B) method was used to secure these data. As was previously described in Chapter IV, the principals of registered junior high schools in New

York, exclusive of New York City, as listed in Handbook No. 24 of the New York State Education Department, were asked to respond to this question:

The building principal is hard pressed to perform all the necessary administrative functions at a junior high school. Please indicate in Column (1) whether you do perform this alone, or in Column (2) if you assign the function entirely to another and indicate to whom you assign it, or in Column (3) if you share the function with another staff member and indicate with whom you share it.

There followed a listing of the 43 administrative functions, appearing earlier in this chapter, and which had been agreed upon in the seminar groups, as necessary to carry out the purposes of the junior high school. Following is a tabulation of these 43 administrative functions, with an indication of how and by whom they are administered in these 40 schools. The descriptions differentiate between three different size schools. Those schools with pupil enrollments of over 900 are designated as "A" schools; schools with enrollments between 600 and 900 pupils as "B" schools; and those schools with less than 600 pupils enrolled are designated as "C" schools. These sizes were chosen since they appear to represent the enrollments in which additional personnel were added to the junior high school staff.

The 43 administrative functions discussed in this chapter are presented in the following five subheads: work with instructional program, work with pupils, work with personnel, work with community, and work with funds and facilities.

Work with Instructional Program

The administrative functions having to do with the category "work with instructional program," and the methods the various principals used in dealing with these functions, are tabulated in Table 19. The reader must recognize that the number of schools are not equally divided in all classes, that schools with enrollments of 600 to 900 have one more school in this group than do the other sizes.

In all the 40 schools, the principals handle nearly 33 per cent of all the functions alone. In nearly 50 per cent of all schools, these administrative functions are shared, whereas, only 18 per cent of these functions are assigned. The detailed descriptions that follow discuss in depth, how and by whom, each of these functions are administered in the various sized school buildings.

Curriculum and Curricular Materials

The function of revising curriculum and selecting curricular materials was typically shared by nearly 75 per cent of all the principals, with teachers, their department heads, district office personnel, or other building administrators. Approximately 50 per cent of the "A" size schools shared this function with district office personnel. Their titles were: coordinator of instruction, supervisor, directors of instruction or assistant superintendent of instruction.

TABLE 19.--How Principals Handle Certain Administrative Functions Related to Improving Educational Opportunity in 40 New York State Junior High Schools, with Different Size Enrollments.

Function	Size of School								
	Over 900 (13 schools)			600 - 900 (14 schools)			Under 600 (13 schools)		
	A	B	C	A	B	C	A	B	C
Key: A - Alone B - Assigned C - Shared									
1. Revision of curriculum and selection of curricular materials.	1	3	9	2	1	10	2	1	10
2. Assisting teachers in diagnosing the learning difficulties of pupils.	1	2	10	3	1	10	2	4	7
3. Helping teachers in planning effective remedial instruction.	3	2	8	9	0	5	9	1	3
4. Making recommendations to the superintendent for policy formation and revision.	11	0	2	10	0	4	7	1	5
5. Direction and coordination of guidance program.	6	1	6	6	2	6	4	6	3
6. Direction and supervision of pupil activity program.	3	5	5	4	3	7	4	4	5
7. Direction of program for exceptional children.	3	3	7	4	1	9	6	3	4
8. Direction of health and safety program.	3	3	7	5	4	5	0	7	6
9. Direction of summer recreation program.	0	4	2	0	0	2	0	1	2
10. Coordinating use of instructional materials.	1	2	10	6	1	7	4	2	7

They also shared this function with department chairmen and other administrative assistants in the building to some extent. About 60 per cent of the "B" schools shared this function with teachers. They also shared this function in about 30 per cent of the schools with either department chairmen or other administrative personnel in the building. Teachers rarely shared in this function in these schools. In the "C" schools, this function was shared in 77 per cent of the schools, and equally divided between the district office personnel and faculty committees. There was no difference between the size of school in which the principals handled this function alone. Only 12 per cent of the principals assigned this function, with most of the assignment occurring in the "A" size schools, who assigned this function to the district office.

Diagnosis of Learning Difficulties

Slightly more than 67 per cent of all the principals of all size schools handle the function of diagnosing learning difficulties alone, or on a shared basis. The "A" school principals shared this function in 77 per cent of the schools, with other building administrators, the guidance staff or district office personnel. Predominately, however, the principal shared this with his guidance staff or other building administrators. In the "B" schools this function was also shared in 77 per cent of the schools, but in 90 per cent

of the cases it was shared within the building between guidance counselors, more often than with other building administrators. This function in this size school was less frequently shared with teachers and district office personnel. The "C" school principal shared this function in about 53 per cent of the schools with either a guidance counselor or district office personnel.

Less than 17 per cent of the principals of all schools handled this function alone or assigned this responsibility. There was a distinctive pattern of assigning this function. Those principals who did assign this function, did so exclusively to the guidance staff, regardless of the size of school. However, there was no distinctive pattern for the different size schools as to whether the principal handled this function alone.

Remedial Instruction

Nearly 40 per cent of all the principals said they shared with others the function of helping teachers to plan remedial instruction. The majority of all principals shared this function with the district office personnel. In the "A" size schools 62 per cent of the principals who shared this function did so in 50 per cent of the schools with district office personnel. They also shared this function about equally divided between the guidance staff and other building administrators. In "B" size schools this sharing was done

in 35 per cent of the schools, predominately with the building personnel. Department chairmen and other building administrators shared this function more often than did faculty committees. Less than 25 per cent of the small school principals shared this function and when they did share it, it was done exclusively with the district office.

Less than 8 per cent of all principals stated they assign this function, and when it was assigned it was done so exclusively to the coordinator of pupil personnel services in the district office.

Nearly 53 per cent of the principals handled this function alone. This occurred in only 25 per cent of the "A" schools, but in nearly 65 per cent of the "B" and "C" size schools.

Recommendations regarding Policy

The responsibility of making recommendation regarding policy was rarely assigned in the junior high school, over 70 per cent of the principals handled this function alone. About 30 per cent of all principals handled this function by sharing. The highest percentage of sharing this responsibility occurred in the "C" schools, and nearly 40 per cent of the principals stating that their total staff shared in this function. Some sharing was done with district office staff and other administrators. In the "B" school nearly 72 per cent of the principals handled this function alone

and 28 per cent shared the function. Those who shared this function did so exclusively with faculty committees. In the "A" schools, nearly 85 per cent of the principals handled this alone. Of the small per cent who shared this function, nearly 15 per cent did so with the district office as well as their own staffs.

Coordination of Guidance Program

The principals were about equally divided between those who handled coordination of the guidance program alone or shared it. Of the 45 per cent of principals who shared this function, they did so with either the district office personnel, their guidance staffs, or other building administrators. The "A" and "B" size schools in about 45 per cent of the cases shared this function with district office personnel. There was no distinct pattern of this sharing in these size schools. Less than 25 per cent of the "C" school principals shared this function, although those who shared it, did so with the district office personnel. Principals in "C" schools assigned this function in nearly 50 per cent of that size school, as contrasted to less than 15 per cent assignment in the combined "A" and "B" size schools. The "C" school principals assigned this function exclusively to their guidance counselors. A slightly smaller percentage of "C" school principals handled this function alone, than did the principals in schools of other sizes. None of the

principals assigned this function to another administrator in their building.

Pupil Activity Program

No distinct pattern for handling this function was discernible from the data. It was shared in about 40 per cent of the schools, assigned in 30 per cent of them, and handled alone by the principals in 30 per cent of the schools. Those few schools that had a coordinator of pupil activities assigned the responsibility to that individual. In the schools without this position, particularly in the "C" schools, they assigned this function to the guidance department. The "A" and "B" principals assigned this to the guidance department about as often as they did so to other building administrators. Among the schools that shared this function, there was no discernible pattern to this sharing. It was shared with faculty committees, counselors, student councils, other building administrators and the district office. One "A" size school principal assigned this function to the student council.

Program for Exceptional Children

About 25 per cent of the principals handled alone the program for exceptional children with no appreciable difference in pattern between the different size schools. Slightly more than 50 per cent of all principals shared this function, in a variety of ways, but more often with the

district office personnel than other ways. The guidance staff was involved more often in the sharing than were other building administrators. In less than 8 per cent of the schools was this function shared with the general faculty, according to the principals responses to this question. In the "A" schools, teachers were never asked to share in this function, whereas, in the "C" schools this occurred in 50 per cent of the schools. In nearly 75 per cent of the schools the principal handled this alone or shared this function. Approximately 18 per cent of the principals assign this function but never to an assistant administrator. It was assigned to the district office in 90 per cent of the schools and with counselors in the other 10 per cent of the schools.

Health and Safety Program

In 38 per cent of the "B" schools and 21 per cent of the "A" schools the principals handled the health and safety program alone, whereas, in the "C" schools the principals never handled this alone. In about 30 per cent of the schools this function was assigned and most often in 70 per cent of the cases to the physical education department. No distinctive pattern of assignment existed between the larger and smaller schools. In only 5 per cent of the schools was this function assigned to another administrator. In all size schools the science department as well as the school

nurses participated to some extent in this function. School nurses, however, had this function assigned to them in less than 3 per cent of the schools, and they shared in this function in less than 8 per cent of the schools. Very limited use was made of faculty committees in this function. Rarely did the district office participate in any size school in this function.

Summer Recreational Program

The handling of the summer recreational program was applicable to less than 29 per cent of the schools, since only 11 of the 40 school principals said they had summer recreation as an administrative function. It would appear then, that this administrative function had very limited application to most of the junior high school principals, regardless of the size school he administered. More than 50 per cent of the summer programs were in the "A" size schools. None of the principals handled this responsibility alone. In about half the schools that had a program, it was assigned to the physical education department. In one of the schools the P. T. A. administered the program. In none of the schools did the school staff other than physical education share or participate in this program. A very small percentage of the schools had some one from the district office administer the program.

Use of Instructional Materials

In the "B" schools, 12 per cent of the building principals coordinated the use of instructional materials alone, as compared to only 7 per cent of the "A" school principals, and 30 per cent of the "C" school principals. The "A" school principal, in 77 per cent of the schools shared this function with the district office personnel and his department chairman. About 50 per cent of the "B" and "C" school principals shared this function and there was no distinct pattern that the sharing followed. It might be with the district office personnel, department chairmen, faculty committees or other administrators within the building. In a previous chapter it was stated that nearly 50 per cent of the schools had individuals assigned to audio-visual instruction, and about 95 per cent of the schools had librarians. Yet in only 3 per cent of the schools did these people participate in any manner in the coordination of instructional materials. About 12 per cent of the principals assigned this function, with little difference in the pattern for the different size schools. There was also no pattern to the assignment, it might be to the assistant principal, the district office, department head, or a committee of faculty. However, only 2 per cent of the principals said they assigned this to one of their assistant administrators.

Work with Pupils

All the functions in the category of working with pupils were more often shared by the building principal with other staff members than handled in any other manner. Slightly more principals handled these functions alone than assigned them. However, it must be pointed out that the "C" school principal had no one to assign this responsibility to, so he either performed this function alone or shared the function. In the "B" schools, all the functions in this category were almost equully handled alone, assigned or shared. The principals in "A" size schools handled these functions alone in 50 per cent fewer instances than did the "B" school principal. There was little difference between the "A" and "B" school assigning these functions to anyone, or to a pattern of assignment. Table 20 indicates how this function was administered.

Behavior Control

One-half the schools reported that behavior control was shared with assistant principals, guidance personnel or teachers in all size schools. Assistant principals shared this function in 50 per cent of the "A" and "B" size schools, and guidance personnel in about 30 per cent of these schools. In the "C" schools, guidance personnel shared this function in 50 per cent of the schools, with teachers participating

TABLE 20.--How Principals Handle Certain Administrative Functions Related to Working with Pupils in 40 New York State Junior High Schools with Different Size Enrollments.

Key: A - Alone B - Assigned C - Shared	Size of School								
	Over 900 (13 schools)			600 - 900 (14 schools)			Under 600 (13 schools)		
	A	B	C	A	B	C	A	B	C
1. Control of pupil behavior.	2	3	7	6	2	6	7	0	6
2. Accounting of pupils	3	6	4	6	5	3	9	0	3
3. Scheduling of pupils.	3	3	8	6	4	4	7	2	3
4. Maintaining pupil personnel records.	1	6	6	3	8	3	5	4	3
5. Directing program for orientation of new students.	1	4	8	2	6	5	2	5	6

less than other building administrators. In the "C" schools, about 54 per cent of the principals handled this function alone, as contrasted to 43 per cent and 15 per cent of the "B" and "A" schools, respectively. In about 25 per cent of the "A" schools the principals assigned this function and did so either to assistant principals or to the guidance department. In the "B" schools those 15 per cent of the principals who assigned this function, did so to other building administrators. This function was handled alone by the principal in about 38 per cent of the schools and shared the function in 50 per cent of the cases, or in about 90 per cent of the schools the building principal was involved in this function.

Pupil-Accounting

In nearly 45 per cent of the schools pupil-accounting was handled by the principal alone. However, nearly 50 per cent of the cases were in the "C" size school where there were no other administrators to whom this function could be assigned. In more than 50 per cent of the "A" and "B" schools about 42 per cent of the principals assign this function to an assistant administrator. However, in the other 50 per cent of the schools they assigned this function to nurses, guidance counselors, teachers or clerks. This assignment followed no distinct pattern in any size school. This was a shared function in only 25 per cent of the schools, with no distinctive pattern of sharing emerging between the

three different size schools. Those who shared the function did so in nearly 80 per cent of the cases with district office personnel or other administrators in the building. Teachers rarely participated in this function in any size school.

Pupil-Scheduling

Eight per cent of the principals of all size schools said they handled pupil scheduling alone, or shared it with other staff members. The 20 per cent who assigned this function, predominately assigned it to the guidance counselors in 60 per cent of the schools. Assistant principals were rarely assigned this function any more often than it was assigned to classroom teachers. In the "C" schools, guidance counselors shared this function in 50 per cent of the schools, with teachers participating less than other building administrators. Of the 40 per cent of the principals who handled this function alone, nearly 50 per cent occurred in the "C" size school, while twice as many "B" school principals handled this alone as did "A" size school principals. Over 75 per cent of the "A" school principals shared this function with guidance counselors. In only 25 per cent of the schools were other building administrators sharing in this function. The "B" size school principal always shared this function with his guidance counselors, as did the "C" size school principal.

Personnel Records

In 45 per cent of the schools the keeping of personnel records was assigned to the guidance counselors. However, in one "A" size school this function was assigned as a clerical responsibility, to a clerk. Except in the "C" size schools this function was rarely handled alone by the building principal. Nearly 40 per cent of the "C" size school principals handled this function alone. Seventy-five per cent of the principals in the "A" and "B" size schools who shared this responsibility, did so primarily with the guidance counselors. In all other cases of sharing it was done with clerical personnel. The "C" school principal shared this exclusively with the guidance counselors.

Pupil-Orientation

Less than 15 per cent of the principals stated that they handle the orientation of pupils alone, with no distinct difference in pattern between principals in the different size schools. In nearly 38 per cent of the schools principals assigned this function almost exclusively to guidance counselors. One "C" school principal assigned this to the student council. No principal either assigned or shared this responsibility with any other administrator in his building.

The predominate pattern of administrative handling of this function was for the principal to share it with

guidance counselors. This was the case in 45 per cent of all size schools. In only one instance was this shared with others, and this occurred in one "A" school, where an assistant principal shared this function.

Work with Personnel

The administrative functions in the category of working with personnel were predominately performed (66 per cent of the cases) by the building principal alone, and there was no distinctive difference in pattern between the different size schools. Less than 8 per cent of the principals said that they assigned the functions in this category. After carefully examining the data it is doubtful if more than 2 per cent of those functions are really assigned for the following reason. Nearly 78 per cent of those principals who said they assigned this function, did so to someone in the district office. Experienced administrators would probably recognize that a building principal cannot assign a function back to the person who would have the only authority to have assigned the function to the building principal in the first instance. It would probably be more correct to state that those principals shared with the district office those particular functions, rather than that the principal assigned them to the district office. Table 21 indicates the manner in which principals handled this function.

TABLE 21.--How Principals Handle Certain Administrative Functions Related to Obtaining and Developing Personnel in 40 New York State Junior High Schools with Different Size Enrollments.

Function	Size of School								
	Over 900 (13 schools)			600 - 900 (14 schools)			Under 600 (13 schools)		
	A	B	C	A	B	C	A	B	C
1. Selection and recommendation to the superintendent for employment of personnel	6	3	3	7	1	6	9	1	3
2. Introduction and orientation of personnel	5	0	8	8	0	5	7	2	4
3. Supervision of Personnel	6	0	7	8	1	5	12	0	1
4. Evaluation of personnel--recommendations for promotions and retention.	9	0	4	10	1	3	10	0	3
5. Preparation and maintenance of staff personnel records.	10	1	2	10	0	4	9	1	3
6. Selection of substitute teachers.	4	6	3	7	3	4	8	2	3
7. Direction and coordination of inservice training program.	7	1	5	6	1	6	2	3	8
8. Counselling personnel.	8	0	5	9	2	3	9	2	2
9. Scheduling personnel.	12	0	1	10	0	4	11	1	1

In any event, in less than 25 per cent of the schools, principals shared the functions in this category with staff members. By far the greater majority of functions were shared with the district office personnel.

Selection and Recommendation

Nearly 90 per cent of the principals actively participated in the selection and recommendation of personnel, if one assumes, as it must be assumed, that when the individual assigns an authority he has transferred to another the right or power to act. The predominate pattern of behavior indicates that 60 per cent of the building principals handled this function alone. In the "A" size schools, only 46 per cent of the principals handled this function alone, whereas, in the "B" and "C" schools 64 and 69 per cent of the principals, respectively, handled this alone. Nearly 13 per cent of all the principals, 60 per cent of whom are in the "A" size schools stated this function was assigned to the district office. This function was not assigned by any principal except to the district office.

In about 30 per cent of all schools this function was shared exclusively with the district office. In only one other case of sharing, and this occurred in an "A" school, was the sharing done with the department head.

Induction and Orientation

The principals indicated that in 50 per cent of

the schools that they handle this function alone. In the "A" size schools, 39 per cent of the principals handled this alone; 61 per cent shared it with the staff. In the "B" size schools, 57 per cent of the principals handled this alone; and 38 per cent shared it with the staff. In the "C" size schools, 54 per cent of the principals handled this alone; and 31 per cent shared with others. In all size schools, approximately 50 per cent of the sharing occurred with district office personnel. There was no distinct pattern of sharing this responsibility with other than district office staff. Sharing was done also with department chairmen, teachers, or other administrators in the building. In one "C" size school, this function was assigned to the teachers association, and the other case to the district office.

Supervision

In 98 per cent of the schools the building principal is responsible for supervising of personnel. In only one case was this function assigned, and that one case in a "B" size school, to the district office. In 92 per cent of the "C" schools; 57 per cent of the "B" schools; and 42 per cent of the "A" schools, the building principal handled this function alone. Approximately 33 per cent of the principals stated that others shared in this function. In only one case did department chairmen share this function.

All other sharing was nearly equally divided between the district office and other administrators in the building. More than 50 per cent of all the sharing of this function took place in the "A" size school buildings. Of the building assistant administrators who participated in this function, 65 per cent of them were in the "A" size schools, and their participation was limited to sharing the function, it was never assigned to them.

Evaluation

Nearly 75 per cent of the building principals stated they handled the function of evaluation alone. There was no difference in pattern between the different size schools in the principals' handling of this function alone. Only one principal assigned this function, and that to the district office. It was the same principal who assigned the responsibility of supervising personnel to the district office. Of nearly 30 per cent of the principals who shared this responsibility, nearly 65 per cent of the sharing was done with district office personnel. In the other case of sharing, assistant administrators in the building exclusively shared this function. There was no difference between the size of schools in the sharing pattern of this function.

Personnel Records

Nearly 73 per cent of the principals in all three size schools said they alone handled personnel records.

There was no appreciable difference between these different size schools in this regard. In only two instances was this function assigned, and in both instances to the district office personnel. This function was almost always shared with district office personnel, regardless of the size of school building. Also, the sharing pattern was nearly the same in all size schools. One assistant principal shared this function with the building principal in one of the "A" size schools.

Substitute Teachers

Nearly 50 per cent of all the principals secured their own substitute teachers. Only 30 per cent of the principals of the "A" schools handled this alone whereas in the "B" school, 50 per cent did so and in the "C" schools, 62 per cent did so. Of all the functions in this category, this one function was assigned more than any other. Twenty-five per cent of the principals said this function was assigned. It was assigned to the district office in nearly 70 per cent of the cases, predominately in the "A" size schools. Assistant principals exclusively had this function in the schools in which it was not handled by the district office. Fifty per cent of the "A" school principals assign this function, primarily to the district office.

Sharing this function followed no distinctive pattern in the different size schools. Eight per cent of the sharing

was done with the district office, and 20 per cent with other administrators in the building. One school principal who shared this function with the district office, did so with the superintendent's secretary. In sharing this with the district office, however, it was usually with the assistant superintendent or the coordinator of secondary education.

Inservice Training

In nearly 38 per cent of the schools the function of inservice training was handled by the principal alone: in the "A" schools, 54 per cent; in "B" schools, 43 per cent; and in "C" schools, 15 per cent. This function was assigned in only 13 per cent of the schools, with the "C" school principals assigning 60 per cent of all cases. Except in one school, that assigned this function to a committee of teachers, assignment was to personnel in the district office.

Of the principals who shared this function, 74 per cent did so with the district office. Sharing this function with the district office occurs in 38 per cent of the "A" size schools; 43 per cent of the "B" size schools; and 62 per cent of the "C" size schools. About 25 per cent of the "A" size school principals shared this function with the assistant administrators in their buildings. The Teachers Association shared this function in one of the "C" size buildings. In only one school, "B" size, did department chairmen share this function. Two assistant principals in

"A" schools shared this function with the building principals.

Counseling

In the majority of the schools, (65 per cent) counseling was handled by the principal alone. There was relatively little difference in the pattern between the different size school buildings. Only 10 per cent of the principals assigned this function, and only in the "B" and "C" size schools. Half of this assignment was given to the district office. In one school this function was assigned to a committee of teachers and in another, to the guidance staff. There was no distinctive pattern of sharing in the different size schools. It was rather equally divided between guidance staff, district office personnel and other administrators in the building, as well as department chairmen. More than 50 per cent of the sharing occurred in the "A" size school building, with various personnel mentioned previously. There was no distinct pattern of sharing in the "B" and "C" size schools.

Scheduling

The function of scheduling in all size schools was predominately handled by the building principal alone, and no distinctive pattern could be discerned for the different sizes of schools. Nearly 85 per cent of the principals stated they handled this alone, with virtually no school principal assigning this function.

With the 15 per cent of all school principals who did share this function, no discernable pattern of sharing was predominant. Nearly 65 per cent of the sharing occurred in the "B" size schools, with assistant principals, committees of teachers and department chairmen. In the "A" and "C" size schools sharing of this function rarely occurred.

Work with Community

The functions in the category "work with community" as shown in Table 22, were shared by the building principals, slightly more than were handled alone. In 46.5 per cent of all replies to all questions principals said they handled these functions alone; 47.8 per cent said they shared these functions. Less than 6 per cent of all responses of all principals indicated that they assigned these functions. There was no discernible difference in pattern between the different size schools in regard to assignment. The "A" size school principals shared functions about as frequently as they handled them alone, when compared to the "B" size school principals who shared functions 50 per cent more often than he handled them alone. The "C" school principals handled functions alone more than 50 per cent as often as he shared the function.

Determination of School's Education Needs

In 65 per cent of the cases, the principal alone helped the superintendent determine the educational needs of

TABLE 22.--How Principals Handle Certain Administrative Functions Related to Maintaining Effective Interrelationships with the Community in 40 New York State Junior High Schools with Different Size Enrollments.

Function	Size of School								
	Over 900 (13 schools)			600 - 900 (14 schools)			Under 600 (13 schools)		
	A	B	C	A	B	C	A	B	C
Key: A - Alone B - Assigned C - Shared									
1. Helping the superintendent to determine the educational needs of the school.	10	1	2	8	1	5	7	0	6
2. Preparation of special reports and bulletins regarding the school.	10	0	3	7	0	7	10	0	3
3. Confering with parents and other lay groups.	2	0	11	4	0	10	6	1	6
4. Working with P. T. A. and other lay groups.	4	0	10	5	0	9	8	1	4
5. Preparation of public relations information.	5	3	3	5	0	9	9	1	3
6. Developing procedure for reporting pupil progress to parents.	3	1	9	1	1	12	4	1	8
7. Planning and coordinating public relations program for the school.	7	1	5	6	2	6	6	2	5

the school. Rarely was this function assigned, since only 5 per cent of the principals said they did so. In 33 per cent of all schools, the administration of this function was shared with others. In the "A" size schools, 77 per cent of the principals handled this function alone. The smaller school principals in the "B" and "C" size schools performed this function alone in 57 and 54 per cent of the cases, respectively. Principals in the smaller schools shared this function more often than did the principals of the larger schools. Whereas 43 per cent of the "C" school principals shared this function, only 29 per cent of the "B" school principals and 23 per cent of the "A" school principals did so. Nearly 70 per cent of all principals who shared this function did so with the entire teaching staff. Some sharing was done with fellow building administrators, and in one district, with a Citizens Committee. Approximately 23 per cent of the "A" and "B" size school principals shared this function, and nearly 43 per cent of the "C" school principals also shared it.

Special Reports and Bulletins

Nearly 48 per cent of all principals in all size schools handled special reports and bulletins alone. Of this 48 per cent, the "A" and "C" size school principals did this in 77 per cent of the schools. In the "B" size schools, however, only 50 per cent of the principals said they handled

this alone. The "A" and "C" size school principals, in 23 per cent of the schools, said they shared this function, as compared to 50 per cent of the "B" school principals who shared it. This sharing was done with the total staff, other building administrators, and to some extent with the district office. About 50 per cent of the schools shared this function with the total staff; about 30 per cent with other administrators, one-half of whom were department chairmen; and nearly 15 per cent with the district office personnel. Two principals indicated that they shared this function with administrative assistants in their building.

Conferences with Individual Citizens

Sixty-eight per cent of the principals, when asked how they handled conferences with individual citizens, said that they shared the function with members of the teaching staff. Nearly 85 per cent of the "A" size school principals said they shared the function about equally with guidance personnel, total teaching staff, and their assistant administrators. In the "B" size schools 72 per cent of the principals shared this function in the same pattern as did the "A" school principal. Only 42 per cent of the smaller school principals shared this function, largely with their teaching staff. Of the 30 per cent of the principals that handled this function alone, the "A" size school principals made up only about 15 per cent of the total; the "B" principal 30

per cent of the total, and the "C" principal 55 per cent of the total. Only one school principal assigned this function, that being a principal in a small school, who assigned this function to a committee of teachers.

P. T. A. and Other Lay Groups

The pattern for handling of P. T. A. and other lay groups was quite similar to that for handling conferences with individual citizens, previously discussed. Sixty-one per cent of the "C" school principals; 35 per cent of the "B" principals; and 30 per cent of the "A" principals handled this function alone. Only one principal in the small school assigned this function, and this assignment was to a faculty committee. About 53 per cent of all the principals shared this function. Seventy-seven per cent of the principals in the "A" size schools shared it; 15 per cent in the "C" schools; and 65 per cent in the "B" schools. The largest schools, "A" shared this function in no distinctive pattern, sharing it with P. T. A., district office, teachers committee, administrators in the building, as well as with the entire teaching staff. More sharing was done with the entire staff than with any other group. In the "B" size school, this sharing pattern followed the pattern of the "A" schools, that is, it was shared basically with the entire staff. The little sharing that the "C" school principals did was with the entire staff.

Public Relations Information

The pattern for administering public relations information in all schools was about equally divided between those principals who shared the function, and those that handled it alone. Of those who handled it alone, the "C" school principal did so in nearly 70 per cent of the schools, whereas in the "B" and "A" school they handled it alone in slightly less than 40 per cent of the schools. About 10 per cent of all principals who assigned this function are in the "A" size schools where they have specialized personnel to handle this function. One "C" school principal assigned this function to a faculty committee.

Slightly more than 40 per cent of all the principals shared this function with their staffs. Principals of the "C" size schools shared the function in only 22 per cent of the schools, as compared to 65 per cent of the "B" size schools, and 38 per cent in the "A" size schools. This sharing pattern was quite irregular, though the entire staff participated in the function in nearly 50 per cent of all schools where the principals shared this function. Also sharing in the function were teacher committees, the district office, other administrators in the building, as well as a particular teacher.

Reports to Parents

Nearly 75 per cent of all principals in all schools shared this function of reporting to parents. About 65 per

cent of principals in "A" and "C" size schools shared this function, as compared to nearly 85 per cent in the "B" size schools. Predominately, the sharing was with the entire teaching staff. However, nearly 20 per cent of the principals shared this function only with their guidance staffs. Of the very small per cent of principals who assign this function, there was no established pattern of assignment to staff, committees or guidance counselors. Only 20 per cent of all principals handled this function alone. Only 8 per cent of the "B" size school principals handled it alone, whereas nearly 25 per cent of the "A" and "C" size schools used this procedure. Rarely did assistant administrators participate in any manner in the administration of this function.

The Program of Public Relations

Planning and coordinating the public relations program for the school did not seem in any way related to the size of the school, or the kinds of staff that was available to the building administrator. Whereas 48 per cent of the principals handled this function alone, nearly 45 per cent of them shared it. There was no difference in the manner in which the different size schools handled this function. Nor was there a basic pattern to the sharing. Most principals shared the function with the entire staff, though in some buildings it was shared with other administrators in

the building, the district office, or in one case with a single teacher. Nearly one-third of the principals who shared this function, did so with the administrators assigned to their building.

Work with Funds and Facilities

The administrative functions in the category of "work with funds and facilities" in 45 per cent of all the different size schools were handled by the principals alone. The reader will note, in Table 23, that the "C" school principals' decision to handle these functions alone, comprised nearly 40 per cent of those "alone" decisions. Assigning these functions in the "A" and "B" schools was about equal. While these functions were shared in 30 per cent of all schools, the pattern of sharing did not seem to be phenomenally different in the different size schools.

Budgetary Requests

Almost 88 per cent of all the principals participated in budget making, alone or by sharing the function with others of the school staff. However, nearly 58 per cent of all principals said that they made the budget requests alone. In 43 per cent of the "B" size schools principals handled this function alone, whereas approximately 62 per cent of the principals in the "A" and "C" size schools handled it alone.

TABLE 23.--How Principals Handle Certain Administrative Functions Related to Providing Funds and Facilities in 40 New York State Junior High Schools, with Different Size Enrollments.

Function	Size of School								
	Over 900 (13 schools)			600 - 900 (14 schools)			Under 600 (13 schools)		
	A	B	C	A	B	C	A	B	C
1. Preparation of school budget.	9	1	3	6	2	6	8	2	3
2. Management of appropriation.	7	4	2	8	2	4	6	2	5
3. Plant planning and construction.	4	4	5	3	5	4	4	3	6
4. Administering insurance programs for students	3	4	5	6	6	1	5	4	4
5. Direction of program of plant maintenance.	2	6	5	3	8	3	5	5	3
6. Direction of school lunch program.	3	6	2	1	10	2	4	8	0
7. Supervising intramural activities.	0	4	9	2	4	8	3	1	6
8. Determining specifications for supplies and equipment.	6	2	5	2	2	10	9	1	3
9. Requisitioning supplies and equipment.	10	2	1	9	1	4	10	0	3
10. Distribution of supplies and equipment.	6	3	3	6	2	6	9	1	3
11. Inventorying supplies and equipment.	6	3	4	4	4	6	10	1	2
12. Preparation of reports for the superintendent.	10	1	2	13	0	1	10	1	2

Principals assigned this responsibility in only 12 per cent of all size schools. In a school of each of the different sizes, a principal did assign this responsibility to an assistant administrator in their building. Two schools, a "B" and "C" size school, said this function was assigned to the district office.

Of the 30 per cent of all principals that shared the making of budget requests, principals in "B" schools comprised 50 per cent. They shared this function with their total staff slightly more than they did with their department chairmen. Only one "B" school principal shared this function with the district office. The "A" and "C" size school principals followed no predominate pattern for sharing this function. It was rather evenly divided between total staff, department chairmen where they exist, the district office, and with other administrators on the staff.

Management of Appropriations

Twenty per cent of the principals said that they assigned the function of managing appropriations. In all but one instance this function was assigned to the district office. One of the largest schools had an assistant principal to whom this function was assigned.

Nearly 53 per cent of all the principals handled this function alone, with the size of the school not seeming

to be a factor. Of the nearly 30 per cent of the principals who shared this function, the size of school in which sharing occurred did not seem to be related. The "B" school principals shared this function more often with department chairmen than with either the total staff or the district office. The "A" size school principals shared it with either a curriculum coordinator from the district office or their total staff. The smaller school principals in "C" size schools comprised nearly 55 per cent of those principals sharing this function, and this sharing seemed to follow no distinct pattern. Principals of all schools more often shared this function with the district office than with their staff, or department chairmen where they existed.

Plant Planning and Construction

There was no predominant pattern in these schools for plant planning and construction. About an equal number of principals said they assigned this function as those who said they handled it alone. Those who assigned the function in all size schools, did so exclusively to the district office. Nearly 60 per cent of those who shared, did so with the district office. One must conclude that there was no distinct pattern here and that size of school seemed unrelated as to how or by whom this function was handled. Only one principal stated that an assistant building administrator participated in this function.

Student Insurance Program

Like the previous function, there is no really distinctive pattern among the schools as performance of the student insurance program. Thirty-five per cent of the school principals said they handled this alone, and the same per cent said they assigned the function. Slightly more of the "B" school principals than others handled this function alone or by assignment than do the other size school principals. Nearly 50 per cent of all the school principals that assigned this function do so to a director of physical education. Others to whom the function was assigned were the school nurse, student councils, P. T. A.'s and the district office. Among these there seemed to be no clear pattern of assignment in the various size schools. This function was never assigned to another administrator in any size school.

About 25 per cent of the principals shared this function and in over 50 per cent of the schools they shared this with the district office. "A" and "B" size schools comprised 90 per cent of the principals that shared this function, about equally divided between the two. Other than sharing this function with the district office, schools shared it with the school nurse, the P. T. A. and other building administrators where they existed. There was no distinct pattern of sharing, other than with the district

office for all size schools. Only in two of the "C" schools was this function participated in by building administrators other than the principal.

Plant Maintenance

The principals, in reporting on plant maintenance, indicated that in more than 58 per cent of all the schools, this function was either assigned or shared with the district office personnel. About 25 per cent of all principals said that they handled this function alone, with the "C" school making up 50 per cent of the cases.

Those principals who assigned this function comprised about 50 per cent of all the schools. With two exceptions all principals said this was assigned to the district office. It was interesting to observe that the function was assigned in one of the "C" schools to a shop teacher. Only one assistant principal was assigned this function.

The majority of principals who shared this function with others did so with the district office, and to a lesser extent with custodians and their administrative assistants. There was no distinctive pattern of sharing for the various size school enrollments. Only two administrators of the 40 schools in the study shared this function with other building administrators.

School Lunch Program

Thirty-seven of the 40 schools had school cafeterias.

The school lunch program was assigned, in 65 per cent of the schools, to the cafeteria managers. One assistant principal was assigned this administrative function as was one teachers committee. Assigning this function seems not be related to the size of school. Little sharing was done with this function for it involved only 10 per cent of the principals who handled the activity in this manner, and no pattern of sharing developed. What sharing was done, occurred with the assistant principal, teacher committees, cafeteria managers or faculty sponsors.

Only 20 per cent of the principals handled this function alone. Twenty-three per cent of the "A" size school principals handled it alone; 30 per cent of the "C" school principals; and only 8 per cent of the "B" principals.

Intra-Mural Activities

Nearly 30 per cent of all principals who assigned intra-mural activities did so almost exclusively to their physical education departments. Only one assistant principal in one of the largest schools, was assigned this function. Most of the principals of all size schools who shared this function, shared it with their physical education departments. Two middle size schools shared it with a faculty committee, while one of the larger schools shared it with another building administrator. Less than 15 per cent of the school principals handled the function alone, none of whom were in the "A" size schools.

Supplies and Equipment

The functions related to supplies and equipment are discussed here under the separate headings of specifications, requisitions, distribution and inventory of supplies and equipment.

Specifications.--The making of specifications for supplies and equipment was assigned by the principals in less than 13 per cent of the schools, and in 60 per cent of the cases, assignment was to the business manager of the school district. Only one assistant principal and one teacher committee was assigned this function.

Nearly 45 per cent of all principals shared the administration of this function. They shared it with the district office, teachers, and other building administrators. The "B" school principals shared it in 70 per cent of the schools, whereas the "A" school principals shared it in 38 per cent of the schools. The "C" school principals shared it in only 23 per cent of the schools. There was no distinct pattern of sharing this activity in the different size schools. The function was shared with the district office, total staff of teachers, other building administrators, as well as teacher committees. More principals shared this function with the business manager in the district office than in any other manner. Closely following in the sharing pattern were the teaching staff and other building administrators.

Teacher committees played a very minor role in sharing this function with the building principal.

Principals handled this function alone in nearly 43 per cent of all size schools. The "C" school principals handled it alone in 70 per cent of the schools, as compared to 42 per cent in the "A" size schools, and 15 per cent in the "B" schools.

Assistant building administrators were involved in only three of these 40 schools in administering this function. One large school assigned this function to an assistant principal, and in two of the "B" schools they shared this function with the principal.

Requisitions.--The requisitioning of supplies and equipment was handled by the principals alone in nearly 75 per cent of all schools, and the size of school seems not to be a factor in this aspect. Only 8 per cent of the principals assigned this function and this occurred only in the larger schools. They predominately assigned this function to secretarial assistants, though in one case an assistant principal had this function assigned to him.

Less than 25 per cent of the principals shared this function alone, primarily in the smaller schools. There was no distinct pattern with whom this function was shared, regardless of the size of the school. It was shared with department chairmen, administrative assistants, teachers,

the board of education as well as faculty committees. Only one assistant building administrator shared in this function.

Distribution.--The majority of the building principals handled the function of distributing supplies and equipment alone. In the "C" size school, nearly 70 per cent of the principals handled this function, as contrasted to nearly 43 per cent in the "A" and "B" size school buildings. The small per cent of principals who assigned this function, predominately did so to clerical and secretarial assistants, although in one "A" school, the principal assigned this to the librarian. In two of the larger schools, this function was assigned to assistant building administrators.

Those principals who chose to share this function with their staff, did so with a variety of groups. These groups included the department chairmen, custodians, teachers, clerical staffs and other building administrators. Custodians handled this function only slightly more often than did department chairmen or the teachers. Nearly 50 per cent of the principals who shared this function were in the "B" size school buildings.

Inventory.--In the "C" size schools, 77 per cent of the principals took the inventory alone. In the "A" size schools, about 45 per cent handled this alone, and about 30 per cent in the "B" size school buildings. Only about 20 per cent of the principals in all size schools

assign this function, and practically all the assignment occurred in the "A" and "B" size schools. There was no discernible pattern to whom they assigned this function, being rather equally divided between clerical, administrative, teaching and library personnel. In the "B" size schools, more teachers were assigned to administer this function than in the other size school buildings. Two schools assigned this function to assistant building administrators.

Those principals who shared the administration of this function were primarily in the larger schools. More teachers were used in this function than any other groups of individuals. However, department chairmen, custodians and other administrators shared equally in the function. The "B" size school principal shared it more often with department chairmen, whereas the "A" size school principal shared it most often with the entire teaching staff. Of the groups, clerical personnel shared least in this function. Only one assistant principal shared in it.

Reports to Superintendent

Nearly 85 per cent of all the principals stated that they handled this function alone, with no discernible difference in pattern occurring between the different size schools. Assignment of this activity rarely occurred. In one case the principal assigned it to clerical personnel, whereas another principal assigned it to an assistant

administrator in the building. In the 40 schools, seven principals said they shared this function with the following seven different groups of individuals: administrative assistants, committees, department chairmen, clerical personnel, teachers, guidance counselors, and the total staff. Other than the principal handling this function alone, there was no distinct pattern in handling the function among the different size schools.

CHAPTER VI

GUIDELINES FOR ADMINISTRATIVE ORGANIZATION AND STAFFING IN THE JUNIOR HIGH SCHOOL

Organization serves as one means of attaining the goals of an institution. Administration is the process of getting things done with others. If the junior high school is to accomplish its purposes, it must coordinate the efforts of all individuals within the organization. The primary function of the building principal is to coordinate the efforts of the staff for the successful and harmonious achievement of its objectives. This coordination of activity is accomplished through planning, organizing, staffing, directing, and controlling activities of all individuals engaged in the enterprise. These processes are not only essential in the administration of all cooperative enterprises, they are essential for all professional staff members if they are to fulfill their assignments adequately.

Since the organization of human beings for the accomplishment of common objectives is as old as civilization itself, one might expect that of all the disciplines, the science of administration would be quite advanced. The science of administration that does exist, has been largely

developed for the business and industrial world and has its application to those fields. Most of the existing principles of organization had their origin in the philosophical framework of business management and they incorporate the techniques, procedures and value judgements necessary for business operation. To most educators, however, these principles are not entirely acceptable as guidelines for educational institutions, for the value system of business and education may in certain instances be different. Thus, it appears that no methods of administration have been developed that have universal application.

Education has a value system based on the idea that it should prepare individuals to preserve and to further the democratic way of life. The principles of organization for educational institutions, then, must stem from the aim of a free society and an organization so structured so as to reflect those beliefs. Education then, is searching for effective and democratic principles of administration that are applicable to the school organization. As these principles are discovered, developed and applied to the administration of educational institutions, they will further the basic purposes of education.

Today's society is characterized by revolutionary improvements in the physical and biological world, but the social sciences have lagged far behind. Only in rather recent years has it been discovered and demonstrated that

the old heirarchy of autocratic management was not an effective means of creating productive and cooperative employees. It has been learned that human resources are fully utilized when the individual recognizes that his work is important and appreciated by those for whom he works. Further, the need to capitalize on the dynamics of group spirit and create a desirable level of interaction among the workers has been recognized.

These discoveries suggest that unless there is better utilization and coordination of activities of people, inefficiency and waste of human resources will occur. The full utilization of human resources by coordinating the activities of people, so that individual objectives become translated into group attainment, is in a broad sense the job of administration. As the quality of administration improves, the ability to utilize human as well as material resources will improve. This ability to improve administration, however, rests upon the ability to discover applicable principles.

It is quite clear that the field of education is searching for principles that will improve the effectiveness of school administration. These principles, however, must serve the unique purposes of education and cannot be adaptations from business management or other professional groups, unless the purposes of the professional world are the same as education. As these principles are discovered it will

be possible to utilize and coordinate efforts of individuals for more effective attainment of group activities in education than is now possible.

Factors in Administrative Organization and Staffing

The functions involved in the administrative organization and staffing of an enterprise seem to be a subject of some disagreement among different authorities who have written on the subject. Since there is no unanimity on what the functions should be, the approach here will be to define and describe those factors that most authorities consider to be most important in the administrative process of an educational institution. The aspects of functions were selected and placed where they seemed most logically related to the main topic under consideration.

Administration of the junior high school has reference to the techniques, procedures, authority and processes employed in operating the organization to fulfill its purposes, in accordance with the adopted policies of the local school district. Administration in this frame of reference has two central facets or characteristics: purpose and methodology. Purposes can be sub-divided into those serving the external needs of the organization and those serving the internal needs.

The external purpose of the junior high school is to fulfill the objectives for which it was created. To

illustrate this point, one of the purposes defined by the seminar groups was to "help students develop the democratic skills and attitudes necessary for American citizenship by appropriate direct experiences." Society expects that as young people increasingly assume more of the responsibilities of citizenship, they will develop the understandings, concepts and skills in human relations necessary for social living in American democracy. Adolescents want to feel adequate in face-to-face relationships and social activities. These relationships have reference to not only immediate relations but to the larger framework of the community: the Nation and the world. The patriotic sentiments which pupils have developed in childhood should be augmented to include a clear understanding of American democracy and a positive attitude toward responsible membership in it. If pupils are to acquire skills in democratic living, the school should provide countless, daily conditions and opportunities which will encourage them to act upon and practice the moral beliefs of the culture so that these beliefs may become for them a consistent and meaningful life perspective. To acquire democratic behavior, pupils need to be taught about democracy in the classrooms and in the school, on all appropriate occasions. Most important is to provide pupils the opportunity for experiencing democratic behavior in many school activities. Such activities, for example, as the student government, home room organizations, and

other similar activities. The influence of the peer group should be used to foster socially desirable habits, attitudes and relations. Pupils should be provided many opportunities, in the school and in the community, to practice skills in which citizens engage.

Administration, then, serves the external purposes of the organization by designing, promoting, inaugurating, and sponsoring activities within the school by appropriate means, so that the students acquire the skills and attitudes necessary for effective living in a democracy. Further, the administrator and all school personnel, in their undertakings with pupils, follow these democratic procedures they wish pupils to acquire.

The second purpose of administration is to serve the internal needs of the organization. Meeting the internal needs has reference to the degree to which administration is successful in securing the coordination, collective cooperation, control, motivation, meeting of the minds and integration of the individuals in carrying out the objectives of the organization. Perhaps using an analogy will clarify the connotations of the words used in describing internal purposes. A symphonic orchestra is composed of many musical instruments, all necessary to produce the melodic tones of a given composition. But to produce this tone there must be harmony--a simultaneous sounding of a note, on the various instruments, to fulfill the composer's objectives. Coordination

to meet the internal needs of the junior high school also has reference to harmony. To meet its external objectives, the school needs all the individuals in the organization to function in harmony. It also requires the individuals to work together, as though they were only one person, just as the different instruments of the orchestra sound the one note for a tone. To secure this one tone, there must be control of the instruments. So in the administration of an organization there must be control, to secure effective action or to restrain. The notes of the music are the motivators of the musicians to think and to act. Administration is concerned with the motivation of individuals in the organization to think and to act and to secure a meeting of the minds on the action. It is also concerned with integration, to consolidate the individuals into a single whole, as the instruments in the orchestra are integrated to sound as though they were a single instrument.

The second characteristic of administration at the junior high school level, is concerned with the methods the administration uses to fulfill the school's objectives. Methods are basically subdivided into three aspects: power or authority; structure; and process. Administrative power or authority has reference to the right and/or ability to determine the activities of others within a value system, whether autocratically as vested in a person or hierarchy; or democratically, as upon common consent, agreement and

action. The principal, for instance, cannot direct activities of others unless he employs some techniques of directing. These techniques range from command, the most autocratic and least desirable means of direction, to consensus, the more democratic and more desirable means, to secure a meeting of the minds. Administrative structure is the relationship between functions and personnel. It is based on the grouping of activities according to their similar characteristics and significances. An administrative structure is designed for the purpose of coordinating and facilitating the accomplishment of objectives. Structure is also concerned with the authority relationships in the organization.

In the study of the administrative organization and staffing of the junior high school, the basic concern is with that aspect of administration which is called process. Process has to do with planning, organizing, staffing, directing, controlling, and evaluating, to fulfill the external as well as the internal purposes of administration. These are the principal functions that most authorities in business and public administration agree that all administrators must perform, regardless of the size or kind of institution or enterprise. A function is a natural or characteristic activity of a thing. Applied to the junior high school, "function" refers to an activity or activities that the administrator must perform.

The functions of planning, organizing, staffing, directing, controlling, and evaluating are all interrelated and simultaneously occurring in the junior high school. They never occur as isolated functions in the process of administration. For example, direction occurs with the staff, for their control, evaluation, and place in the structure of the organization, or to assist them in fulfilling a part of the basic objectives. However, it will be necessary for a more intelligent presentation of these functions to treat them as though they were separate processes, to explain their significance to the administration of the junior high school.

The purposes of an institution can only be achieved through people. People are the subject of administration, not the buildings, the program of studies, or the policies of the school district. The buildings, the program of studies, the policies, are the means or facilities whereby the purposes of the organization are achieved. They are "things," inanimate objects to be changed at will, or resources to be utilized or consumed to serve the desired ends. While the principal is concerned with the policies and the curriculum, his primary concern is, or should be, with the people who report to him, making certain they understand the purposes of the junior high school, that they act in concert, and that what they do is coordinated in terms of time and resources. Therefore, administrators are always,

or should be, concerned with the human resources, through which the purposes of the institution are accomplished.

The necessity for such harmonious action is well established. Conflict in practice or intentions must be avoided. Coordination is impossible, however, without an acceptance by all personnel of the predominate goals of the institution. If the principal of the school is not sure of its basic goals he cannot secure the coordination of staff efforts. Unless each member of the staff has a clear understanding of the institutional goals, he will be forced to be guided by his own concepts of what the purposes are. Should this be the case, the tendency is for individuals to be more concerned with self aggrandizement than broad institutional purposes. Effective coordination cannot be achieved by command from the administrator. Coordination must be achieved through the interpersonal relationships of people in the institution. Through personal contact the staff members exchange ideas, prejudices and purposes, and with the understandings gained by this group process, find ways to achieve the institutional, as well as personal goals. Barnard stated this idea of personal interactions as:

The group as a social concept persist because of the fact that significant relations between persons in groups are regarded as those of systematic personal

interactions. In each cooperating group, the cooperative acts of persons are coordinated.¹

The ability to coordinate effort is without doubt one of the prime requisites of an administrator. However, securing coordination in an educational institution is related to the value system of education, not the value system of the business or the industrial world. Education has as its purposes the preservation and furtherance of the democratic way of life, founded in the values of the culture in which it exists. What is desired in coordination in schools, is what Dimmock wants as a test of management: ". . . whether the organization has a life and a spirit which excite the best efforts of everybody in it."²

The functions of the administrative process of primary concern in this study are organizing and staffing. These functions are not isolated from other functions in the administrative process and it is necessary to show briefly their relationship to planning, staffing, directing, controlling and evaluating. These processes are treated in the remaining sections of this chapter.

¹Chester I. Barnard, The Functions of the Executive (Cambridge, Mass.: Harvard University Press, 1938), p. 70.

²Marshall E. Dimmock, The Executive in Action (New York: Harper and Brothers, Publishers, 1945), p. 11.

Planning

Planning is fundamentally a task of choosing. Dimmock defines planning as

. . . a process involving the careful arrangement of known factors in the area of one's jurisdiction, followed by the testing and possible modification of the program in the light of surrounding and conditioning circumstances.³

If there were no choosing in objectives, policies, programs or procedures, planning would be so inflexible as to hardly exist. Planning is an intellectual process, the conscious determining of courses of action. Well considered planning tends to direct the activities toward the accomplishment of basic goals. Without planning, action would probably become random activity and the organization would surely eventually disintegrate.

It is often forgotten that wide participation in planning is important in an institution. Every individual is important in the institution and should be informed of all plans affecting his area of authority. Thus the individual is better able to make plans for his activities as a part of the major plan. Dimmock has this reaction to participation in planning:

. . . planning is something in which everyone in the organization is concerned. Major contributions to the formulation of goals and the determination of

³ Ibid., p. 125.

strategy frequently originate far down the line in some obscure employee whose ideas are then passed up to the top. Planning is a two way artery of traffic. . . . It is the nucleus of the administrative process.⁴

In all institutions planning is a continuous process and in the junior high school the principal must be concerned with three kinds of planning. Planning the goals for which the school was established and the objectives expected to be accomplished is one type of planning. The purposes of this type is to insure that the school meets the needs of the pupils and the community it serves. If these needs cannot be met, the school will become obsolete and then reorganization of the institution should take place. The administrator must also be concerned with the second kind of planning. This has reference to determining the activities required to achieve the school's purposes, the grouping and assignment of activities into positions, the assignment of authority to carry out the activities, and the means of coordination of positions. The principal must plan that kind of structure which will best achieve the purposes of the school. The third kind of planning is basically identified as administrative planning. This involves analyzing and determining in detail how best to achieve the broad objectives. The program of studies, the facilities,

⁴Ibid., p. 123.

and staffing, are all a part of administrative planning. Dale has defined organization planning as: ". . . the process of defining and grouping the activities of the enterprise so that they may be most logically assigned and effectively executed."⁵

Planning is not a process separate from other functions of administration. It is not the kind of work a theorist does locked up in an office. Planning is a process that must be utilized every day. It is a process whereby the administrator combines his knowledge with his authority, to achieve the objectives of the school.

Organization

The need for organization arises when one individual in an enterprise is unable to perform all the functions necessary to keep the institution in operation. Barnard has defined an organization as: ". . . a system of consciously coordinated activities or forces of two or more persons."⁶ An organization then is a system composed of the activities of individuals. Organization occurs, according to Barnard, when:

⁵Ernest Dale, Planning and Developing the Company Organization Structure (New York: American Management Association, 1952), p. 14.

⁶Barnard, op. cit., p. 73.

. . . (1) there are persons able to communicate with each other (2) who are willing to contribute action (3) to accomplish a common purpose. The elements of an organization are therefore, (1) communication (2) willingness to serve (3) common purpose.⁷

The organization will continue to exist if there is an equilibrium of these elements in the internal system. By definition, then, there can be no organization without people. It is clear that willingness of people to contribute effort to the organization is indispensable. Willingness, in organization, has reference to the surrender of personal conduct or of depersonalization of personal action, for organization action. Without the need to accomplish a common purpose an organization disintegrates or ceases to exist. To accomplish a common purpose becomes dynamic through communication. The purposes must be known and they must be communicated.

In any organization, there are also relationships of persons which occur in what is identified as the informal organization. Barnard⁸ describes organization as being informal when the interpersonal relationships are without conscious purposes, even though common or joint results may come from them. He also states that informal association precedes formal organization, and that formal organization creates additional informal organization.

⁷Ibid., p. 82.

⁸Ibid., pp. 116-118.

One of the essential needs of the individual is association, which requires interaction between individuals not provided by the formal organization. It is through informal organization that one "learns the ropes" and the patterns of behavior that develop in any organization. One of the most significant informal relationships almost invariably found in any formal organization is referred to as the "grapevine." The grapevine is the informal means of communicating knowledge, not openly available to the entire group, either because it is confidential or because the formal method of communication cannot be used for this purpose.

Since informal organization is essential to individual satisfaction and to the formal organization, administrators should recognize and utilize this process. Since man is a social animal and organization a social institution, the recognition of the elements of group behavior, their patterns and motivations are requisites to the success of a social undertaking.

In constructing the administrative organization of the junior high school, there must be some decisions regarding its structure. The important elements to be considered in developing the administrative structure are: line and staff authority relationships, the assignment of activities, span of control, and councils. Organization has as its central concern the grouping of these elements and of the human beings

who participate in meeting the objectives of the school.

Line and Staff

One of the basic issues in any organization concerns the decision made regarding the nature of authority relationships. The line authority concept is a basic theory of personal interrelationships within the organization. It is a pattern of operation which delimits the bounds of action of a particular individual and outlines the way he must work within that area. This concept holds that authority exists in a heirarchical structure from the head of the organization, through the organization, in a series of echelons or layers of sub-administrators to all individuals in the organization.

This rigid concept of line authority has been rejected among most educators, though some school systems still foster this basic organizational pattern to a degree. Schools organized on this basis tend to exhibit an authoritarian pattern of relationship among personnel and exercise authority rather dogmatically along vertical lines. The rigid line organization connotes that the administrator is the person to recommend and initiate ideas and innovations in the school system. Communication within the organization is almost always one way--from the top down. The rigid insistence and uniformity prevents making adaptations in education for the needs of pupils. As Koopman describes it:

"The inevitable result was to create confusion, conflict, and loss of efficiency."⁹

Staff relationships do not stand in a direct line relationship of authority, but are primarily advisory or consultative in nature. The staff performs functions which are not a part of the line relationship. Advisory personnel are specialists who supply expert assistance when it is requested but have no power or authority except that derived from their specialized knowledge. The reading consultant or speech correctionist in a school would exemplify this staff position. The coordinative personnel operate at the top administrative level to assist the administrator and relieve him of a number of minute details of his position. The assistant to the principal, who has no authority over teachers but might represent the principal in working with teachers on a problem, would be an example of one in a coordinative position.

In the organization of the junior high school, the lines of authority relationships should be decided before the administrative organizational pattern can be determined. These decisions will determine the organizational pattern under which the school's administrative staff operate. In all

⁹G. Robert Koopman, Alice Miel, and Paul J. Misner, Democracy in School Administration (New York: Appleton-Century, Co., 1943), p. 64.

school systems, real lines of authority exist (and should) from the teachers to the principal. The organization cannot be coordinated without a pattern of authority. The real problem is to organize so that authority operates according to accepted values and belief of our open society.

Assignment of Activities

Determining the administrative organization of the junior high school has to do with the assignment of activities or functions to fulfill the purposes of the school. Every organization has internal activities to perform to meet its external goals. It is important to identify that which needs to be done to carry out the purposes of the school and to eliminate those activities unrelated to the school's purposes.

An important decision must be made relative to the organization structure to perform these functions. One approach to the problem might be to assign these activities in terms of the skills possessed by members of the administrative staff. Milward has suggested that:

Organization must visualize a designed pattern of posts or jobs, into which people are fitted and the allocation of duties which is capable of being performed in each post. The duties would be grouped into convenient posts, according to the nature of the work to be done, not according to the abilities of staff who may be immediately available.¹⁰

¹⁰G. E. Milward, An Approach to Management (Cambridge, Mass.: Harvard University Press, 1957), p. 48.

The practice of grouping activities together, those activities which are similar, is both apparent and logical. Determining what needs to be done and then what skills are required, the administrator can then group them together. Positions within an administrative structure and the functions assigned to these positions can be determined either by a logical statement of the purposes of the organization or the assignment of functions to achieve these purposes or a distribution of the functions to individuals within the organization who have particular strengths. There is disagreement in the literature in regard to this question. On one side of the issue Millett states:

Unfortunately, organizational theory does not ordinarily recognize the personality factor. In reality, this is apt to be important if not a controlling consideration in determining the organization structure of any agency. The desire or need to accommodate a certain individual or because consideration accorded him may secure more important advantages. . . . In the present state of knowledge of public administration, it is probably as sound to pick key individuals and build the organization around them as it is to establish the administrative structure and then seek individuals to fill the key posts.¹¹

Urwick stated a contrary point of view as:

If he [the organizer] starts with a motley collection of human oddities and tries to organize to fit them all in, thinking first of their various shapes and sizes and colors, he may have a patchwork quilt: he will not have an organization.¹²

¹¹John D. Millett, Working Concepts of Organization (New York: Prentice Hall, Inc., 1946), pp. 144-145.

¹²L. Urwick, The Elements of Administration (New York: Harper and Brothers, 1944), p. 37.

The decision in regard to this particular issue in organization would certainly develop the extent to which one might generalize regarding administrative organization in the junior high school.

Grouping of Activities

To adequately perform all the necessary administrative activities of a junior high school enrolling between 700 and 900 pupils, it is unreasonable to expect the principal of the building to achieve this alone. But providing other individuals, to assume some of these activities, would continue to restrain the functioning of the principal unless there were a grouping of activities and administrative associates into departments or divisions. This structuring of organization makes it possible for the principal to more effectively direct the organization effort to fulfill the purposes of the school.

The most widely used procedure in grouping activities in most organizations is by function, though not the only way. This functional departmentalization assures that major activities are performed, that the administrator is following a logical and rational grouping of activities, and takes advantage of occupational specialization. The essential consideration must be the coordination of all internal activities in a harmonious relationship to serve the external goals.

The issue of departments or divisions of work in most junior high schools seems to be centered principally in the instructional program of the school, though not exclusively in that area.

Council and Committees

One of the most widely used, if not the most controversial device of organization according to some authorities, is the committee. A committee or council is a group of persons to whom, as a group, some matter is referred. Committees differ as to their nature. Some committees on occasions have authority to make decisions, whereas others serve as advisory in nature to an administrator. A committee may also be used by the administrator to receive information.

One of the most important reasons for having committees or councils in an organization is the advantage of gaining group thinking, reaction and judgments. Few people will argue that a group of people could not bring a wider range of experience, a greater variety of opinion, a more thoughtful probing of the various facets of a complicated problem, than could a single individual. Since organizational goals can only be achieved by people, administrators are cognizant that the subjections of policy matters to a group leads to better cooperation, coordination, and understanding. The council of administrators in a school is extremely useful

in reaching agreement of the individual's place in the plan, for pooling authority to plan a program involving several departments, and serves as a valuable means of communication. All the members interested in a problem can learn of it simultaneously, instructions can be given, and clarification made, if necessary. Councils also serve as a means of affording opportunity to achieve wide participation in the decision-making process. Those who participate in planning or decision-making will more readily accept and execute ideas.

While advantages have been stated for councils and committee activities, there are some disadvantages. Such disadvantages include slow action and decision making, that decisions represent a norm of the group, or that in reaching a consensus, a weak decision lacking in positive direction is produced. Despite the disadvantages cited, the democratic tradition in American social life, in addition to the desire to have coordination and cooperation in school organization, school administrators find group participation most valuable in the administrative process.

Span of Control

Lepawsky, has defined the principle of span of control as: ". . . restricting the level of authority to the number of supervisors immediately subordinate to a

number small enough to be effectively directed and coordinated by one man."¹³ The decision to be made about the span of control is one with which every organization must be concerned and must determine how many associates with whom an administrator can effectively work. Whether this number should be small, from four to eight persons, or larger, from ten to fifteen, seems to have no unanimity of opinion among various authorities. Urwick, has long contended: ". . . no superior can supervise directly the work of more than five or at most six subordinates whose work interlock."¹⁴ A contrary point of view was expressed by Dale when he stated:

Detailed studies on the span of control at Sears, Roebuck and Company very definitely showed the superiority in operating efficiency of a large span of control, provided subordinates are of high competence and self reliance.¹⁵

The decisions regarding the span of control has obvious implications for organizing and staffing at the junior high school. For example, if Urwick's measure of control were taken literally, the position or positions in administration directly assisting the junior high school

¹³ Albert Lepawsky, Administration (New York: Alfred A. Knopf, 1949), p. 247.

¹⁴ Urwick, op. cit., p. 53.

¹⁵ Earnest Dale, Planning and Developing the Company Organization Structure (New York: American Management Association, 1952), p. 53.

principal would most certainly be with a line relationship to reduce the number of personnel reporting directly to the principal. On the other hand, as the trend in administration seems to be toward less strict supervision of personnel is applied to the situation, the possibility of excluding Urwick's stated span of control might place one or all assistants to the principal in a consultative rather than a line position relationship to teachers.

Staffing

The function of staffing has reference to those activities involved in personnel management. The major personnel activities of concern in the junior high school are: staffing patterns, the interrelationship between staffing and organization, and selecting the staff. Staffing as used here has reference only to the administrative personnel in the school and never to teachers or non-instructional personnel. Every school has an administrative staff of some sort to perform the activities to keep the school in operation. These staff positions are related and perform different services in the schools in different ways. There can be, and are, many different criteria, each for a particular purpose.

It was assumed that the basic purposes of the administrative staff was to improve the quality of the instructional program. The functional efficiency of the staff

depends upon its operational patterns, which are derived from the basic organizational concepts. At the present time many schools are administratively staffed as though education were a series of more or less unrelated processes.

Determining Staff Positions

To improve the quality of the instructional program in the junior high school, administrative staffing should not be undertaken until the following suggested steps have been completed:

- Step 1. Define the objectives of the school.
- Step 2. Identify the administrative activities that are necessary to carry out the defined purposes of the school.
- Step 3. Relate the necessary functions of administration to specific administrative positions.
- Step 4. Develop a job analysis and job description to which these functions might be assigned.
- Step 5. Develop an organization plan for relating the positions to accomplish the purposes of the school.¹⁶

¹⁶ Adapted from: Council for Administrative Leadership, Your School and Staffing (Council for Administrative Leadership, Albany, New York: 1957), pp. 14-24.

Selection of Staff Personnel

After the complete identity of a staff position is known, the next step is to find and employ qualified persons for the position. The bringing together of a job and a qualified person requires considerable effort and is actually the practical formulation of good human relations. There are important considerations to be taken into account in the selection process and these considerations require analysis and careful evaluation of the applicant. There are many techniques available for this purpose, including the development of the sources of supply, application forms, interviews, references and tests. It seems unnecessary to explain these techniques for the reader is well acquainted with these items.

Personnel should be selected solely on the basis of qualifications for the position. The effective operation of an organization depends on the services of a capable staff. To select such a staff is a major function of administration. No effort should be spared to secure for each position the best qualified person. The important steps in selecting personnel are: (1) determining what the job is, describing in some detail the authority and obligations; (2) determining the qualifications needed to carry out these activities and obligations; (3) selecting from all candidates the person best able to perform the activities

and carry out the obligations involved.

Interrelationship Between Staffing and Organization

Most schools have constructed their administrative organization by starting with the staff which it has and building around them, instead of beginning with a plan for the best possible organization to accomplish its objectives and making necessary modifications for the human factor. Organization must, of course, operate with people. But an organization built around available personnel, with their possible lack of suitability and shortcomings for some positions, can hardly reflect a scientific grouping of activities and logical allocation of authority. More important, the structuring of the organization on present personalities tends to be perpetuated, even after the individuals have severed their relations with the organization.

It is important that the basic decision be made relative to the design of the organization prior to the consideration of staffing. As Urwick has said:

Lack of design [in organization] is illogical, cruel, wasteful, and inefficient. It is illogical because the design of the structure must come first. It is cruel because . . . the main sufferers from a lack of design in organization are those individuals who work in an undertaking. It is wasteful because . . . unless jobs are clearly put together along lines of functional specialization, it is impossible to train new men to succeed to positions as the incumbents are promoted, resign or retire. It is inefficient because without dependence on principles, administration

reverts to personalities, with the resultant use of company politics . . . for a machine will not run smoothly when fundamental engineering principles have been ignored in its construction.¹⁷

It is essential then prior to beginning the process of actually staffing positions, to determine the organization pattern of the relationship of positions. The process described earlier in this chapter is a suggested method of attacking this problem.

Staffing Patterns

After the decision has been made relative to grouping the administrative functions to form positions, a title can be attached to these positions which will suggest categories that underly the organizational concepts of the staffing pattern. The administrative staff might be organized vertically or horizontally in the junior high school.

A horizontal staffing pattern would be indicated if the titles of the administrative positions would be as: assistant principal for instruction, coordinator of student affairs, or coordinator of instructional materials. This is called a horizontal pattern because the decision was made to broaden the scope of the administrative responsibility to encompass all subject matter or activities by functions for the total junior high school program.

¹⁷ L. Urwick, The Elements of Administration (New York: Harper and Brothers, 1944), p. 38.

If after examining the administrative functions to be performed it is the decision that the functions could best be performed by having titles of positions such as: head of the English department, mathematics department and the like, it would suggest a vertical organization. This means that the decision was made to narrow the scope of the subject matter and the activities handled by each administrator, but would also have greatly increased the number of individuals or positions to perform these functions.

It is possible to combine these two concepts in one organization. For example, there might be a department head in physical education, but an assistant principal for business affairs. It is more difficult to have a multiplication of positions with the horizontal pattern because it does not lend itself to sub-division into separate subject areas.

Another characteristic of staffing patterns involves the decision made about the use of line and staff concept. This concept of line authority recognizes the gradation of authority in a scale or series of steps. For example, if the decision is made to staff the school with a principal, assistant principal, and department heads, each with direct line relationship over classroom teachers, then the staffing pattern can be typified as pyramidal. This indicates there are levels of authority in the administrative

organization of the school through which the teacher must operate.

If there are not layers of authority between the classroom teacher and the building principal, this would indicate a flat administrative organization. This connotes that there are no intervening authority relationships between the principal and the teachers. It is possible after examining the functions to be performed, to decide to have a position in the school with the title of assistant principal for instruction. His function would be that of a consultant or coordinator, to assist teachers in improving the instructional program, but would have no line authority over the teachers. This could be termed a staff position. The individual would exert assistance when called upon, but would have no power or authority, except that derived from his specialized knowledge.

There is a definite relationship between staffing and organization, and experience would indicate that organizational patterns make a difference in the ways in which schools are administered and the effectiveness of the work the school can accomplish. Whatever the staffing pattern the administrator follows, it should be kept in mind that he must be alert to malfunctioning of the organization. All organizations must keep growing and changing with the result that structure must be flexible. Organizational patterns and staffing positions should never be considered

settled for all time.

Direction

After decisions have been made on organization planning, the organization design and the staffing completed, the institution is ready to operate. The term "direction" when used to describe one aspect of the administrative process in its simplest terms, is concerned with getting things done in the organization. In the junior high school, many individuals consider it to be the principal's responsibility to get things done. This concept, however, fails to realize the importance of the activities of the total professional staff in accomplishing objectives. School administrators then, working with the staff in an organizational framework, accomplish the purposes of the school.

Most educational authorities agree that directing the activities of the instruction staff is perhaps the most critical and important of all aspects of the administrative process. It is necessary to fulfill the internal as well as the external purposes of the school. Since the means, methods, and techniques of directing staff functions to accomplish the objectives of the school so critically affect the instructional personnel and the instructional program, it seems wise to explore to some depth the activity of directing. Directing as applied to the schools is concerned with concepts of leadership, power, authority and

responsibility, and communication.

Leadership

Wiles defines leadership as: ". . . any contribution to the establishment and attainment of group purposes."¹⁸ In such a definition, leadership is conceived as a function, to be exercised and contributed by anyone who possesses the requisite capabilities in a given situation. This view is in opposition to the concept of "status" leadership, by official position. Leadership is a quality of group activity and a person cannot be a leader apart from a group. Leadership is an interaction process and seeks to direct the behavior of others toward a particular end. Leadership, then, is not to be thought of as a function of one person, but a series of functions necessary to the productive operation of a group and performable by any member of the group competent to the task.

Applying this leadership concept to the administrative process of directing, it has application to the role of the principal in the way he influences the thinking and actions of the staff in certain directions. Teaching is essentially a creative endeavor. Creativity is a quality possessed by the individual. Creativity results from the

¹⁸ Kimball Wiles, Supervision for Better Schools (Englewood Cliffs, N. J.: Prentice Hall, Inc., 1955), p. 29.

releasing and developing of the capacities of each individual. The creative teacher, in order to remain creative, must have a principal attuned to the process of group interaction. As Campbell stated it:

Helping teachers to be creative calls for a different kind of administrative leadership from helping routine workers learn accepted ways of performing tasks. The administrator of creative workers should think with staff members, not for staff members. When a creative worker speaks, he should give expression to his own decisions, not voice decisions that are made for him.¹⁹

When the administrator thinks for teachers it represents an authoritarian point of view, whereby the making of decisions for a group is placed in the hands of one person. Thinking with the group, a more democratic approach, the administrator guides and coordinates the group decision-making process.

Directing in a democratic institution then, is not done by command or order, but by releasing the capacity and collective ability of the group, not forcing the group to acknowledge the leader's wisdom or power. Democratic leadership is based on the assumption that the group has the right and capacity to make its own decisions. The function of the leader is to help the group do so in the best way possible. Democratic leadership which releases

¹⁹ Clyde M. Campbell, "A Democratic Structure to Further Democratic Value," Progressive Education, XXX (November, 1952), p. 27.

the creative ability of teachers is a process in which persons concerned and affected by decisions share in the process of shaping them. A clarified perspective of democracy demands cooperative interaction within a social group.

As the school staff thinks and plans together in an atmosphere of mutual trust, confidence, and respect for the individual, the best thinking of all will influence group behavior and develop wholesome decisions. Education can best be improved by the leadership of ideas and values, rather than by leadership by status or position.

The kind of direction needed in the junior high school is that type which will produce the most promising programs of instruction for the pupils; which emerges as the administrator rises to the challenge to free teachers so that they may contribute to the leadership process. When administration is conceived as a group process, with the staff, it results in more significant learning for pupils. It then becomes an instrument to free teachers to carry out their important responsibility to the pupils.

Power

To accomplish the purposes of the organization there must be interaction among individuals, between individuals and groups, and between groups. Groups and individuals cannot interact in random patterns of behavior and at the same time accomplish organizational goals. To accomplish

the organizational objectives this interaction must be structured in some design and activities must be coordinated. The coordinating element which underlies this integration is power. Power is the element which sustains organization and structure, and gives order to organization activity. Power was defined by Follett as: ". . . simply the ability to make things happen, to be a causal agent, to initiate change."²⁰ Power is in the group and expresses itself in intergroup relations, and used in this way has reference to its sociological meaning. It is a function of the organization of associations and the structure of society itself.

Individuals who direct or administer activities with an autocratic or "power over" concept, which is the use of power in its psychological sense, have concluded that their job is to decide, order, or command the staff because of status position and that the status should be respected. Thus implying that opinions, knowledge, and intelligence is superior to others in the organization and that the administrator is above the group. As Wiles describes the behavior:

A leader in a "power over" situation wants people to give unquestioning support to his policy. To question is to challenge, and a challenger must be subdued. . . .

²⁰ Mary Parker Follett, Dynamic Administration (New York: Harper and Brothers, 1941), p. 99.

Certain members of the staff are delegated certain responsibilities. If they do not do what they are told, they are punished by such means as reprimand, decrease in authority, failure to receive an increase or, if the offense is serious enough, replacement.²¹

Most educational authorities have rejected the authoritarian concept of directing by "power over." They advocate a more democratic concept of directing, as concerned in a "power with" approach. This change in approach to directing activities was expressed by Follett as:

Power is now being thought of by some as the combined capacities of a group. We get power through effective relations. This means that some people are beginning to conceive the leader . . . as the one who knows how to relate these different wills so that they have a driving force. He must know how to create a group power rather than to express a personal power. He must make the team.²²

The concept of directing as "power with" the group suggests that the administrator in this setting has as his role the task of drawing out the capacities of all individuals in the organization so they fully participate and make their maximum contribution to the effectiveness of the organization. When the principal of the junior high school operates on the basis of a "power with" concept, many members of the staff have the opportunity for leadership. Each staff member on the appropriate occasion is called upon to exert leadership in proportion to his specialized skill area. On these

²¹Wiles, op. cit., p. 162.

²²Follett, op. cit., p. 248.

occasions, the principal functions to coordinate the activities of the group and the group has power.

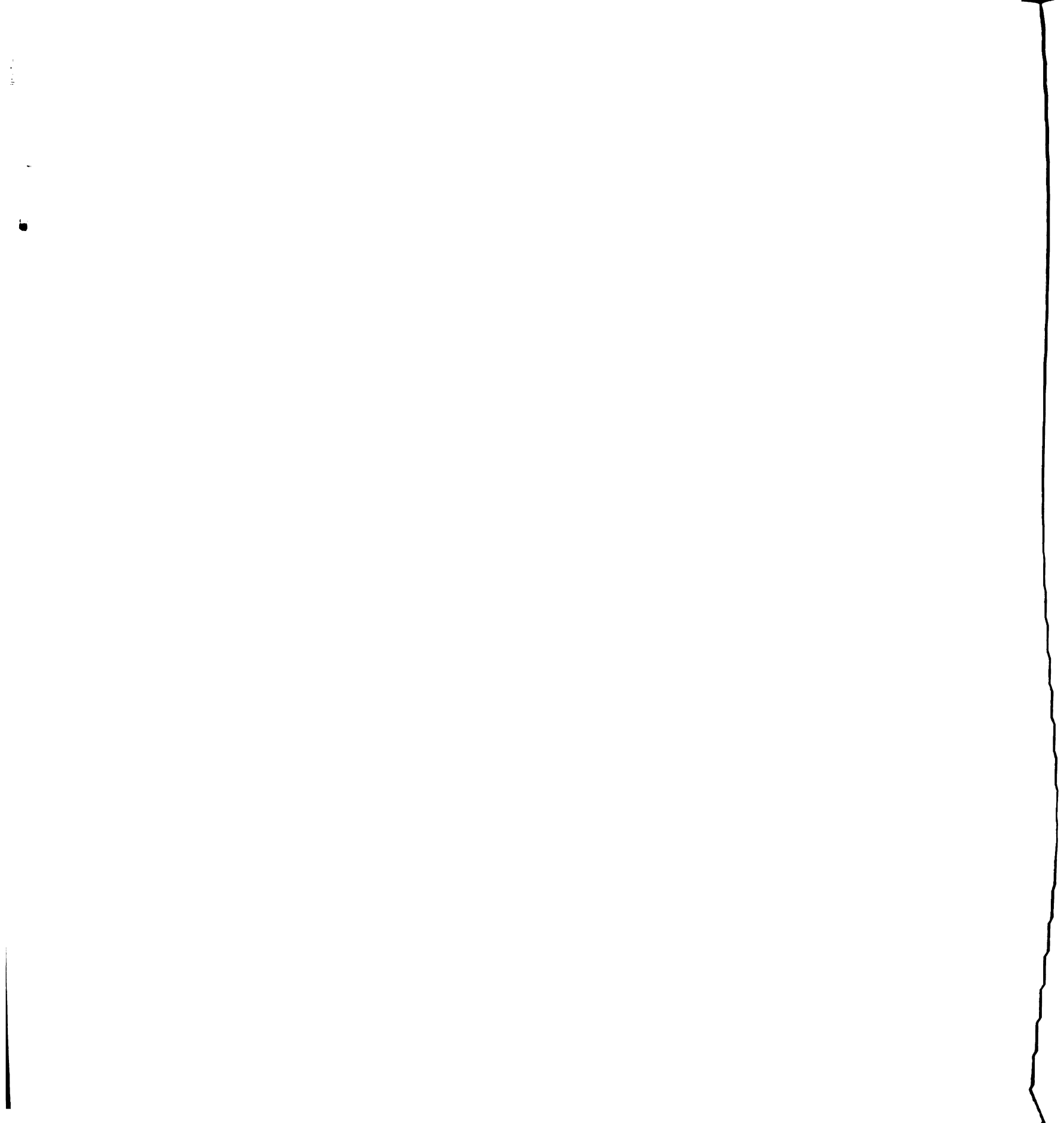
Group power, then, is the total capacity of the staff to accomplish the institutional goals through the interaction of the group under the leadership of the principal. The effective principal in this case is the one who can direct and coordinate the separate individuals and their abilities so they become a driving and unified force.

Authority

The term "authority" in administration has many different connotations to individuals. Authority is used in this presentation not in its authoritarian connotation of power residing in the role of the principal. Most boards of education have the conception that authority is considered to be inherent in a leadership position, and the building principal has authority because he is the principal. To many authorities in administration, this autocratic concept of authority residing in a position or one which can be legally conferred, is not acceptable. As Follett stated it:

. . . arbitrary authority is diminishing, surely an indication that more value is being put on a scientific method. The tendency today is to vest authority in the person who has the most knowledge of the matter in question and skill in applying that knowledge.²³

²³ Ibid., p. 118.



This is not to imply that an official leader does not have a role to perform. It is his official responsibility to become a part of the group. Further, some one must take the initiative to help the members of the staff become a unity. The official leader is assigned this obligation by his appointment to the leadership position. The basic question is the manner and concept in which the principal uses authority to achieve this unity as the official leader. Miel contrasts the autocratic and democratic leader concept of authority as:

Believers in democratic leadership have an entirely different concept of authority from that held by those who pin their faith on an elite. With the believers in an elite, authority is something to begin with; with the believers in democracy it is something that one ends with. With the elite group authority resides in a person by virtue of position they hold: the view of the democratic group is that authority is distilled anew as persons in different capacities learn to work together and as responsibility of various kinds is placed on different shoulders. The democratic theory is that, in the last analysis authority resides in the group, although it is delegated as occasion demands.²⁴

Frequently one reads in the literature that the principal should "delegate authority" to an associate administrator. Many authorities object to the statement on the grounds that it assumes that an individual has the "right" to all authority and can slice off a portion and give it to another. Follett reacted to this by stating: ". . . authority

²⁴ Alice Miel, Changing the Curriculum (New York: Appleton-Century-Croft, Inc., 1946), p. 157.

is inherent in the situation not attached to an official position."²⁵ Thus one does not delegate authority as though it were a "thing" or an "object" to be passed around among the staff.

The concept of authority that should apply to the junior high school might best be stated by quoting from Miel on the subject, when she stated:

While authority resides in the group in a very true sense, it needs a leader to help it take form and direction in goals and commitments to action. . . . Thus authority is a function of the situation, of which the group, the problem, the setting, and the leader are interacting parts.²⁶

Responsibility

Individuals who have a traditional concept of responsibility hold that final authority for all matters is placed in the administrator at the top of the power echelon. In the junior high school, the principal under this concept of responsibility is ultimately responsible for everything that happens in the organization. Though he assigns administrative functions to his associates and staff to be performed, nevertheless should anything go wrong, all responsibility is ultimately the principal's.

²⁵Follett, op. cit., p. 150.

²⁶Miel, op. cit., p. 65.

A contrary point of view, considered by many authorities to be more in keeping with our democratic value system, holds that since leadership is not confined to those who hold a status position in the organization, responsibility can be shared and rests with the functions to be performed.

The structural design of the educational system in most communities has conflicting value systems from the one held by the board of education, and the value system held by the professional staff of the school. The board of education usually has a concept of responsibility which reflects a traditional point of view, more favorably disposed toward autocratic behavior as a result of their design of the administrative structure of the school and their defining the role of the principal.

Contrasted to the point of view of the board of education on responsibility is the view of most of the professional staff, which holds that authority and responsibility stems directly from the cooperative decisions of the group. In their concept of shared leadership, their acceptance of group responsibility is accepted because they are responsible for contributing ideas, helping to reach basic agreements of the group; joining in the establishment of plans and accepting and completing assignments which grew out of their group planning. Because they have shared the authority, responsibility is assumed to be a portion of the planning session in which they all participated. The

work to be done was defined, the specific functions were agreed upon, and assignments were made as to whom was to assume the various responsibilities. The staff assumes responsibility, for they are working with the principal, not for him.

In most school situations, the administrator has no choice but to accept the responsibility of seeing that the school operates in the best possible way and accomplishes the purposes as they are defined. At the same time, however, it is unlikely that the community will insist that purposes be achieved in a particular or specified way. The choice of methods of accomplishing its purposes, however, almost always remains with the administrator.

Since the choice of methods of achieving effective results usually rests with the individual administrator in a local situation, the concept of responsibility the principal should accept, becomes quite clear. It should be that concept of sharing responsibility with the total professional staff so they may contribute creatively to the leadership process, and share in the successes attained.

It has been demonstrated in some schools that when the staff have a part in the formulation of policy, they become willing to assume responsibility for the operation of that policy. They assume responsibility when they have exercised their intelligence to establish the goals and procedures, for in participation their judgment is at stake.

On the other hand, when the administrator alone makes a judgment, only the administrator has a responsibility for it, and the teachers feel little obligation to ensure that his judgment is proven worthwhile. When the staff shares responsibility with the principal for the directing process, this includes the responsibility for contributing ideas, helping the group reach agreements, planning activities, and accepting and completing assignments that grow out of group participation. If decisions concerning responsibilities are made as a result of determining the work to be done, the allocation of responsibility becomes a part of the solution of the problem.

To summarize the concept of responsibility as it relates to directing the activities of the junior high school, it must be recognized that responsibility in a democratic organization has little to do with the heirarchy of positions. In a democratically administered school, responsibility is placed in the job to be done or tasks to be performed. The individual is more secure in implementing goals, policies and programs that he understands, because he has participated in their formulation. The interaction of the group gives unity and loyalty to what the group develops and to the members of the group who share in that process.

Communication

It was stated earlier that one of the factors necessary for an organization to come into being was the "ability of persons to communicate with each other." Reference was also made that one of the purposes of administration was to maintain the organization in operation by the ability to secure the coordination, cooperation, and motivation of individuals to think and to act. The process by which these elements become dynamic is that of communication.

Communication is the process of sharing information, knowledge, ideas or attitudes. It is derived from the Latin word (communis) meaning common. Communication, then, in an administrative organization--means that there is an effort being made to establish a commonness, with some one or with a group. Communication is central in organization because the structure, and scope is determined by a system of communication.

The administration of an organization is basically a problem in communication. The guidance, supervision and direction, teaching, giving information, overseeing work and work methods, and such other actions as will improve performance of associates are a part of the administrative process. All of these activities and success in their accomplishment are limited by the process and techniques of communication.

Barnard²⁷ has enumerated the controlling factors in the communication system essential to organization authority as:

- a. The channels of communication should be definitely known.
- b. Objective authority requires a definite channel of communication.
- c. The line of communication must be as direct or short as possible.
- d. The complete line of communication should be used.
- e. Competence of persons serving as communication centers, that is, officers, supervisory heads, must be adequate.
- f. The line of communication should not be interrupted during the time when the organization is to function.
- g. Every communication should be authenticated.

The maintenance of the organization in operation depends upon the effectiveness of communication. Communication might take place orally, by mechanical means, by personal contact, or by writing. Each of these devices serves as a communication medium with both advantages and disadvantages. It is often wiser to write out policies, decisions, procedures, and instructions than to use any other form of communication. Since such communiques must frequently be referred to by the persons using them, having

²⁷ Barnard, op. cit., pp. 175-180.

them in writing helps to retain their original and common understanding.

The most effective and most desired means of communication among personnel in the school are the face to face, oral means of interaction. These may be accomplished by person to person meetings, group conferences, informal meetings of persons or groups or by other means. Even in the personal-oral communication, misunderstandings often occur. In spite of this, the personal-oral communication method is far more effective in alleviating most problems of communication. Moreover, it is often not only the words spoken but the expression of one's eye which reflects the successful degree of communication. In all organization, communication must be a two-way process, from the lowest to the highest ranked individual in the organization. Too often administrators who utilize the more autocratic approach in communication (down the line of command) make little, if any, provision for the reverse process.

Control

There is general agreement among management authorities on the definition of the function of control in the administrative process. Dimmock defines control as: ". . . an analysis of present performance, in the light of fixed goals and standards, in order to determine the extent to

which accomplishment measures up to executive orders and expectations."²⁸ Control then, is the function of every administrator in the school system in order that what is done will be that which was intended to be done. As Fayol stated it:

In an undertaking, control consists in verifying whether everything occurs in conformity with the plan adopted, the instructions issued and principles established. It has for object to point out weaknesses and errors in order to rectify them and prevent recurrences. It operates on everything; things, people, actions.²⁹

Thus, control recognizes the existence of purposes and plans. It is implicit that an administrator who has not planned cannot control. It is impossible to decide if one's associates are operating in the manner desired to accomplish the action expected without having preconceived what should be done.

Since control involves the achieving of purposes through the performance of required activities, it follows that control affects the behavior of people in an organization. A system of controls is concerned with the place in the organization where failures are occurring, who is responsible for them, and the methods of correcting such failures. Preceding this, however, the administrator

²⁸Dimmock, op. cit., p. 38.

²⁹Henri Fayol, General and Industrial Management (New York: Pitman Publishing Corporation, 1949), p. 107.

must be certain that: (a) Plans are complete, clear and integrated; and (b) that those responsible for fulfilling plans know their authority and obligations. It is certain that if an individual does not know his authority, or his duties have been inadequately defined, any plan is almost certain to fail. Dimmock concludes that control is adequate when:

. . . there is an appreciation of order, an attention to duty, a sense of organization, discipline and morale.
. . . Discipline is as important to group activity as enlightened treatment, because these two are the components of an important entity.³⁰

Control can be best accomplished by adequate planning, but it also requires coordination and definite authority relationships within a policy framework.

Coordination

The coordination of human effort is the essence of all group activity, whether the purpose is social, education or business. Coordination is the process of achieving organizational purposes by the synchronized, cooperative and harmonious activity of individuals in the organization. A prime requisite of coordination is the acceptance by all persons in the organization of the objectives as they have been identified. It is also necessary to avoid conflicts

³⁰
Dimmock, op. cit., p. 218.

in purpose and practice as well as to relate programs and policies to both timing and direction. Coordination of effort is difficult to achieve and cannot be accomplished either by leaving it to chance or by ordering it to occur. As Dimmock stated it:

The executive must constantly work at it if he is not to be embarrassed by unforeseen developments. He must combat any feeling of complacency, any assumption that the program is going forward smoothly and nothing unexpected can happen, beyond a temporary crisis.³¹

Coordination in the junior high school is the responsibility of the building principal and he is solely responsible for its achievement. The administrative structure therefore should be so designed that this objective can be accomplished. The structure must clearly define the authority and functions to be performed by each individual and which framework will facilitate the interaction essential to coordination. All activities to fulfill the purposes of the school should be so grouped and assigned to facilitate their coordination by the principal.

The achievement of coordination requires the interpersonal relationship of people. The exchange of ideas, philosophies, prejudices, and purposes and the understandings made, are accomplished best by direct personal communication. This personal interaction affords not only an opportunity

³¹Dimmock, op. cit., p. 186.

for the individual to achieve his own personal goals, but the organization goals as well. The need for continuous interchange of information and ideas cannot be overemphasized. The school is not a static organization. Forces affecting it are always emerging. The forces are constantly being modified by the external environment as well as the internal strains, actions and decisions. The school's problems are never solved, even though a problem is eliminated because the forces which created it are resolved. The process of time undoubtedly will see other forces build up other problems.

Coordination is dependent upon the free flow of information to all members of the school organization. One of the principle causes for failure to fully achieve purposes is neglect on the part of the administrator to adequately inform his associates of what is being done and their part in accomplishing it. An uninformed administrator or staff member is most surely to be an ineffective one, no matter how much he desires to be a member of the team. The successful administrator who achieves coordination is that person who has adequately informed his staff and they know what they are responsible for doing.

Unity of Command

The principle of unity of command in organization is rather universally accepted. This principle states that

the organizational structure should be developed in such a way as to permit one administrator to exercise singular authority over all its functions. It also states that all employees in the school organization are accountable to this single administrator and that no other line or staff employee in the organization are responsible to the governing body.

The principle of unity of command is concerned with the authority and authority relationships in the organization. Authority was earlier defined as the acceptance by the individual of permitting his behavior to be guided by a decision reached by others in the organization. In all organizations there is a gradation of authority in a series of steps on an uninterrupted scale, identified as the scalar principle. The operation of this principle requires that each person in the organization to be accountable to only one person in the organization. This is the meaning that Gulick attaches to this principle when he says:

The significance of this principle in the process of coordination and organization must not be lost sight of. In building a structure of coordination, it is often tempting to set up more than one boss for a man who is doing work which has more than one relationship. Even as great a philosopher of management as Taylor fell into this error in setting up separate foremen to deal with machinery, with material, with speed, etc., each with power of giving orders directly to the individual workman. The rigid adherence to the principle of unit of command may have its absurdities;

these are, however, unimportant in comparison with the certainty of confusion, inefficiency and irresponsibility which arises from the violation of the principle.³²

The statement of Gulick, indicates the difficulties to be faced if the principle is not followed. Moreover, coordination of activities would be patently impossible by the administrator if this principle is not observed. Without such a principle there would most certainly be the problem of exacting responsibility, accurately and carefully.

The junior high school principal serves as an autonomous administrator in his building with the authority that is assigned to him by the board of education through the superintendent of schools. In the individual building, all personnel are accountable to the building principal. The building principal assigns the activities, the areas and degree of authority, the relationship of positions, to his associates to accomplish the purposes and coordination of the institution. Without this authority he would be helpless in developing the harmoniously smooth working team to accomplish the objectives of the school.

Since the administration of the junior high school can only be accomplished by the principal working with and through his staff and these working relationships are usually

³² Luther Gulick and L. Urwick, Papers on the Science of Administration (New York: Institute of Public Administration, 1937), p. 9.

personal in nature, it would greatly handicap the effectiveness of the principal if the superintendent of schools or other district office personnel interfered in the process of the direction and control of the junior high school staff. The building principal should know best the nature of his associates, the type of motivation to which he responds, their professional strengths and weaknesses, as well as the quality of their technical abilities. Consequently the building administrator is in the best position to select the most effective techniques which result in the maximum productivity of individuals as well as the total group. The personal nature of control and direction implies that the building principal recognizes the individuality of people, and must deal with them on an individual basis.

Perhaps the tool best adapted for making organizational principles work is the organization chart. The chart indicates how positions and activities are tied together along their principle lines of authority. As Dale points out:

Organization charts are merely recordings of decisions already reached. The chart is therefore primarily a technique of presentation. . . . It provides a birds-eye view of the general structure of the work relationships in the company much as a topical map shows the major features and contours of the countryside. . . . An organization chart shows merely the formal relationship. It indicates what relationships are supposed to exist . . . not the actual relationships.³³

³³ Dale, op. cit., p. 147.

Despite the shortcomings of the organizational chart in not showing the informal relationships, and the degree of authority at any one point in the organization, it serves a useful function as a guide to administration, to persons new to the organization, and as a road map for decision-making. Clarity and definite authority relationships are indispensable to a well-organized, well-coordinated, junior high school.

Policy Development

Policies and policy development is an essential ingredient to administrative control. Policies have been defined as general statements or understandings which guide or channel the thinking and action of individuals in an organization.

Policies are the maps that show the way the objectives of the organization are to be realized. They must be consistent and must be integrated in such a way as to contribute to the realization of objectives. Policy statements are seldom specific. The staff personnel usually have the task of interpreting policy through the exercise of initiative, discretion and judgment. The latitude of freedom will depend upon the policy and the individual's role in the organization. The principal would have more freedom of discretion in which to interpret and apply policy than would the assistant principal.

Policies should be written to secure the control as well as the uniformity and consistency of thinking of action of individuals. Some administrators are reluctant to have written policies, because they are fearful of adopting a guide which will result in inflexibility of action. There are, however, definite advantages to written policies, despite the problems of effective communication. They provide the best means of achieving uniform adherence, for the written word tends to enhance clarity and definiteness and is useful also for its reference value.

Schools generally develop and adopt policies in two broad areas. One group has to do with policies related to the administrative functions; such as staffing, control and direction. The other broad classification of policies has to do with those activities whereby the school is assisted in achieving its objectives. These, in the main, are policies dealing with the activities related to the instructional program.

Evaluation

It was stated earlier that an organization comes into being in part when there is a need to accomplish a common purpose. Evaluation, defined in its simplest terms, is "to determine the value of." It is a process to determine the degree to which the purposes or objectives of an institution have been realized. Any formal system of

cooperation requires an objective, a purpose, or an aim. It is the interaction of individuals in the social system that accomplish its purposes. In effect, evaluation is the determination of the value of planning and the effectiveness in utilizing the administrative process.

Evaluation and planning are really complementary processes. The purposes of schools are planned to achieve known objectives. Effective planning in the schools should be based on evaluating the needs of the pupils in their society, and the professional staff's evaluation of those needs. Thus, planning is done on the basis of previous evaluation and evaluation is done on the basis of planning. Evaluation without planning or planning without evaluation is incomplete and unwise. Evaluation is frequently the process most neglected in schools. As complementary processes, planning and evaluation rarely occur as discrete steps. These processes should occur simultaneously, for there is a need to evaluate as planning is undertaken.

The ultimate criterion for testing the degree to which objectives are achieved is improvement in the experiences of pupils. Evaluating objectives will not ensure that the experiences of pupils have changed so that educational outcomes are better than before. One of the difficulties of measuring change in pupils, as affected by the school, is the difficulty of distinguishing between changes in learners which can be attributed to school experiences

and those which result from other influences. This is particularly true of appraising changes in attitudes, habits, appreciations and general behavior. Further, these changes are more difficult to measure than changes in skills.

Evaluation of the objectives of school experiences should be carefully planned and well organized. The following steps are suggestive of the procedures which might be used in the evaluation of school objectives:

1. Through the cooperative process of administrative staff planning the specific areas to be evaluated should be identified and clarified.
2. The goals which may be achieved should then be determined. These goals should be identified in terms of skills as well as in terms of behaviors, attitudes, habits and appreciations. Each objective should be defined and clarified so that all understand its meaning.
3. Specific techniques and procedures should be developed and identified which will provide evidence on the status and growth of each pupil toward the goals agreed upon. This should include a plan for how and when the evaluation techniques or procedures will be used.
4. The next step should be that of applying or using the technique or procedures.

5. The final procedure involves a study and analysis of the data to ascertain the extent to which all pupils have achieved the objectives.

Criteria, stated or implied, are essential in any process of evaluation or appraisal. It is desirable for the administrator in the junior high school, in evaluating objectives, to identify basic criteria to be used. As the criteria are used, three ideas should constantly be kept in the foreground. First, the basic goal of education is behavioral changes in individuals. Unless the pupils gain more understanding, develop more wholesome attitudes, use skills more effectively, are better able to perform as self-directive, intelligent citizens, the school is not meeting its objectives. The educational process is concerned with change--not status of pupils. This suggests that evaluation devices must establish a bench mark from which to measure the degree of changes. Secondly, the heart of affecting change is the effectiveness of the teacher in the classroom. Improvement in teacher effectiveness should result in greater growth on the part of the pupils. This suggests that the role of the building principal is to improve the ability of the classroom teacher. This is done in affecting gains in their knowledge, attitudes, and skills as classroom teachers. Thirdly, the administrative staff, not unlike effective teachers, must continue to grow in ability to serve as instructional leaders. School administrators

must grow not only in the area of technical knowledge but also in the science of effective group processes if the school is to attain its objectives.

Evaluation in the schools, then, is concerned with the degree to which its purposes are fulfilled. Evaluating and planning are closely related and are continuous processes. The effective school program seeks to change pupils in terms of their own capacities, not in skills alone nor in terms of a pass-fail criterion, but also in attitudes, beliefs, and behavior.

Guidelines for Administrative Organization and Staffing

The following guidelines summarize the essential principles that should be considered when organizing and staffing a junior high school. They appear to represent modern concepts that are adaptable to a school organization, consistent with the values of the open society in which we live and wish to establish effective schools. A considerable amount of flexibility would seem to be needed to improve the quality of the instructional program of the school.

1. An administrative structure is designed for the purpose of coordinating and facilitating the accomplishment of objectives.

2. The principle basic functions which are needed in the administrative process in order to fulfill the objectives of the organization, are: planning, organizing, staffing, directing, controlling, and evaluation.
3. Coordination of organization activities is achieved through the interpersonal relationship of the staff.
4. A clear and complete statement of the organization objectives is essential, and it should be made known to all members of an institution affected by it so that administrative activities can be directed in a unified, orderly, gainful and effective manner.
5. Planning should take place before doing since most individuals and group efforts are made more effective by determining, before any operative action takes place, what shall be done, where, how, and by whom it should be done.
6. The smooth blending together of all parts is secured by means of coordination, thus making up an entirety in order to obtain maximum contributions, both in respect to each part and in relationship to the entirety.
7. Clearly defined organizational policies are essential to the successful operation of administration.

8. Effective and sustained administration activities require decision-making--there is no adequate substitute for it.
9. A significant characteristic of most administrators is the ability to create or stimulate others to think, act, or to create ideas, and to evaluate and apply these ideas successfully.
10. Organizing is a dynamic activity. It should take into account changes in the institution, whether these changes be in goals, scope, content or personnel.
11. Functions are the main entities around which an administrator builds effective organizational structure.
12. The objectives of an institution are of major importance in determining the organizational structure.
13. Only functions which are absolutely necessary to the organization's objectives should be utilized in the work of the organization. These functions should be accompanied by clear statements of authority and responsibility of persons charged with their performance.
14. Authority should be commensurate with responsibility, that is, the individual's right to exact action by others should be accompanied in a

proportional obligation to carry out his assigned activities.

15. For any given institution, the various organizational units should be connected by clearly defined authority channels so that the activities of each unit can be properly supervised by a single unit of the immediate higher organizational unit.
16. For any given period, an individual will accomplish most when responsibility for the completion of a definite task is fixed upon that individual.
17. Maximum organizational effectiveness requires effective personnel placement. Each individual should be carefully selected and placed so that the requirements of the job and the make-up of the individual represent the best possible combination.
18. Within most organizational structure, informal groups exist and affect operations within the entire entity.
19. An organization chart and policy statements help an administrator to visualize and clarify the organizational structure in its entirety.
20. An organization needs administrators. They are the ones who effect the essential activity of management.

21. Controlling is an essential administrative activity because it helps assure that the goal of planning and organizing efforts are and will be achieved.
22. Complete instructions are an aid in obtaining uniform execution of common tasks, and in reducing the amount of controlling.
23. An administrator's success depends in a great measure upon the intelligent handling of human relations.
24. Every employee should be given the work requiring the highest skill and ability compatible with the employee's talents, education and experience.
25. All members of the organization wish to be kept informed. It is the responsibility of the administrator to receive and to answer questions in an understanding manner, and to let the group know what he is trying to accomplish as well as how, where, and why.
26. The purpose of organization is to clarify and distribute responsibility and authority among individuals and groups in an orderly manner, consistent with the purposes of the enterprise.

27. The role of the administrative staff should be one of leadership, stimulation, coordination, service, and appraisal, instead of merely inspection and command.
28. The administrative functions should be organized to provide the machinery for democratic action.
29. The administrative staff should be organized to provide persons on the staff with as much freedom for individual initiative as is consistent with efficient operation and prudent controls.
30. The organization should be under unit control.
31. The administrative organization, by its very structure, should provide for the continuous and cooperative evaluation and redirection of the organization from the standpoint of adequacy (the degree to which goals are reached), and efficiency (the degree to which goals are reached relative to the available resources).

CHAPTER VII

ADMINISTRATIVE AND STAFF POSITIONS NEEDED IN THE JUNIOR HIGH SCHOOL

It was stated previously that it was impossible for the building principal to adequately perform all of the administrative functions alone at the junior high school. The responsibility of administering the educational program for 700 to 900 pupils, along with the professional and non-professional staff, requires the services of several non-teaching staff. The seminar groups identified forty-three accepted functions which they said were necessary to fulfill the purposes of the junior high school. Each of these functions can be performed in a variety of ways, with varying degrees of emphasis or attention to each function. Further, they can be assigned in a number of different ways to a number of people with different titles and positions. The previous chapter indicated that it was possible to administratively structure and assign titles in several ways in the junior high school, based on the functions that needed to be performed.

Some of the factors that influence the number and kinds of positions and titles of positions include: the enrollment of the school, the willingness of the community

to provide for education, the personality of the school principal, the training and experience of the teaching staff. Other factors include the kinds and variety of services available to teachers and pupils; the need for pupil personnel services such as guidance counselors, psychologists, and nurses; as well as other health services desired. The organization of the central or district administrative and supervisory staff has also a major effect on the administrative organization and staffing of a particular building unit. For example, if there is a district coordinator of secondary education who works with the building principal and staff on instructional improvement, an assistant principal of instruction might not be a necessary position in the junior high school. Further, the decision made relative to organizing the staff with department chairmen will be influenced by whether or not the central administrative office has supervisors of subject matter areas who work directly with classroom teachers in planning and organizing the instructional program of the school.

A review of the completed questionnaires by building principals who performed the forty-three administrative functions in their buildings clearly indicated that there was no distinct pattern of administration in these schools. In fact, the patterns were so divergent that it could be concluded there was no emerging general pattern discernible. The seminar discussion groups indicated a general

dissatisfaction with the adequacy of staff to perform the administrative functions. Their areas of dissatisfaction of staff adequacy were basically in the areas of administration, guidance, and clerical assistance. This staffing inadequacy was confirmed in the questionnaire, by the fact that in no single instance was one function reported among the forty-three where at least two or more building principals were not performing the function alone.

Review of the Literature

Authorities in school administration have generally avoided suggesting the amount and kind of a professional staff that a particular school building should have. There is a logical explanation for their not being specific about administrative and supervisory positions needed for all schools. Positions should be related to the administrative and supervisory activities that a school needs to perform to fulfill its objectives. The purposes of a specific school are derived from the needs of the pupils, the community, and the society in which the institution is located. While the general needs of all pupils are quite similar, it is entirely possible that the specific needs of pupils in some schools within a community would be different. It would, therefore, be necessary to provide some services and perform some activities that might differ from school to school within a community. In this case, it would be illogical for

educational authorities to recommend a staffing pattern for all the schools, without knowing the needs and aspirations of the pupils and the community. It is possible, of course, to suggest general needs of all pupils in the junior high school from general knowledge about adolescent pupils and to suggest a basic framework to administer to these general needs. If the administrative staff, however, is to accomplish specific objectives for a particular school, the staffing patterns should be designed to accomplish activities identified for particular pupils in a specific school.

Most of the studies reporting on staffing are, generally, reports of what staff a school building has, rather than what staff it ought to have to perform the administrative functions; or reports of studies of how principals spend their time during the school day.

Perhaps one of the earliest administrative staffing studies on the junior high school was one made in 1916, in the Cleveland, Ohio, schools by Judd. In this study it was shown that the junior high schools:

. . . had two principals, one a man and the other a woman. In a general way, the functions of these offices are described by saying that the man is to have charge of the boys and the woman the girls. It appears that neither one has responsibility over the course of study. The man makes the program and has supervision over certain types of work. Other subjects and teachers are assigned to the woman. This organization appears to be clumsy and expensive and to fail at the point where greatest supervision of activities is needed, namely, in arranging the detail of the course of study.¹

¹Aubrey A. Douglas, "The Junior High School," Fifteenth Yearbook of the National Society for the Study of Education, Part III (Bloomington, Ill.: Public School Publishing Co., 1916), pp. 157-159.

At that time the administrative staff of the school was quite small and apparently the improvement of instruction was not considered by principals to be their primary responsibility. The junior high school has progressed considerably since Judd's study, and the administrative functions which principals perform have increased. How principals spent their time two decades later, was the subject of the Master's thesis for McNelly. He asked 67 junior high school principals in California to indicate the activities they engaged in during the school day and the per cent of time they spent on these activities. His study showed the following activities and time spent:²

<u>Activity</u>	<u>Per cent of school time</u>
Inspection of building	5.5
Supervision of instruction	13.6
Routine office work	18.0
Interviewing pupils	9.0
Interviewing callers	7.0
Discipline problems	8.0
Conferences with staff	14.0
Outside school activities	9.0
Matters that should be delegated	<u>4.5</u>
Total	99.6

The author concluded the study by stating:

The outstanding weakness of the junior high school principal seems to be his lack of training in supervision, and because of this lack of training he turns his attention to other matters of vastly less importance

²John G. McNelly, "The Activities of Junior High School Principals in California," California Quarterly of Secondary Education, Volume IV (January, 1929), pp. 155-165.

and devotes his time to petty details of a clerical and administrative nature . . . Only ten per cent of the principals reported as much as 35% of their time spent on activities which directly improve instruction and aid the professional growth of teachers.³

Whether or not the previous study was influential or impressive on others is not known. However, a short time later Foster was rather caustic in his appraisal of junior high school principals when he said:

No one will deny that, with few exceptions, the junior high school has been administered by amateurs. We need a man with superlative attributes of a leader who will give competent professional direction . . . Administration is a necessary, but often exaggerated function.⁴

A more recent report of how principals believe they allocate their time was made by Faunce.⁵ He compared studies made in 1921, 1932, and 1960 on principals activities. From this study several conclusions are made:

1. Regardless of the school enrollment, principals spend their time in about the same way. The exception might be, that principals in larger schools spend less time on student activities because they have the services of guidance counselors.

2. Regardless of the size of school, the principals spent approximately 30 per cent of their time on office

³Ibid., p. 164.

⁴F. K. Foster, "Junior High School Principalship," American School Board Journal, LXXXV (August, 1932), pp. 21-22.

⁵Roland C. Faunce, and Morrel J. Clute, Teaching and Learning in the Junior High School (San Francisco, Calif., Wadsworth Publishing Co., Inc., 1961), pp. 341-343.

routines and approximately 15 per cent of their time in supervision of instruction.

3. From 1921 to 1960 the per cent of time spent by the principal in supervision of instruction remains substantially the same.

From this study by Faunce and others it is quite clear, for what ever reasons there may be, instructional improvement is indeed neglected by the building principals in schools.

Perhaps principals have been negligent in devoting the major portion of their time on instructional improvement through no faults of their own. A recent study was made in Pennsylvania involving principals, teachers, and superintendents of schools, in seeking to determine how to improve education in that state. In this study Horton found:

Of the ten problems mentioned most frequently by the principals, teachers and superintendents . . . trying to distribute time among his duties . . . the effectiveness of the principal as an administrator may be questioned because of his excessive duties and responsibilities. These duties are so demanding that little time is left to help teachers with their individual problems.⁶

⁶ Ben H. Horton, Jr., "A Study of the Problems of Beginning Principals as a Basis for Improvement of the Program for Education of Principals at Applachian State Teachers College," (Unpublished Ed. D. dissertation, School of Education, Florida State University, 1958).

The conclusions reached in the above study confirm Edmondson's opinion reached a decade earlier when he said:

In a school of 600-700 students, the principal and his assistant principal are not equal to the task of performing all the activities that are necessary and advisable for the most effective administration. It is almost impossible to find a school over supplied with administrative assistants.⁷

The literature of education is replete with statements acknowledging the inadequacy of administrative staff positions in schools. Why so few schools have an adequate staff for the titanic tasks they face was the subject of an editorial by Shaw, and he said:

In our view several generalizations worth mentioning are: At some point, some one not immersed in the daily tasks is needed to give an outsiders viewpoint. Each situation is unique, and the number and different kinds of administrative staff needs respond to that difference. The fundamental base is an exhaustive testing of the necessary and useful tasks to be done. Job descriptions, in detail, should be determined from that testing of tasks. Agreement by faculty and the Board, on tasks to be performed is a necessary prerequisite to establishing adequate skills. Building an adequate staff for administration . . . is directly related to goals and is essentially consistent with the processes of the institution it is serving.⁸

This above quotation is in general agreement with the position of most authorities in public and educational

⁷J. B. Edmondson, Joseph Roemer, and Frances L. Bacon, The Administration of the Modern Secondary School (New York: The Macmillan Co., 1948), pp. 96-97.

⁸Archibald B. Shaw, "The Adequate Administrative Staff," Overview, Volume II (February 1961), p. 15.

administration, that it must first be determined what it is that needs to be done before a specific staff can be judged either adequate or inadequate to accomplish given objectives.

The literature contains four references, that will be useful to cite, that suggest the kind and amount of personnel needed to perform the administrative functions at the junior high school. Gruhn and Douglas have suggested that, for a school enrolling from 600 to 1000 pupils, the following staffing patterns should be attainable in a well supported junior high school:⁹

<u>Title of Position</u>	<u>Number of Positions</u>
Principal	1
Assistant principal	1/2 to 1
Counselors	1 to 2
Library	1 to 2
School nurse	1 to 1 1/2
School physician	1/4
School psychologist	1/2
Supervision and curriculum direction	2

In addition at least two clerical and secretarial positions were recommended.

The range of total individuals to perform these functions and services is from seven and one-quarter to ten and one-quarter full time persons. It should be pointed out that this recommendation did not specify or recommend remedial teaching services or dental hygienist services considered

⁹ William T. Gruhn and Harl R. Douglas, The Modern Junior High School (New York: Ronald Press, 1956), p. 360.

by many school administrators to be important services to provide for pupils.

The Commission of Secondary Schools of the Southern Association of Colleges and Secondary Schools in 1958 recommended that a junior high school for 720 pupils should have the following minimum personnel:

- A full time principal
- A curriculum or administrative assistant
- A full time materials consultant
- A full time guidance counselor
- A full time school nurse
- A full time lunch room manager . . .¹⁰

In addition, the recommendation was made for at least three full time clerical or secretarial positions to assist the above named positions. Thus, the Commission of Secondary Schools has recommended a minimum of six full time persons, somewhat lower in number than the minimum number recommended by Gruhn, without making a statement on what they considered to be an optimum staffing pattern.

A third recommendation for the general staffing needs of the junior high school was made by Braham. After reviewing the responsibilities of the administrative staff he stated:

To develop these areas, a school needs to have adequate personnel--an assistant principal, a guidance

¹⁰ Commission on Secondary Schools, The Junior High School Program, The Southern Association of Colleges and Secondary Schools (Atlanta, The Association, 1958), p. 76.

counselor, a curriculum director, an office clerk for each 500 pupils, a psychologist and a nurse for each 1000 pupils. . . .¹¹

Using the above criterion for staffing a school of 1000 pupils for example, would have with the building principal, five administrative positions, exclusive of those of the counselors, nurses, and others. This staffing pattern would develop a pupil-administrator ratio of 200 : one. This is the ratio that the seminar groups and several educational authorities believe is necessary to a well administered junior high school.

Still another study on personnel needs was made by the Illinois Junior High School Principal's Association in 1959, under the direction of Baughman. In a survey of the principals of 129 junior high schools in Illinois, they concluded: ". . . that the [Illinois] schools needed more help in supervision and curriculum development," and "that a school over 500 pupils should have, both a full time principal and assistant principal."¹² This study did not review nor suggest what the total staff to perform administrative functions should be.

¹¹R. V. Braham, "What Are the Current Trends in the Junior High School," National Association of Secondary School Principals, XLIII (April, 1959), pp. 202-203.

¹²M. Dale Baughman, "Patterns of Staff Personnel in Illinois Junior High Schools," National Association for Secondary School Principals, XLV (February, 1961), pp. 47-56.

These staffing recommendations, to some readers, may seem to be quite ideal and beyond attainment by school districts. This is not the case. In 1958, Melbo of the School of Education of the University of Southern California, and a team of his professional associates, were asked to make an exhaustive study of the Whittier, California, school district and to make recommendations for an administrative organization designed for instructional improvement. The study had as its primary objective to:

. . . develop a new pattern of organization for the administrative staff to free the principal from some responsibilities, so that he could provide leadership for the development of the instructional program. It was recognized that if the principal is to devote nearly half of his time to the instructional program, many of the responsibilities currently assigned to the principal would need to be delegated to an administrative officer serving in the capacity of assistant principals.¹³

The report of the study continues by stating that the school needed three full time assistant principals, one each assigned to the areas of guidance; curriculum and instruction; and business and pupil activities. In addition, a second echelon of staff was recommended consisting of four coordinators and under them assistant coordinators. Three coordinators were assigned to the instructional area and one to student personnel. Assistant coordinators were assigned

¹³Charles E. Wallace, "An Administrative Organization for Instructional Improvement," National Association for Secondary School Principals, XLV (February, 1961), pp. 32-35.

to student personnel services and business affairs. In addition, a recommendation was made for a full time head guidance counselor.

To summarize the staffing recommendations made, the equivalent of ten full time positions were needed to administer the activities for 1800 pupils. This is a ratio of one administrator for 180 pupils, considerably lower than the previous studies cited. It should be pointed out also, that the staff recommended for the school excluded services such as counselors, librarians, nurses, and other necessary positions needed for a well organized junior high school along with the kinds of services most parents want for their children and the services needed by alert teachers for a quality educational program.

The point to be made here is that the great majority of school systems have not analyzed the objectives they are desirous of accomplishing, the activities that the staff need to engage in to accomplish these objectives, and the staff needed to accomplish their objectives. Until schools follow this procedure, it is unlikely that it can be determined what an adequate staff is, nor why instructional programs are not up to the expectations of many citizens.

Administrative Personnel

The North Central Association of Colleges and Secondary Schools has stated:

For high schools enrolling 250 or more students . . . a principal who devotes most of his time to the administration and supervision of the high school, and such special supervisors as the effective operation of the program requires.¹⁴

Individuals as well as organizations have made recommendations as to particular kinds of positions and the number of individuals that a junior high school should have as a part of its administrative "team." The Association for Supervision and Curriculum Development has stated:

In the future, we will look to better utilization of administrative personnel in order to provide optimum leadership for organization assistance. . . . It is likely that one full time administrator will be assigned for 200 students, as is now the case in some junior high schools.¹⁵

This recommendation is not radically different from that one cited earlier made by Gruhn and Douglas, for they recommended from three and one-half to four full time administrative personnel for 600 to 1000 pupils.

On this subject in 1960, Dr. James Conant said:

To exercise leadership, the principal must have sufficient administrative assistance in the form of assistant principals and clerical help. . . . Generally speaking, a full time assistant principal . . . should be

¹⁴ Policies and Criterion for the Approval of Secondary Schools, North Central Association of Colleges and Secondary Schools (Chicago, Ill.: The Association, 1960), p. 12.

¹⁵ Commission of Secondary Curriculum, The Junior High School We Need, Association for Supervision and Curriculum Development (Washington, D. C.: The Association, 1961), p. 29.

available for every 750 pupils; a clerk or secretary should be available for every 250 pupils.¹⁶

This recommendation is more conservative than the recommendations cited previously, and it was based on observations made in visits to schools, rather than upon an analysis of the functions to be performed or a study of the myriad activities usually a part of the junior high schools program. As was stated earlier, most authorities have been reluctant to make specific recommendations on administrative staffing, without a thorough knowledge of the activities to be performed. This topic was adequately covered in an earlier section.

Guidance Personnel

There is considerable difference of opinion as to the number of specialists needed in the area of guidance and testing, in the school, among various authorities. Dr. Conant suggests that: "a full time specialist, or the equivalent in guidance and testing should be available for every 250-300 pupils in grades 7 and 8. The same ratio applies to grades 9-12 as well."¹⁷

¹⁶ James Bryant Conant, Education in the Junior High School Years (Princeton, N. J.: Education Testing Service, 1960), p. 37.

¹⁷ Ibid., p. 27.

The New York State Department of Education in a recent bulletin to administrators, indicated that an optimum staff in guidance would be: "One to 400 pupils."¹⁸

Still another recommendation was made by the Association for Supervision and Curriculum Development which suggested: "Even in the most ideal situation, the counselor works with 200 to 300 students. . . ."¹⁹

To many educators in the Mid-West, the criterion of the North Central Association of Colleges and Secondary Schools is accepted as quite authoratative. This association has made the following recommendation for guidance personnel:

The ratio of students to qualified guidance personnel should be approximately 300 : 1 . . . schools enrolling over 300 pupils should have a full time guidance worker or the equivalent in part-time workers for every 300 pupils or major fraction thereof.²⁰

Another authority in guidance, Dr. Clifford Erickson, has expressed this opinion about the ratio of guidance personnel to pupils:

¹⁸The University of the State of New York, Criteria that may be used to Determine the Size of an Efficient Secondary School, The State Education Department (Albany, N. Y.: The Department, March, 1961), p. 3.

¹⁹Commission on the Education of Adolescents, The High School We Need, Association for Supervision and Curriculum Development (Washington, D. C.: The Association, 1959), p. 13.

²⁰North Central Association of Colleges and Secondary Schools, op. cit., p. 17.

The rule of thumb followed in many communities is, one period per day for each 75 to 100 pupils. . . . It is probably safer to assume that the most efficient ratio is somewhere between 50 and 100 pupils for each counselling period.²¹

Recommendations for the ratio of pupils to guidance personnel show considerable variance. Most building principals would like to have Conant's suggested ratio represent the staffing pattern policy to be followed in their schools.

School Psychologists

The inclusion of the position of a school psychologist on the staff of a particular school is of quite recent origin, in the life of the junior high school at least. In 1955, a report of a conference devoted in part to discussing the role of the school psychologist stated:

There has been so little experience with adequate services that no one can say with certainty how many could be employed. Estimates of the proper ratio vary from one psychologist to every 1000 students to one for every 300 pupils. . . . Whereas, a few favored districts and individual schools with enrollments of 1000 or less are served by a full time psychologist, there are many more where the ratio is one psychologist to 5000 or more children.²²

²¹Edward C. Roeber, Glen E. Smith, and Clifford E. Erickson, Organization and Administration of Guidance Services (New York: McGraw Hill Book Co., Inc., 1955), p. 104.

²²Norman C. Cutts, (ed.) A Report of the Thayer Conference on the Function, Qualifications and Training of School Psychologists (Washington, D. C.: American Psychological Association, Inc., 1955), p. 4.

Some time after the above mentioned conference, a specific proposal was made, according to Johnson,²³ by the American Psychological Association in which they recommended a ratio of one psychologist to every 3000 pupils.

This would indicate that the ideal size junior high school would have this service on a part-time basis at least, and the more affluent communities might have the service available to pupils on a full-time basis.

Instructional Services

Instructional services has basic reference to those services dealing with instructional materials. The school library should serve as the instructional materials center for the school. Instructional materials include books and other printed materials, films, recordings, and other media developed to aid learning. A modern junior high school uses motion pictures, sound recordings, film strips, and other materials to give increased dimensions to the library role. The function of the materials center is to locate, gather, provide and coordinate the use of school materials for learning and the equipment required for use of these materials.

²³Walter F. Johnson, Buford Stefflre, and Roy A. Edelfelt, Pupil Personnel and Guidance Services (New York: McGraw Hill Book Co., Inc., 1961), p. 149.

This vital and necessary service is recognized by all education authorities as necessary to and the center of a school's instructional program. Conant expressed his opinion on the matter by stating: "I have become impressed more than ever with the important place of the library in the operation of the schools I have seen. . . ."24

Librarian

Since the instructional materials center is an auxiliary service, some boards of education are reluctant to staff adequately this important facility. The New York State Department of Education has recommended that a proper staff should be: "One librarian to every 500 pupils in the secondary schools."25

The North Central Association of Colleges and Secondary Schools has stated as part of its evaluative criteria: "Schools with enrollments of 500 or more pupils shall employ a librarian who devotes full time to library service."26

Still another recommendation has been made by the American Association of School Librarians, a division of the American Library Association, the professional association

²⁴Conant, op. cit., p. 31.

²⁵The University of the State of New York, op. cit., p. 3.

²⁶North Central Association of Colleges and Secondary Schools, op. cit., p. 18.

of librarians. Their latest recommendation, published in 1960, stated:

1. For the first 900 students or fraction thereof: One librarian for each 300 students or major fraction thereof: if the head librarian has no administrative responsibility for audio-visual materials. . . .
2. For each additional 400 students or major fraction thereof: One librarian, if the head librarian has no administrative responsibility for audio-visual materials. . . .

b. Clerks

One clerk for each 600 students or major thereof if the head librarian has no administrative responsibility for audi-visual materials.²⁷

This association further recommended that every school with 200 or more pupils should have a full-time librarian and a one-half time clerk.

The staffing recommendation was not reached by any of the schools in the staffing status study. Most schools up to an enrollment of 1300 pupils had one librarian regardless of their enrollment.

Instructional Materials Consultant

This position has only recently been recognized by some educational authorities as a needed position in the schools. The American Library Association, for example, did not acknowledge until 1956 that the school library should be the instructional materials center for the school. For a number of years, some librarians only recognized printed materials as being "proper" for the school library to house.

²⁷The American Association of School Librarians, Standards for School Library Programs (Chicago, Ill.: American Library Association, 1960), p. 54.

The acceptance of the cross media approach to learning materials has finally been properly appreciated by some professional educators.

Since the acceptance of this position, those interested in this area of instruction have not been "professionally organized," nor have other groups indicated a pupil-administrator ratio desirable for a school. The increased production, use, and discovery of excellent instructional subject matter, using oral, audio, and visual approaches gives increased dimensions to instructional materials centers.

The instructional materials consultant develops more effective ways to use all types of materials by teachers and pupils. It is his function to be directly responsible for a program of counsel, service, and inservice education for teachers in the use of instructional materials.

Remedial Services

Of recent years many secondary school administrators and teachers have recognized that pupils entering the seventh grade do not have a uniform level of competence in the language arts skills. Reading authorities, for example, generally agree that nearly 50 per cent of the entering pupils, find the standard textbooks in school courses not geared to the pupil's ability. From 25 to 35 per cent of the pupils find the books beyond their level of comprehension, and 10 per cent find the textbooks no challenge to their abilities. It

has also been found that within a school population pupils have serious speech defects, of varying kinds, that inhibit their learning capabilities. To assist pupils to reach the level of academic achievement comparable to their learning potential, school authorities have recommended the addition of reading consultants and speech correctionists to the school staff.

Reading Consultant

The introduction of the position of reading consultant at the secondary school level has gained momentum during the past decade. At the present time no relationship or ratio of individuals needed in this role to pupils has been established by any professional group or organization. It would seem safe to state that every junior high school with 700 pupils would profit from such an addition to the staff.

Only in recent years have the secondary schools been concerned about the reading abilities of its pupils to the point of providing specific instruction to pupils in this area. For quite some time authorities have agreed that every secondary teacher should be a teacher of reading, but they point out that this goal is far from being achieved, largely because subject-matter teachers lack training in reading methods. In most schools, when the need for adequate reading instruction is felt, a reading program is organized with

a reading consultant to give leadership in the program, rather than the English department. This seems logical, for a child with a reading difficulty cannot be more successful in reading mathematics or social science materials than he can in English literature.

Most secondary schools use the developmental reading program in their improvement instruction in the reading area. This requires considerable curriculum leadership and cooperative effort on the part of all teachers to make it successful. It is not unusual to find some schools requiring all pupils to have a "double-period" of English at the seventh grade level, and to include speaking, writing, reading, listening as well as literature in their teaching units.

The reading consultant serves three basic functions in most schools. They serve as diagnosticians of reading problems of pupils; they serve as teachers of individual as well as groups of children; and they also serve as a consultant to all teachers in the area of the language arts.

Speech Correctionist

Most authorities in speech agree that from three to five per cent of all school children need special help with their speech. With these children their speech is either so different or so uneven that spoken communication is seriously faulty or inefficient. Since the ability to use

speech as a means of communication is necessary for the teaching-learning process, children handicapped in this area need some kind of special assistance.

There are no fixed standard ratios of pupils to speech teachers that have been adopted. Most authorities agree that a school district with 3500 pupils probably has a need for a full-time speech correctionist. To a large extent the ratio of pupils to speech teachers depends in part on the kinds of defects a child has and the child's level of development. The Department of Public Instruction in Michigan requires, for state reimbursement of the speech correction program, an adequate case load of pupils who have been certified to need the program. The case load required for the 1961-62 school year as stated:

The minimum case load of 100 cases per speech teacher as required by the Rules and Regulations of the Department of Public Instruction, should be considered the maximum number that any speech correction teacher can serve.²⁸

If the junior high school, for example, has 800 pupils, it is unlikely that the speech teacher would need to spend more than twenty-five per cent of full-time in that building. Principals and teachers feel quite strongly that this service should be provided to pupils to facilitate their learning.

²⁸Michigan Department of Public Instruction, Education Program for Children Who Need Speech Correction (Lansing, Mich., The Department, 1961), p. 1.

Health Services

Most school districts in New York State have health services available to children. In practically all communities, outside of New York City, these services are provided by the school district. In some school districts, too small to warrant the local district providing this service, school districts join in Cooperative Boards to provide these services. The New York State Department of Education recommends that school districts provide the service of a school nurse-teacher and a dental hygienist teacher. In New York State it is mandatory that health service personnel be qualified and certified as teachers.

School Nurse

A recent bulletin of the New York State Education Department made this recommendation for the ratio of school nurses to pupils: "One nurse for 500 pupils."²⁹

Dental Hygienist

A recent bulletin of the New York State Education Department made the recommendation for the ratio of dental hygienist to pupils: "One dental hygienist to 1500 pupils."³⁰

²⁹The University of the State of New York, op. cit., p. 3.

³⁰Ibid., p. 3.

Total Professional Staff Needed

Three references from the literature will be used to indicate the total number of professional staff that a junior high school should have in relation to a given number of pupils. Dr. Conant has stated: "One can show that a three year junior high school might have a ratio of 59 professionals for 1000 pupils. . . ."31

Gruhn and Douglas have suggested that the total staff for 600 to 1000 pupils might range from "33 to 53 professional persons."32

The New York State Education Department has recommended a minimum of instructional staff for a school from 750 to 1000 pupils, from "33 to 50 individuals."33 In addition, "administrative, supervisory and special services may require from four to six additional staff members per 1000 pupils." In this same bulletin, it stated that Dr. Paul Mort, formerly of Teachers College, Columbia University, ". . . has raised his recommendation to 60 professional staff per 1000 pupils."

Recommendations for total professional staff needed

³¹Conant, op. cit., p. 35.

³²Gruhn and Douglas, op. cit., p. 360.

³³The University of the State of New York, Finance and School Staffing, The State Education Department (Albany, N. Y.: The Department, 1961), p. 7.

at the junior high school are, of course, dependent upon a great number of community factors, as well as the needs of the individual pupils and the school. There is no guarantee that a ratio of 45 professional staff per 1000 pupils will be less able to perform the activities needed to keep the school in operation and meet needs of children than a school with a staff of 60 professional staff per 1000 pupils. The criterion for staffing is dependent upon the needs of the pupils and the community, the kinds of services that the school is expected to provide, and the expected outcomes of the objectives of the school.

Staffing Recommendations of the Seminar Groups

To cover the forty-three functions adequately, without involving the principal in inappropriate activities, the following positions or their equivalents seemed to represent the optimum staffing pattern for a school from 700 to 900 pupils:

Full time principal

Two full-time assistant principals

Full-time school nurse-teacher

Part-time dental hygienist

Three full-time guidance counselors

Part-time or full-time school psychologist

Part-time or full-time coordinator of student activities

Part-time or full-time coordinator of instructional materials

Full-time librarian

Full-time reading consultant

Part-time speech correctionist

Several of these positions are not strictly administrative. They do, however, have attached to them functions which have to be carried out by school administrators, where these positions are not provided. The school nurse, for example, is often assigned the responsibility for the processing of claims for the student insurance program. In the absence of this full time position of the school nurse, this responsibility must be handled by someone else on the administrative staff.

The positions listed above were selected to represent an optimum staffing program. There is nothing sacred in the positions selected or in the order in which they appear, but the services represented by the positions probably require persons who devote to them a block of time.

Assuming for purposes of illustration a pupil enrollment of 850, the staff recommended would provide a pupil-administrator ratio of approximately 210 : one. (This is based on the full time equivalent of four positions: principal, assistant principals, coordinator of student activities, and coordinator of instructional materials.) This is lower than some recommendations cited earlier but exceeds others.

The seminar participants seemed to be justified in making this recommendation for the administrative staff.

Their recommended staffing ratio of 210 : one would represent nearly a tripling of present administrative assistance at the junior high school level which was found to be 529 : one, as previously reported.

CHAPTER VIII

DEVELOPING JOB DESCRIPTIONS OF THE JUNIOR HIGH SCHOOL PERSONNEL

An earlier chapter stated that the objectives of the junior high school could not be attained unless the administrative activities to fulfill these purposes were identified, and further, that these administrative activities must be combined to form positions and that the positions needed to be related to form the administrative structure. A suggestion was made as to the processes that might be followed to attain this end. The three steps of defining objectives; identification of function or activities, which have to be performed to fulfill the objectives; and creating positions and a structure to carry out these functions, cannot be avoided without risk to the objectives, the functions, and the structure.

It cannot be overemphasized that it is through its organization that the junior high school comes to grips with its educational tasks. If the school has a sound organization pattern, it can fully utilize its personnel, facilities, and its program and bring them into necessary relationship that will assure the satisfactory accomplishment of the objectives for which society created the school. With an awkward, faulty organization, the school will experience

difficulty in the accomplishment of its goals and may even find some of its objectives unattainable.

As Hagman pointed out: "In all administration, the fundamental task is the organizing of the efforts of people."¹ In schools, educational administration can have but one basic purpose. That purpose is to improve the quality of the instructional program by facilitating the teaching and learning process. The basic responsibility of the junior high school principal, then, is to facilitate, foster, and implement all the forces that will improve teaching and learning.

It has been previously indicated that secondary school principals are spending no more time today than principals did forty years ago in improving the quality of the school's instructional program. One school superintendent writing on instructional improvement describes secondary school principals this way:

As a group, high school principals have not achieved a reputation for instructional leadership. They have hung up an excellent record in school management, but are generally reported to have neglected instructional improvement. They have tended to place faith in the individualized efforts of classroom teachers, rather than work at a well coordinated instructional program that would require each teacher's methods to be judged against this overall pattern. They have accepted

¹Harlan L. Hagman and Alfred Schwartz, Administration in Profile for School Executives (New York: Harper and Brothers, 1955), p. 7.

the school as made up of a miscellaneous assortment of subject fields and as running in that manner.²

There is a number of educators that would share this opinion with Spears, that principals are not fulfilling their responsibilities as instructional leaders, but most do qualify as managers. Some individuals, however, have raised questions as to the firmness of the principals' convictions and their knowledge as managers. Yet, it isn't certain that the picture is as dismal as Mitchum painted it when he said:

Many principals have hurried to the newstand to buy the current popular journal after having been asked whether they had read the latest advice on how to man and manage a well ordered high school. . . . Almost everyone except the high school principal is advising the nation on what makes a good high school program.³

There is no single person in the school system that exercises more direct influence upon the instructional program than does the building principal. The instructional program is generally, in most schools, a reflection of what the principal believes, encourages, or neglects. As the Association for Supervision and Curriculum Development Yearbook stated it:

²Harold Spears, Improving the Supervision of Instruction (New York: Prentice Hall, Inc., 1953), p. 187.

³Paul M. Mitchum and Archie G. Richardson, "Problem in Organizing the School Program to Achieve Balance," Association for Supervision and Curriculum Development, 1961 Yearbook, Balance in the Curriculum (Washington, D. C.: The Association, 1961), p. 136.

The curriculum and the way it is administered, largely determines the intellectual, emotional and personal development of each child in the school. Curriculum, therefore, should be the principal's chief concern. He should contribute actively to curriculum development and change by means of his own professional knowledge and skill. . . . If desirable goals are to be achieved, the principal must create and maintain within the school a favorable climate for teaching and for learning. . . . Above all, the principal must . . . be the one who makes it possible for every teacher to achieve the goals for which the curriculum is designed.⁴

The principal who neglects this responsibility of instructional improvement impairs the effectiveness of the school in obtaining its objectives. Teachers will not perform to a high degree of effectiveness with pupils in the face of administrative indifference. Above all else, the principal needs to play the role of facilitator--one who makes it possible for teachers and pupils to achieve individual and institutional goals.

Reasons for Principal's Failure to Improve Instructional Program

Without analyzing a specific school situation, it is possible only to generalize as to the reason for a principal failing to improve the instructional program of the school. Four possible reasons will be discussed, three of which are related to the need for, or lack thereof, of adequate job descriptions for administrative staff positions.

⁴Ibid., pp. 168-169.

Lack of Knowledge of Job

High school principals in both their preservice and inservice professional preparation programs have had a general knowledge of the responsibilities of their position. Most individuals who become principals have had teaching experience in the secondary schools, so they have had some first hand experience with the responsibilities of the principalship. Most principals should know that the greater part of their authority and responsibility are assigned to them. Since the board of education is usually the only legal authority in a community for the public school, the principal's authority and obligations are assigned by the board of education, through the superintendent of schools, to him. If the board of education, the superintendent, and the principal are to work together and accomplish the objectives of the junior high school, there must be an agreement on the functions that the principal is to perform. Perhaps instructional improvement has been neglected in the junior high school because the principal has not been adequately informed as to his authority and responsibilities. Bent reported a study on this question, and he stated:

. . . about 2/3 of these principals reporting, stated that their duties were defined by mutual agreement between the superintendent and the principal. Twelve per cent said their duties were designated by the superintendent, and ten per cent, by the board of education. Thirteen per cent stated that their duties were not clearly defined. In some cases the principals

do not have an understanding of what administrative and supervisory duties and concomitant authority include.⁵

The point to be stressed here is that unless the principal is adequately informed as to his responsibilities and the relative weight of importance of specific activities emphasized, he is likely to assume that all activities are to be treated equally. If it is emphasized, for example, that the principal is to devote one-half his time to instructional improvement, his obligation in the position becomes quite clear. Devoting this block of time to one activity would restrict, then the ability of the principal to perform only a limited number of other activities during the school day. This would affect the job descriptions of all administrative personnel. An examination would then need to be made to determine the adequacy of the staff to perform all the functions necessary to keep the school in operation.

Insufficient Staffing

In analyzing the current staff ratios in the status study of the New York State junior high schools, it was found that the pupil-administrator ratio was approximately

⁵Rudyard K. Bent and Lloyd E. McCann, Administration of Secondary Schools (New York: McGraw Hill Book Co., Inc., 1960), p. 25.

529 : one. The proceeding chapter cited the various authorities in education that advocate that the desirable ratio of pupils to administrators should not exceed 200 : one. Further, a case study was cited that had recommended a pupil-administrator ratio of 180 : one. Comparing the recommended administrator ratio to pupils with the ratios that exist in the schools, it is quite apparent that there needs to be a doubling or tripling of the staff positions to adequately administer the junior high school.

If the junior high schools are as woefully inadequately staffed with administrator personnel as the data seems to suggest, it is little wonder that principals are neglectful in the area of instructional improvement. It would appear that schools have forced the principal to become a manager of the school, and he has had to depend upon the individual teachers to further the instructional program. With the many activities that must be performed to keep the school in operation, some activities are surely to be neglected when the school is inadequately staffed. The neglected activity seems to be that of instructional improvement.

That the schools are generally inadequately administratively staffed and that principals are bogged down with petty details of administration was confirmed nearly a decade ago. Lauchner spent an academic year visiting junior high schools in most areas of the United States. In a report of this visit to schools, he confirmed to his

satisfaction that principals were finding it impossible to exert instructional leadership because, as he stated it: "First let us free the principals. . . . Bugged down with the busy work . . . cutting stencils, adding up the weekly milk money, helping set stage scenery. . . . This has been going on for years."⁶

Unless communities are willing to provide an administrative staff of sufficient quantity to perform most of the activities that must be undertaken to keep the school in operation, school principals will not become instructional leaders. They will continue administering and performing seemingly petty activities that should be performed by a person with a lower level of training and will not devote time to instructional improvement.

Unwillingness to Delegate Authority

It was stated previously that the New York State junior high school principals, when they do have administrative assistants, in most instances are not assigning activities and obligations to these assistants. Further, a California study was cited confirming that in that state also principals were not assigning activities to assistants. Recently, a study was completed in New York City among 54

⁶ Aaron H. Lauchner, "What Improvement Can be Made in Organization, Administration, and Supervision in Junior High Schools," Bulletin, National Association of Secondary School Principals, XLII (April, 1958), pp. 249-250.

high school principals who were asked to indicate how 178 administrative responsibilities were performed. It was found that 78 per cent of the responsibilities were handled by the principal alone, or shared with his assistant. One of the conclusions stated: "Principals in New York City, do not or cannot delegate a sufficient portion of their job as educational leaders . . . and are unable to find time for aspects of their job they considered most important."⁷

The assignment of activities and the wise use of administrative assistants seems to be a particular problem among building principals. Referring again to the visits made by Lauchner to junior high schools, he observed this about assigning activities:

Now and then, however, principals who are blessed with the help needed to operate a good school, remain bogged down. They just do not know how to delegate or they won't do it. They have an assistant principal --but the assistants are never permitted to go it alone, even in minor cases.⁸

This failure to assign activities to his assistant by the principal may be partially explained, according to Jacobsen, by the concept of management the school principal has. On this point he said:

⁷ Leo Weitz, "The Problem of Delegating Responsibility in a Larger High School," Bulletin, National Association of Secondary School Principals, XLV (October, 1961), p. 109.

⁸ Lauchner, op. cit., p. 250.

If the principal believes that he must have a hand in all decisions he will tend to delegate fewer of his responsibilities and to try to perform personally or share in the performance of most of his duties. On the other hand, if his perception of his role is that he should make only the most important decisions, he will delegate both the authority and responsibility for most of his work to his subordinate.⁹

It is quite clear that building principals are not assigning administrative functions to their assistants to complete even when they have them. This can only be corrected by developing adequate job descriptions for all administrative personnel and assigning portions of the necessary functions that need be performed to each administrative position. Sharing responsibility and assigning responsibility are quite different matters, and it appears that most principals are not confident enough of themselves or of their assistants to give up control over even insignificant matters which could be routinized.

Lack of Job Descriptions for Assistants

Not only are principals failing to assign administrative activities to their assistants, they are severely handicapping the services of administrative assistants when they have them. This statement, made by Corbally, will be useful to illustrate this point:

⁹Paul B. Jacobsen, William C. Reavis, and James D. Longsdon, The Effective School Principal (New York: Prentice Hall, 1959), p. 39.

At this very moment, many assistant principals--in secondary schools--throughout this country are just not sure of where their authority and responsibility --begin or end. No clear cut job analysis has been made, and the delegation of responsibility to them has been left pretty much to chance. . . . A person can hardly be an effective member of the team, when he is unsure of his role, when he hesitates or feels that he has to clear with the man above before he acts.¹⁰

This statement points out the fact that in order to have the competence and full value of performance of an assistant, he must know what is expected of him. It further points out the importance of having job descriptions for each member of the administrative staff which point out the work they are to perform. Without such descriptions, the organization is both ineffective and inefficient, as well as wasteful of personnel.

These four reasons then: lack of knowledge of the job to be done, the inadequacy of the administrative staff, the improper assignment of activities, and lack of definite job descriptions for assistants, may all influence or explain in part at least, the failure of the principal to devote more of his time to instructional improvement. With the exception of providing adequate personnel, all the other factors can be corrected by analyzing and defining the jobs of individuals on the administrative staff. The job

¹⁰ John E. Corbally, T. J. Jensen, and W. Frederick Staub, Educational Administration in the Secondary School (Boston: Allyn and Bacon, Inc., 1961), p. 350.

description is imperative to effect organizational behavior in the junior high school to accomplish its objectives.

Developing Job Descriptions

It was suggested in a preceeding chapter that, prior to the employment of personnel to perform the administrative functions of the school, it was necessary to identify the activities to carry out its objectives. Further, decisions must be made as to the administrative structure of the organization. This procedure is in accordance with Griffiths when he suggests:

. . . the delineation of evaluative criteria which must proceed the writing of job descriptions, namely:

1. The functions of administration that are to be performed.
2. The organizational concepts under which the school is functioning.
3. The way in which these functions are categorized.

. . .¹¹

The formation of a position is done on the basis of a job analysis. A job analysis has been defined by Davis as: "A technique for investigating general work assignments. It collects and classifies information concerning the characteristics and requirements of a specific general assignment."¹² It is basically, then the process

¹¹Daniell E. Griffiths, et al., Organizing Schools for Effective Action (Danville, Ill.: The Interstate Press, 1962), p. 147.

¹²Ralph Currier Davis, The Fundamentals of Management (New York: Harper and Brothers, 1951), p. 234.

of studying critically the duties and operations of a job. Once it is determined what a position is, a job description can be made of the position.

A job description, according to Dale, should include as a minimum:

- a) Description of responsibility
- b) Description of authority
- c) Organizational relationship (job title)
- d) The basic functions of the job (broad objectives, purposes and actions of the job)
- e) Provisions for coordination
- f) Accountability (to ensure compliance)
- g) Duties common to all executives. . . .¹³

Griffiths describes a job description in another way by stating:

. . . it is the written record of the function of the position to be filled. It is written as nearly as possible in operational terms. The job description should include what the person is to do; how in general he is to do it; what he should do in it; and how well the job is to be done. The job description also details the relationship of the job occupant to others in the system.¹⁴

It was also pointed out earlier that once the job has been described and the administrative structure agreed upon, the administrator is ready to seek candidates to fill the position, using the techniques suggested earlier. This procedure is also in accord with Griffiths, when he states:

¹³Ernest Dale, Planning and Developing the Company Organization Structure (New York: American Management Association, 1955), p. 151.

¹⁴Griffiths, et al., op. cit., p. 149.

Job descriptions should be prepared prior to employment . . . if we are to have effective administrators, we must first describe the situation and then find the man who can fill the requirements. . . . The wise administrator must guard against the possibility of varying talents or desires of his staff becoming the criteria upon which the administrative structure is built.¹⁵

Further, it is quite important that, after a position has been described, the title of the position be carefully chosen. A title serves two purposes. First, it helps identify and define the nature of the work, its relative importance, authority, and responsibility. Secondly, it serves to indicate that the person possessing the title is competent and qualified to perform the task required in that position. A title is the nature of a confidence. It signifies a trust and faith in the individual and in his ability to see that work will be satisfactorily performed.

To summarize what has been said about developing job descriptions:

- a. It must be known what administrative functions must be performed to fulfill the organizational objective.
- b. An analysis must be made to determine the duties and operations of a job.
- c. The number of individuals needed to perform these functions must be determined.

¹⁵Ibid., p. 150.

- d. The administrative structure must be determined to relate the positions in the organization.

With this basic information it is possible to proceed to develop job descriptions for the administrative staff of a school building.

To illustrate how this process is utilized, job descriptions will be constructed for a school building using data previously presented. It must be assumed:

- a. That the 43 administrative functions previously identified by the seminar groups are acceptable
- b. That the positions cited as administrative by the seminar groups are acceptable
- c. That the number of positions needed to fulfill the objectives cited are necessary
- d. That a flat administrative organization is acceptable

For the convenience of the reader following this procedure, a restatement of administrative functions to be performed and the administrative positions needed to perform the functions will follow.

Administrative Functions

Improving the Instructional Program

Revising the curriculum and selecting curricular materials

Assisting teachers in diagnosing the learning difficulties of pupils

Helping teachers in planning remedial instruction

Making recommendations to superintendents for
policy formation and revision

Directing and coordinating the guidance program

Directing the program for exceptional children

Directing the health and safety program

Directing the summer recreation program

Coordinating the use of instructional materials

Directing and supervising the pupil activity
program

Working with pupils

Controlling pupil behavior

Accounting of pupils

Scheduling of pupils

Maintaining pupil personnel records

Directing the program for orientation of new
students

Obtaining and Developing personnel

Selecting and recommending to the superintendent
for employment of personnel

Inducting and orienting personnel

Supervising personnel

Evaluating personnel--recommendation for promo-
tions and retention

Preparing and maintaining staff personnel records

Selecting substitute teachers

Directing and coordinating inservice training
program

Counselling personnel

Scheduling personnel

Maintaining effective interrelationships with the community

Helping the superintendent to determine the educational needs of the school

Preparing special reports and bulletins regarding the school

Conferring with parents and other lay groups

Working with P. T. A. and other citizen groups

Preparing public relations information

Developing procedures for reporting pupil progress to parents

Planning and coordinating the public relations program for the school

Providing and maintaining funds and facilities

Preparing school budget requests

Managing budget appropriations

Plant planning and construction

Administering the insurance program for students

Directing the program of plant maintenance

Directing the school lunch program

Supervising intra-mural activities

Determining specifications for supplies and equipment

Requisitioning supplies and equipment

Distributing supplies and equipment

Inventorying supplies and equipment

Preparing reports for the superintendent

It should be pointed out that if the building principal had no administrative assistants it would be necessary for the principal to carry out these functions alone, in order that the school might fulfill its objectives. Even though the majority of these administrative activities are to be assigned to his assistants, he is accountable to the superintendent of schools for their performance.

The Desired Administrative Positions

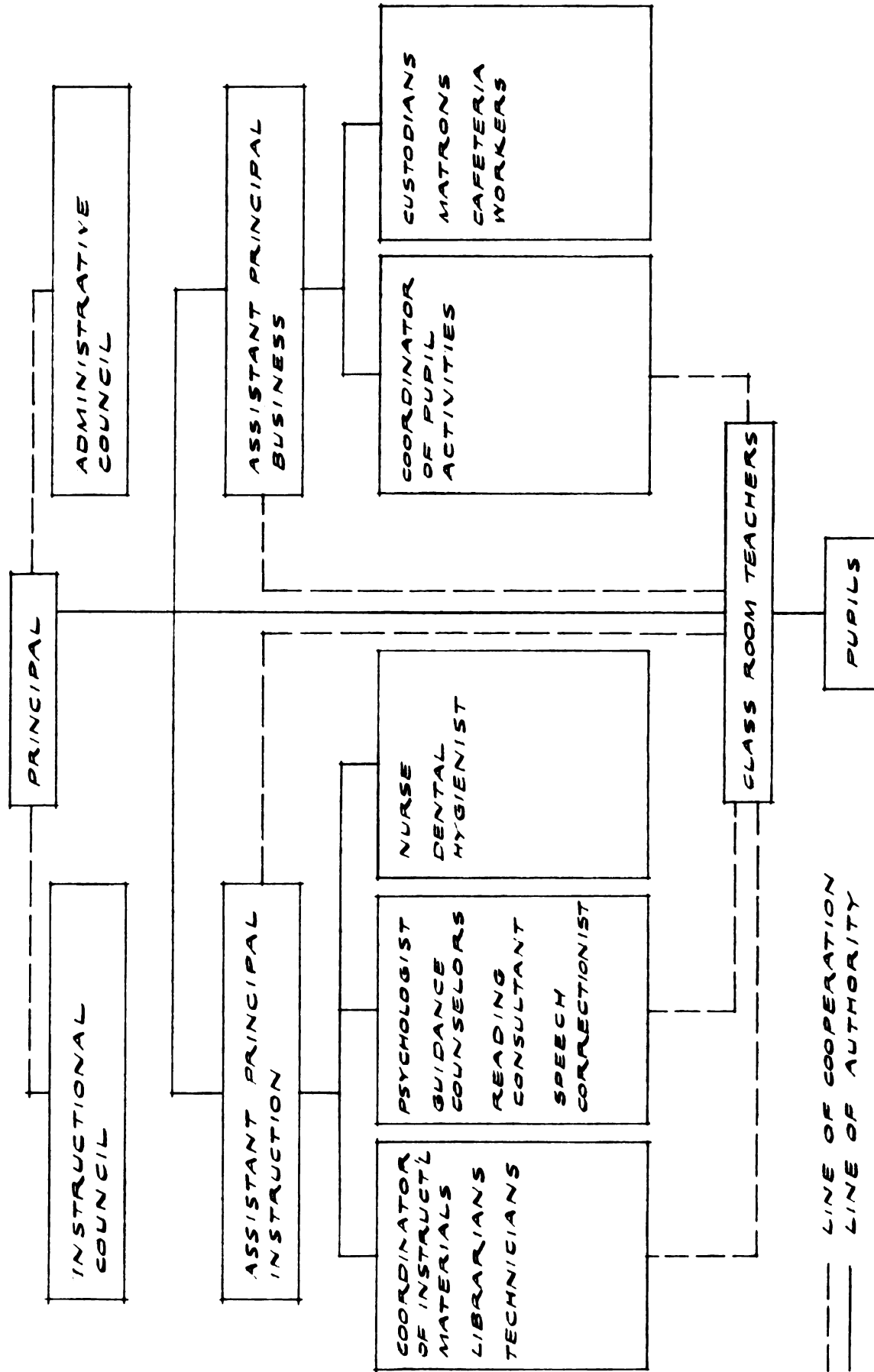
The following administrative positions were desired by the seminar groups to carry out the objectives of the school:

- Building principal
- Assistant principal for instruction
- Assistant principal for business
- Coordinator of instructional materials
- Coordinator of pupil activities

Organizational Pattern

Organizational Chart, Figure 1, illustrates the concept of a flat administrative organization. It is called flat since it tends to reduce the levels of authority between the classroom teacher and the building principal. It might also be called a horizontal organization since the administrative staff will deal with a broad scope of subject matter areas.

FIGURE 1 ORGANIZATION CHART



The building principal is considered to be the administrative head of the building. Administrative functions that are assigned and performed by his administrative associates have been assigned to free the principal to carry out the most important function, the improvement of the instructional program.

All administrative positions are designed to facilitate the teaching-learning process. The building principal is the coordinator, consultant, and educational leader of the school. On this point Griffiths stated:

The overall responsibility of the principal is to provide leadership and coordination which will encourage the staff, the community, and the students to work toward the best school program that they (together) can conceive. Specifically it is the role of the principal to provide:

1. A climate of efficiency, cooperation, service, and stimulation within which the school program, as it exists, can operate most effectively.
2. Leadership and coordination in periodic and continuing evaluations of the effectiveness of the total school program in meeting the needs of the pupils.
3. Leadership and coordination in continuous revision of the total school program to meet the needs of the students.¹⁶

Job Descriptions

The first job to be described is that of the building principal. The job descriptions that follow are again, only

¹⁶Griffiths, op. cit., p. 173.

illustrative of a subdividing of the administrative functions. Under each position functions are divided into four categories: major-assigned, minor-assigned, major-shared, and minor-shared. The differentiation between major and minor functions revolves around the amount of time the individual filling a position might be expected to spend on a particular function and the complexity of the function, that is, whether or not the function is routine in nature. An assigned function is defined as a function for which the person to whom it is assigned is responsible and for which the individual is assigned sufficient authority to carry out the responsibility. A shared function is one in which the person participates, but is not held directly accountable.

Building Principal

Since the building principal is the educational leader of the school and since he is largely responsible for the improvement of the instructional program, the following administrative functions are the major activities that the principal performs:

- Revising curriculum
- Directing the summer recreation program
- Inducting and orientating personnel
- Supervision of personnel
- Evaluation of personnel--recommendation for promotion and retention
- Preparing and maintaining staff personnel records
- Counseling personnel
- Scheduling personnel
- Developing procedures for reporting pupil progress to parents

These functions are administered in a cooperative manner with the teaching and administrative staff. The instructional council is used extensively in the administrative process as a coordinative and participating vehicle for the staff to improve the over-all instructional program.

In addition, the principal is responsible for the organization and structure. This has reference to the processes cited earlier that contribute to the organization and every part of it to the attainment of the institutional objectives. It furnishes the means whereby individuals in the school accomplish individual as well as organizational goals.

The principal shares with the other members of the administrative staff and the faculty these functions:

- Making recommendations to the superintendent for policy formation
- Controlling pupil behavior
- Selecting and recommending to the superintendent for employment of personnel
- Directing and coordinating the inservice training program
- Helping the superintendent to determine the educational needs of the school
- Preparing special reports and bulletins regarding the school
- Working with the P. T. A. and other lay groups
- Conferring with parents and other groups
- Preparing public relations information
- Planning and coordinating the public information program for the school
- Preparing school budget requests
- Plant planning and construction
- Preparing reports for the superintendent of schools

The building principal has nine administrative functions that he performs alone. With one exception, the

direction of the summer recreation program, his activities deal with the instructional program and instruction personnel. He handles the summer recreation program because he is the only 12 month administrator in the building. The principal shares fourteen activities with either his administrative associates or the entire staff.

It will be observed that certain areas of accountability will be repeated. In the case of shared functions, this duplication needs no further explanation. The person sharing the functions are assisting the principal in carrying out an administrative function. In the case of assigned functions, it means that the person to whom the principal assigns the function might logically assign it in turn to one of his associates. For example, the principal might assign the selection of curricular materials to the assistant principal for instruction. This person might assign the work needed to carry out this function to the coordinator of instructional materials. In cases such as this, final authority for the job can be determined by reference to the organizational chart which indicates lines of authority among the persons involved in carrying out the various administrative functions.

Another disparity which will be readily noted is the number of functions listed under each position. Much of this is, of course, basic to the type of position, but

part is certainly due also to the fact that certain functions take much longer to perform than others. For example, the single function of coordinating the use of instructional materials covers the major portion of one administrator's time. In developing meaningful job descriptions, this should be taken into consideration by subdividing some of the listed functions.

Assistant Principal for Instruction

It will be observed from the organization chart that this position is structured in such a way that the person has no authority over teachers for their performance of teaching. In this respect it may be said that he has a staff position. This position serves as a resource or consultative role to the principal and teachers in the instructional program. The principal judges or evaluates the effectiveness of the teaching ability of staff members, whereas the person in this position assists teachers in what ever ways he may be called upon by them to improve the instructional program.

Further, this position has line authority over the coordinator of instructional material, the guidance personnel, and the health services. The organization chart indicates this relationship. In these areas the individual is responsible for coordinating special services in the instructional field for teachers and pupils.

This position has the following major assigned functions:

- Selecting curricular materials
- Assisting teachers in diagnosing the learning difficulties of pupils
- Helping teachers in planning remedial programs
- Directing and coordinating the guidance program
- Directing the health and safety program
- Inducting and orienting instructional personnel

The minor assigned functions are:

- Directing and supervising pupil activity programs
- Coordinating use of instructional materials
- Maintaining pupil personnel records
- Directing programs for the orientation of new students

Since this position needs a person with a strong background in curriculum development and since the assignments are basically in the field of instructional affairs, the individual shares in these functions:

Major shared functions

- Revising curriculum
- Making recommendations to superintendent for policy formation and revision
- Directing the program for exceptional children
- Controlling pupil behavior
- Selecting substitute teachers
- Selection and recommending to the superintendent for employment of instructional personnel
- Directing and coordinating the inservice training program
- Counselling instructional personnel
- Scheduling instructional personnel
- Developing procedures for reporting pupil progress to parents

Minor shared functions

- Scheduling of pupils
- Helping the superintendent to determine the educational needs of the school
- Conferring with parents
- Working with the P. T. A. and other citizen groups

- Preparing public relations information
- Plant planning and construction
- Determining specifications for instructional supplies and equipment
- Preparing reports for the superintendent of schools

Assistant Principal for Business

The major activities of this position are directly related to the business management affairs of the school as well as those activities of the non-instructional personnel. This position is designed to relieve the principal of all activities that might be termed "managerial." This position has no authority over the classroom teacher but assists them when called upon for services. Teachers might request, for example, that the individual arrange for transportation for a class group to visit the city hall or the city water works. The person in this position has more interest in the business affairs aspect of school administration than in the instructional program. The major assigned functions are:

- Directing and supervising pupil activity program
- Accounting of pupils
- Scheduling of pupils
- Inducting and orienting non-instructional personnel
- Supervising non-instructional personnel
- Evaluating non-instructional personnel
- Preparing and maintaining non-instructional personnel records
- Directing and coordinating the inservice training program for non-instructional personnel
- Supervising intra-mural activities
- Determining specification for supplies and equipment
- Requisitioning supplies and equipment
- Distributing supplies and equipment

- Inventorying supplies and equipment
- Counselling non-instructional personnel
- Scheduling non-instructional personnel
- Preparing the school budget
- Managing budget appropriations

This position has only one minor assigned function. This is to administer the insurance program for students. Since this function is for a short duration in the fall of the year, it is considered a minor assignment. The school nurse assists in this activity and during the school year processes student accident claims and makes the various reports to the insurance company.

The major shared functions are:

- Making recommendations to superintendent for policy formation and revision
- Selecting and recommending to the superintendent for employment of non-instructional personnel
- Preparing school budget requests

The minor shared functions are quite similar to those of the other administrative personnel and shared in by the teachers:

- Controlling pupil behavior
- Helping the superintendent to determine the educational needs of the school
- Preparing special reports and bulletins regarding the school
- Conferring with parents and other lay groups
- Working with the P. T. A. and other groups
- Preparing public relation information
- Preparing reports for the superintendent of schools

This position has line authority over all non-instructional personnel and over the position of the coordinator of pupil activities.

Coordinator of Pupil Activities

This position is designed to administer all student activities that are not under the direction of classroom teachers as a part of the instructional program. Four of the 43 administrative activities are assigned to this position. These major assigned activities are:

- Directing and supervising of the pupil activity program
- Directing the program for orientation of new pupils
- Managing the extra-classroom activity funds
- Supervising the intra-mural activities

The major shared functions include:

- Directing the health and safety program
- Scheduling of pupils
- Working with P. T. A. and other citizen groups

The minor shared functions include:

- Directing the program for exceptional children
- Preparing special reports and bulletins regarding the school
- Preparing public relations information
- Preparing the school budget request
- Preparing reports for the superintendent of schools

Coordinator of Instructional Materials

This position is the administrator in charge of the instructional materials center and has the administrative duties for its operation. All of his administrative activities are directly related to the instructional program. The assistant principal for instruction is responsible for coordinating these activities. This position has two major assigned activities:

- Selecting curricular materials
- Coordinating the use of instructional materials

It is readily understood by the reader that the administrative responsibilities of the instructional materials center, together with the responsibility for the selection and coordinating the use of the materials, are more than one person can handle in a school of 700 to 900 pupils.

The major shared activities include:

- Determining specification for instructional supplies and equipment
- Distributing instructional supplies and equipment
- Inventory of instructional supplies and equipment

The minor shared functions include:

- Helping the superintendent to determine the educational needs of the school
- Preparing school budget requests

Thus, there has been constructed job descriptions for an administrative staff, utilizing the administrative activities that were developed to fulfill the objectives of the school. The role of the principal in the structured organization was designed so that he could spend a major portion of his time working to improve the instructional program.

These administrative activities could have been assigned in any number of ways, to many different positions, should that have been the desire of the plan that was to have been followed. Other positions can be added that will rather radically change the entire concept of the organization. For example, assume that it is the desire to have subject area coordinators, in English, science, mathematics,

language, social studies, and physical education, all with line authority over teachers. The function of these coordinative positions would be:

Major shared functions

- Revising curriculum
- Selecting curricular materials
- Assisting teachers in diagnosing the learning difficulties of pupils
- Helping teachers in planning remedial instruction
- Directing programs for exceptional children
- Inducting and orienting instructional personnel
- Counselling instructional personnel
- Selecting and recommending to the superintendent for employment of instructional personnel

The minor shared activities would include:

- Making recommendations to the superintendent for policy formation and revision
- Coordinating use of instructional materials
- Selecting substitute teachers
- Directing and coordinating inservice training program
- Developing procedures for reporting pupil progress to parents
- Preparing school budget requests
- Preparing reports for the superintendent of schools

In this case, it is probable that the assistant principal for instruction would coordinate the activities of these individuals, and probably have line authority over teachers. The role of the principal then, is rather dramatically changed from one of instructional leadership to one of managership. In the event these subject area coordinators were relieved from some teaching duties, as is usually the case, the position of assistant principal for business might be unnecessary, if the principal assumed those activities.

When a careful examination of the 43 administrative

functions is made, and when it is recognized that there are many other minor activities that need to be performed and coordinated during the school day, it is quite apparent that to insure that instructional improvement occurs, the school must be adequately staffed with administrative personnel to operate the school effectively and efficiently. Further, to fulfill the objectives of the school, it seems mandatory that each position must have a job description describing the specific activities to be performed by that position. Each school, however, must develop its own list of activities that need be performed, identified from the purposes of the school, the needs of the pupils, and the community in which they live. It would be most unwise to adopt these job descriptions for any junior high school administrative positions. These descriptions were to illustrate the process that must be followed if the administrative organization is to be effective and personnel time is to be used wisely.

CHAPTER IX

DEVELOPING PATTERNS OF ADMINISTRATIVE ORGANIZATION

Previous chapters have identified many of the necessary elements of organization and staffing considered by many authorities to be most applicable to the modern junior high school. There has been presented statements of purposes, an identification of functions to accomplish these purposes, the need for job descriptions, and the need to make decisions on the organizational structure before attempting an administrative staffing of the schools.

This chapter answers the fifth question of the study: What patterns of administrative organization will relate these positions in such a way that the needed functions will be performed and the stated purposes will be served? It will be illustrated how the basic concepts of organization and staffing, together with the suggested guidelines, can be utilized to design the administrative structure of a junior high school enrolling from 750 to 900 pupils. Different organizational charts and staffing patterns will be developed to demonstrate that by using the same number of administrative personnel and basic job descriptions of staff, a junior high school can be administratively organized in different ways. Each of the organizational patterns might

be said to represent different principles of organization. Three different organizational structures were suggested by the seminar participants to illustrate the structural relationships of positions to fulfill the purposes of the junior high school. It is possible, by combining basic concepts of organization in a variety of ways, to construct different kinds of organizational patterns or structural designs for the junior high school.

Since it is possible to design an administrative structure in different ways, it is important to consider the reference values that are inherent in the culture in which the organization is to function. To many authorities in educational administration, most schools administrative structures are the anthesis of our cultural doctrines. To this point Campbell has so cogently stated:

Our forefathers in government established principles that would further the aims of a free society, but they neglected to suggest a structure in educational administration that would be closely consonant with these beliefs. Educational administration is a lineal descendant of church, military, and big business administration with its line-staff structure of organization. Being a direct descendant, it has copied the value judgements, practices and procedures of these institutions.¹

No one will deny that the basic purpose of our system of public education is to develop, preserve, and further our

¹Clyde M. Campbell, "Administrative Leadership and Reference Values," Educational Outlook, XXVII (January, 1953), 48.

democratic way of life. To further this democratic idealism in our education institutional life, the administrative structure of our schools should reflect these cultural values. What is needed in educational administration to further this goal, Campbell suggests, is:

. . . a structure is needed in educational administration congruent with democratic ideas. . . . Structure in the main determines the effectiveness of program and the ends that ultimately are to be achieved. Clearly, it should be recognized that the line and staff structure may in certain instances be more antipathetic than in harmony with democratic values.²

An explanation of the existence of this paradoxical situation between concept and practice in the administrative structure of our schools will not be attempted. Suffice to say that many authorities in educational administration recognize its existence and are assiduously attempting its elimination.

One of the patterns of administrative structure suggested by the seminar groups will be called Flatville junior high school. The only significance of the name Flatville is to connote a flat administrative structure as previously described, and it appears to be easier to use the name Flatville in the presentation of this administrative structure, rather than giving a formal explanation of the concept each time it is used in the text. This administrative

²Ibid., 48-49.

organization is designed with no intervening lines of authority between the building principal and classroom teachers. It has de-emphasized a departmentalization of the educational program by subject matter areas. It seeks to foster a cooperative method of administrative and teacher relationship rather than encourage domination over teachers by administrators. Many educators would consider this administrative structure to represent a more democratic administrative organization. It has values more commensurate with our democratic society and is one in which the building principal truly functions as the educational leader of the school.

The second pattern of organization suggested by the seminar participants will be called Lineville junior high school. This basic pattern of organization emphasizes a vertical departmentalization of the school's instructional program with echelons of administrative personnel over teachers. It represents a pattern of organization whose basic ideas has been borrowed from older institutional organizations, as well as the organization concept of many business and industrial firms. To many educational authorities, it represents a "power over," or more authoritarian concept of administration. It is characterized by its pyramidal altitude of administrative staff over teachers and its one way communication--from the top down.

The third pattern of organization was suggested by one seminar group in an attempt to design an administrative structure and staffing pattern within the democratic tradition, but whose emphasis is upon a more personalized organization pattern. It is an attempt to permit the maximum amount of organization flexibility for both pupils and teachers. It strives to secure a close interpersonal relationship between teachers and the administrative staff as well as this close relationship between pupils and teachers. This administrative structure emphasizes the organization of small administrative units within a large school population.

These three patterns of administrative organization and staffing should demonstrate that a school can be administratively structured in a variety of ways, all designed to perform the functions of administration and to fulfill the purposes of the school. What was not stated, but implied, by the seminar participants, was that administrative structure will reflect the values and ideals of the group designing the organization. The contrast between the more desirable democratic structure of Flatville and the more militaristic and autocratic pattern of Lineville should be apparent.

To design these different administrative structural patterns of organization, however, it is necessary to state some basic assumptions that underly the structure and to utilize aspects of the administrative process heretofore presented.

Basic Assumptions

1. In the junior high school the organization exists to serve the educational purposes and objectives of the school. Without purposes an organization cannot exist. To define purposes of the junior high school, the board of education should seek the participation of citizens of the community, the teaching and administrative staff, and the pupils to help perform this most important function. If the purposes that are identified could be stated in operational terms, it would tend to give the school staff a better conception of specific ends the school is to achieve.

2. The administrative and special service staff exist to help the classroom teacher provide the best possible instructional program to meet the needs of pupils and the community it serves. It is fully recognized that the education of children is not accomplished by the school alone. The family, the church or place of worship, the community, the peer group, and other facets of the environment all contribute to one's education. However, since the specific purposes of the school can only be achieved by the classroom teacher, all school personnel and positions in the school are designed to assist teachers in attaining these objectives. The administrative organization and staffing pattern are the means of securing the goals of the school and are not an end in themselves.

3. There can be but one administrator in the building responsible for coordinating all the activities that need be performed to meet the schools objectives, and this should be the building principal. The administrative organization should be so designed that the building principal has the authority and is charged with the responsibility to work with the school patrons, the building personnel staff, the board of education, and the school's administrative personnel to provide the most effective instructional program for pupils. He works with and through the entire school-community complex to achieve the purposes of the school. To secure this program, all personnel in the school are administratively accountable to the building principal and only in the principal resides the final administrative authority in that building.

4. The three constructed patterns of administrative organization and staffing are based on decisions previously made on:

- a. The span of control
- b. The degree of centralization
- c. The use of line and staff
- d. The use of councils
- e. The assignment of authority and responsibility
- f. The assignment of activities
- g. The desirability of single or multiple control
- h. The number of levels of administrative authority needed in the organization

- i. The degree to which dual supervision should be utilized
5. The data previously presented that must be utilized to construct these organization and staffing patterns include:
- a. The purposes of the school as identified by the seminar groups
 - b. The administrative functions to fulfill these objectives as identified by the seminar groups
 - c. Selecting basic concepts of organization presented to develop a plan of organization that the basic design represents
 - d. Relating the necessary functions of administration to form specific administrative positions
 - e. The job descriptions of positions previously constructed from the activities necessary to meet the school's objectives
 - f. The pupil-administrator ratios of personnel ratios recommended by the seminar groups
 - g. The suggested guidelines for administrative organization and staffing

Flatville Junior High School

Flatville junior high school has 900 pupils. The staff includes, as shown in Figure 2, in addition to its teachers, the following administrative personnel:

Full time building principal

Two assistant principals; one for instruction and one for business management

A coordinator of instructional materials

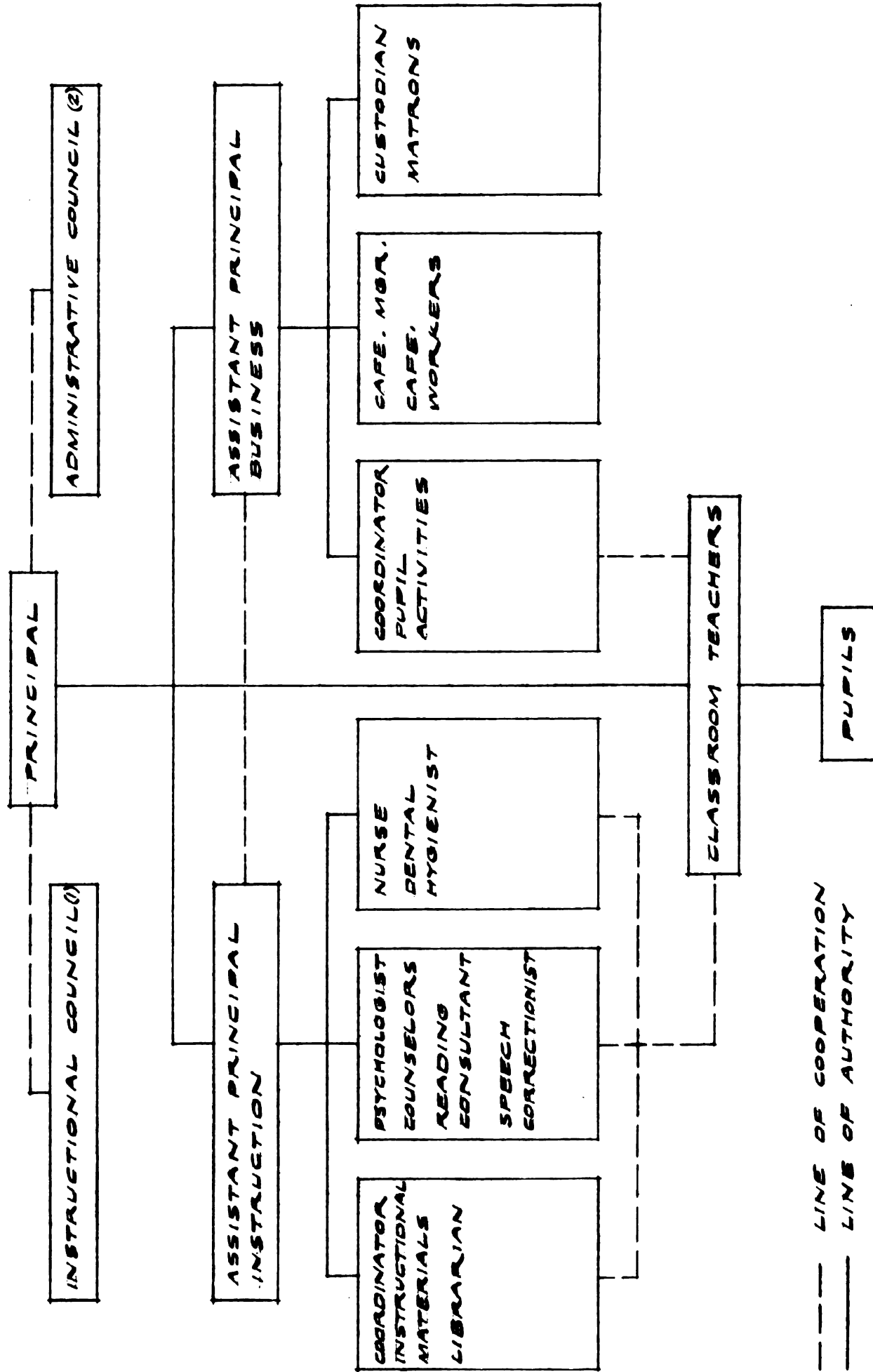
A one half-time coordinator of student affairs

This school is numerically well staffed with administrative personnel. It has the numerical equivalent of four and one-half full time administrators. This administrative staff has a pupil-administrator ratio of 200 : one as has been recommended.

In addition to the teaching and administrative staff, the school has a one half-time psychologist, three guidance counselors, a school nurse, a part-time dental hygienist, a librarian, a reading consultant, and a part-time speech correctionist. It is recognized as being well staffed, providing services to teachers and pupils needed to fulfill the needs of the pupils and the aspirations of the school patrons for a quality instructional program. The teachers are accountable to and work directly with the building principal. There are no intervening levels of authority, nor do any of the administrative or consultative staff have authority over the classroom teacher.

The assistant principal for instruction reports directly to the building principal. In his position he serves as an instructional consultant to the principal and teachers and works with them, at their request, on instructional matters. He does not participate in the evaluation of teachers nor does he have any line authority over them. He assists the principal in the coordination of the instructional program and when requested by the principal conducts studies and research on the effectiveness of the

FIGURE 2 FLATVILLE JUNIOR HIGH SCHOOL ORGANIZATION



instructional program. He has been assigned line authority and coordinates the guidance program, the health and safety program, the instructional materials center, and the remedial instruction program. He also coordinates all special services provided to assist those pupils that have learning difficulties.

The assistant principal for business also reports directly to the principal. He has been assigned all the responsibilities related to the management of the building and the supervision of non-instructional personnel. He has line authority over the custodians and matrons, the cafeteria personnel, and the clerical and secretarial staff. He has line authority over the coordinator of pupil activities and other instructional personnel, when they are engaged in the extra-mural or intra-mural athletic and activities program. He handles all the business affairs of the school, such as budget-making, requisitions for supplies, pupil accounting, and other similar managerial type activities. His positions could be basically described as being responsible for administrative activities not directly related to the teaching process.

The coordinator of instructional materials is responsible to the assistant principal for instruction. His background of training is that of a librarian, but in addition he has had specialized education in the use of all kinds of mechanical and electronic teaching aids. He is

responsible for the effective use and operation of the instructional materials center and assumes the administrative responsibilities in connection with its operation. The librarian and the technicians are under his line authority. He organizes and sponsors the student technician corps, a group of pupils who manipulate and operate the mechanical and electronic teaching aids throughout the school for the teaching staff.

The coordinator of pupil activities spends approximately one-half time administering the pupil activity program. This person works directly with the assistant principal for business. The basic responsibilities of this position is to direct all non-class room activities of pupils. These include the sponsoring of the student council, the intramural athletic program, the pupil activity program, and related responsibilities. The individual sponsors such other activities as the student hall guides, the cafeteria monitors, the ushers and ticket takers, and other student groups who participate in the management of pupil affairs.

The school has two advisory and planning councils. The purpose of these councils is to secure coordination, cooperation, participation, communication, and evaluation within the organization. Coordination is achieved through the interpersonal relationships of people in the school. The staff exchanges ideas, ideals, prejudices, and purposes through direct personal contact and, with the understandings

gained, find ways to achieve both personal and organizational goals. Coordination seeks to achieve a consensus on methods and actions. Coordination cannot be achieved without communication. Administrators probably perform best in their positions when they have a full understanding of the objectives to be attained and the general and specific means of reaching them. It is through the council's activities that the individuals approach the "team work" concept so necessary to secure the maximum effectiveness and efficiency of the organization.

The principal has the authority to disregard the council's recommendations. However, he rarely does so because he has confidence in this group process.

One of the councils is the administrative council which consists of the principal, the two assistant principals, the two coordinators, and three faculty representatives. The council meets weekly to discuss matters that deal with all operations of the school organization, policy matters, management affairs, and problems related to the administrative process. The assistant principal for instruction serves as the chairman of the group and prepares the agenda for these meetings. Other members of the staff are invited to attend the meetings when the council has under discussion or consideration any problems or subject areas of the school program with which they are concerned or when the individuals can make a contribution to the groups with their specialized knowledge.

These weekly meetings are designed to coordinate the activities of the administrative "team" as well as to advise the principal of problems or progress made on the solution of problems under consideration. Communication is two-way, the staff informs the principal and the principal informs the staff of school wide problems from meetings with the district administrative personnel. These meetings are designed to help the staff share and participate in decision-making, as well as to inter-change information and ideas for the betterment of the schools operation.

The second council has been named the instructional council. This group includes the principal, the assistant principal for instruction, the coordinator of instructional materials, the psychologist, the counselors, and a teacher representative from each grade level of the school. This group meets every Monday as an advisory group to the principal on instructional affairs. In addition, they perform the following:

a. They plan the evaluation program designed to identify how well the outcomes of the instructional program is meeting pupils needs and the objectives of the school.

b. From the evaluation data they suggest adjustments in the instructional program to meet the needs of pupils and the community.

c. They evaluate the goals of the school and coordinate the instructional program to meet these goals.

d. They plan the program of instruction to meet the needs of all pupils attending the school.

e. Under their direction, the assistant principal for instruction conducts studies and research on how they might best structure the instructional program.

f. Programs of inservice education for the instructional staff are planned and sponsored by this group. This council, in effect, plans, evaluates, coordinates, directs, controls, and organizes all of the school's program of instruction to meet its objectives. The classroom teachers have the responsibility of reporting council activities to the general faculty.

Since all patterns of administrative organization and staffing are designed to facilitate and improve the teaching-learning process, the organization of the Flatville school represents only one of the many ways an administrative structure may be designed. The uniqueness of the Flatville patterns is in its provision to provide a curriculum organization pattern, which has as its foci the needs of pupils and the open society in which they live. This is consistent with the broad purposes of the school as they were previously identified.

While there is an adequate staff of instructional service personnel for teachers, nevertheless the classroom teacher is the expert who knows best the instructional program that pupils in her unit should have and is responsible

for presenting that kind of a program. The instructional service personnel are used by the teacher only when their specialized knowledge will be of benefit to the teacher or the pupils. The principal may impose instructional service personnel only when, in his opinion, the teacher is not performing adequately in the classroom.

The Flatville organization serves ideally for the principal to function and exercise his role to improve the instructional program of the school. The adequate staff of administrative assistants, with their identified roles and assigned authority and accountability, should free the principal to spend at least 50 per cent of his time solely on the improvement of instruction. With this organizational structure and staffing program, the needs of the teacher, the pupils, and the community should be fulfilled.

The design of the Flatville school places a premium on the "teach approach" to secondary school administration. It perhaps increases the need for cooperation and free channels of communication, as well as the need for the administrative staff to adhere to basic operational policies. Through the job descriptions and the organizational chart it should convey to all individuals that its pattern is designed to release the creative ability of all individuals.

To summarize the unique features of the Flatville organization and staffing pattern, it has provided these advantages:

1. It has been so designed to strengthen and nourish democratic values and to encourage cooperation rather than dominate over people.

2. It has been so designed that the building principal assigns functions to his assistants, so that he may assume the role of instructional leadership considered most important by educational authorities.

3. It has provided a curriculum organization pattern focused on serving the needs of pupils and the community in the democratic tradition.

4. It has recognized the important concept that the classroom teacher, is the instructional expert and that all other instructional personnel serve as auxiliary services to the teacher.

5. It has provided the means whereby all the resources of the school can functionally serve the individual needs of the pupils.

6. It has made provisions that the individuals goals, as well as the organizational goals can be readily achieved.

7. It has provided for institutional flexibility to capitalize on the creative ability of all personnel.

8. It has defined the tasks for which each person is accountable.

9. It has a structure that places responsibility for the job to be done.

10. It has a free two-way means of communication between all personnel dealing with pupils and teachers, and between teachers and administrative personnel.

Lineville Junior High School

Lineville Junior High School has 900 pupils. It has a pattern of administrative organization illustrated in Figure 3, which includes a total of eleven administrative positions. They are:

Full time principal

Two assistant principles: one for instruction and one for business

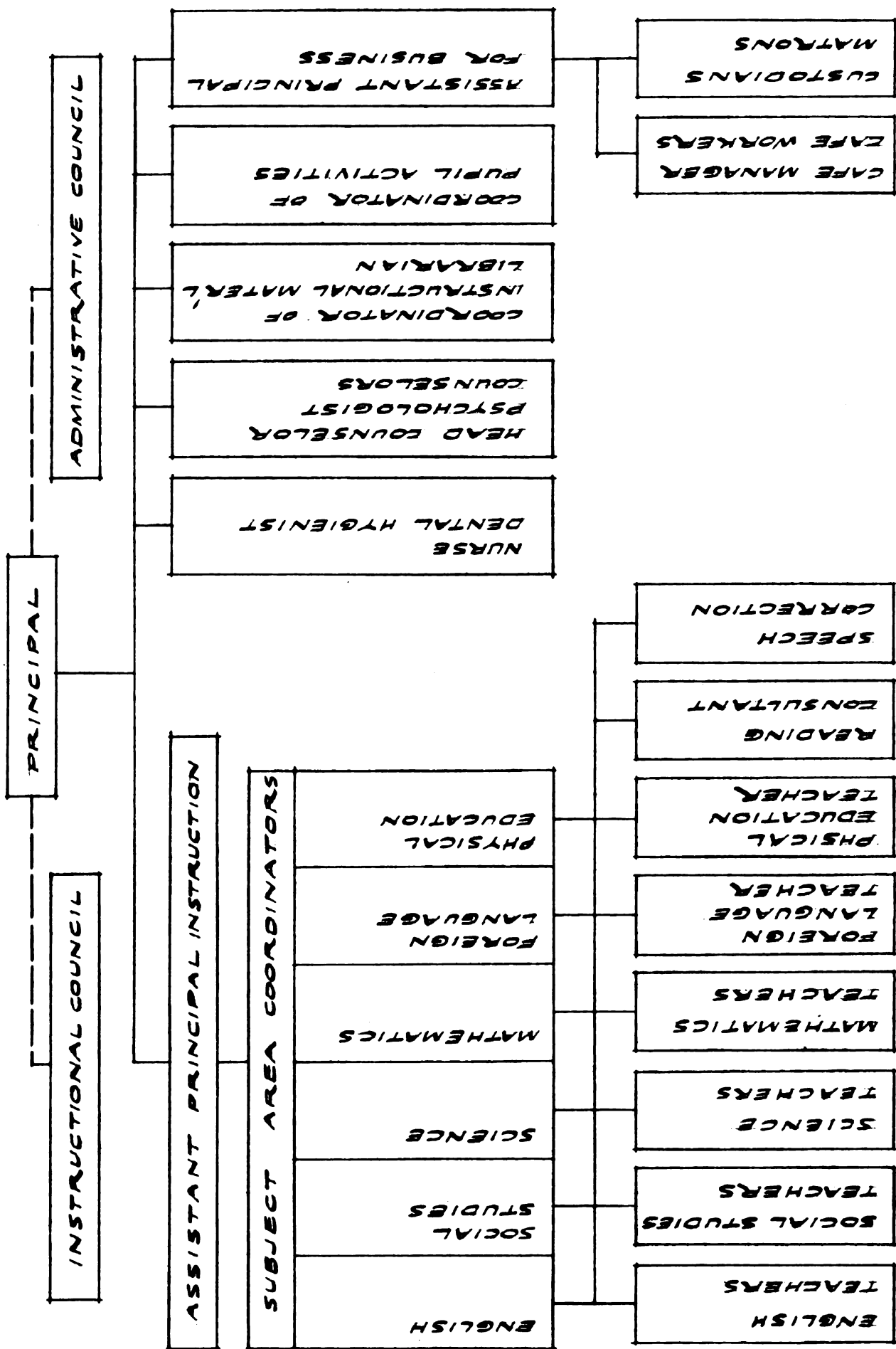
One half-time coordinator of curriculum materials

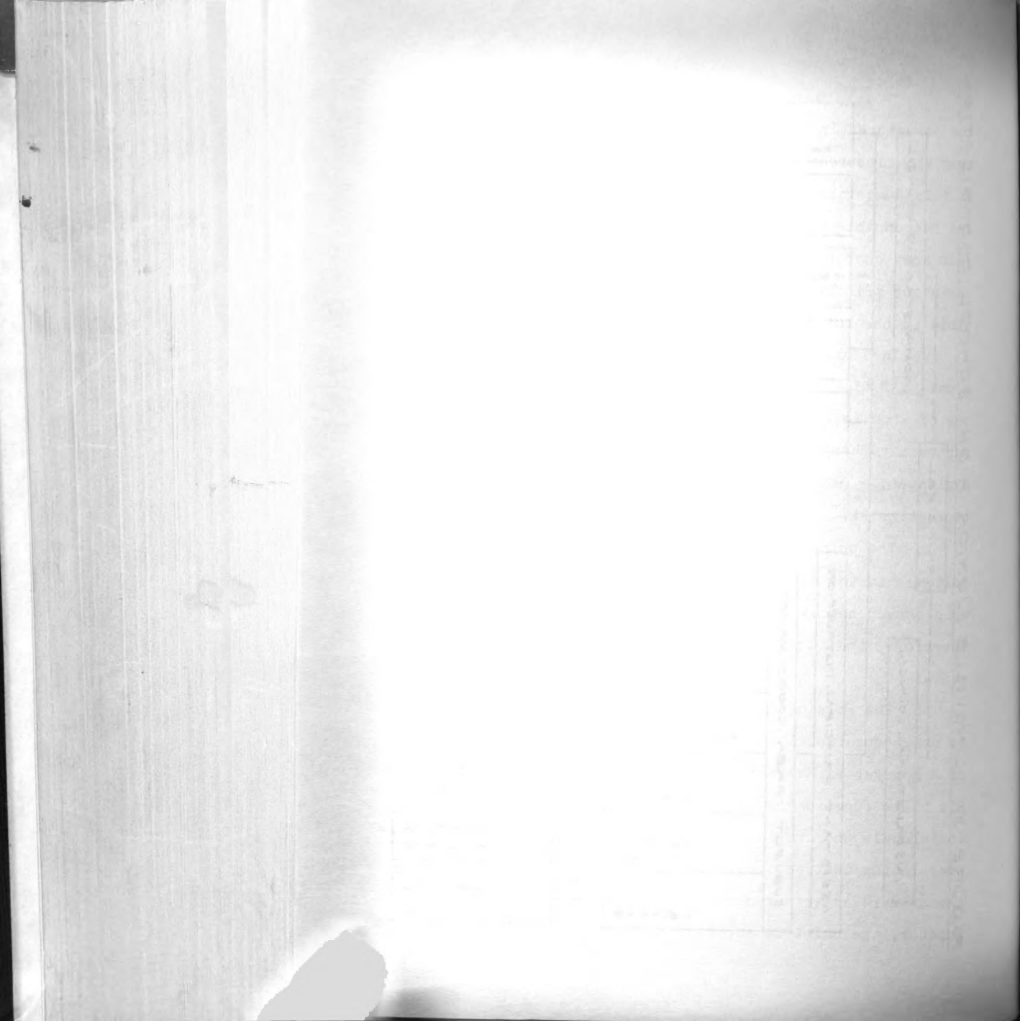
One half-time coordinator of pupil activities

Six part-time subject area coordinators

These eleven persons are the equivalent of five full time administrators. The subject area coordinators are relieved from teaching responsibilities one period each day to work with teachers in their subject areas specialties. The pupil-administrator ratio is 180 : one, somewhat lower than what many authorities have recommended as an ideal pupil-administrator ratio. This school has designed its administrative organization, particularly in the instructional area, around subject area coordinators. These coordinators are in the areas of English, social studies, mathematics, languages, science, and physical education. Their positions

FIGURE 3 LINEVILLE JUNIOR HIGH SCHOOL ORGANIZATION





are structured in such a way that they exert line authority over the classroom teacher in their area of specialization. In this administrative organization, the classroom teachers are responsible to the subject area coordinators. The subject area coordinators are directly responsible to the assistant principal for instruction, who is in turn, responsible to the building principal.

In addition to this administrative staff, there is a one-half time psychologist and three guidance counselors, one of whom is designated as the head of the guidance department. There is also a school nurse, a part-time dental hygienist, a reading consultant, and a part-time speech correctionist.

The principal of this building in Lineville firmly believes in the span of control of individuals, and this span should not exceed six or seven persons at the most. Therefore, the administrative structure reflects this concept.

The role of the principal in this school would be, by many educational authorities, characterized as being one of a manager rather than one of instructional leadership. His basic function is to coordinate the activities of the individuals who are accountable directly to him. His activities in the instructional program are somewhat obscured by the heirarcial arrangement of personnel over classroom teachers. Further, the multiple supervision of the classroom teacher,

by the subject coordinators, the assistant principal for instruction, and the principal, makes it difficult to identify to whom the classroom teacher is accountable for the effectiveness, or lack thereof, of the instructional program. The principal has assigned to his assistants the authority and responsibility for all the functions, designed by their job descriptions previously indicated in the Flatville school, with the following exceptions.

The assistant principal for instruction, while he reports directly to the principal, has charge of the instructional program, under the direction of the principal. Further, he is responsible for evaluating the teachers effectiveness and shares in their recommendations for promotion and retention with the subject coordinators. He has line authority over the teachers, though he works through the subject area coordinators. He also conducts studies and research in the area of instruction and curriculum improvement; but the studies are usually only studies of how well pupils are acquiring fundamental skills in the subject matter areas. He does not have the responsibility for directing and coordinating the health program, the instructional materials center, nor the guidance program. His basic responsibility is to administer the instructional program with the subject area coordinators.

The assistant principal for business has the same basic position that was described in Flatville, except that

he does not have the responsibility nor line authority over the coordinator of pupil activities.

The job descriptions for the coordinator of instructional materials and the coordinator of student activities are identical with those described in Flatville. They administratively are now accountable to the building principal.

Lineville has an administrative and an instructional council. The composition of the administrative council includes the principal, the two assistant principals, the subject area coordinators, the head counselor, and the three teacher representatives, one from each grade level of the school. The purpose and activities of these two councils are identical with those constructed for the Flatville school.

The emphasis of the instructional improvement program at Lineville is on the subject matter fields through their vertical organization by departments. While the instructional staff is concerned with meeting the needs of pupils and the community it serves, it is conceived that this can best be accomplished through the departmental organization of subject matter fields. All improvements or the need for changes in the instructional program must be cleared through the "channels" of the department hierarchy. Teachers are not permitted to deviate from the uniform policies pertaining to their instructional fields without permission of the subject matter coordinator who discusses

proposed change with the assistant principal for instruction and who needs the approval of the principal to make the change. The uniformity of instructional methods and procedures is perhaps exemplified best by the fact that end of semester examinations for pupils are prepared by one member of the department after having possible questions submitted by all the teachers in the department. Before the examination is approved by the subject area coordinators it is discussed with the assistant principal for instruction who gives his approval after some changes.

To summarize the important differences in the organizational pattern between the Flatville and Lineville schools, the Lineville schools have the following characteristics:

- a. The administrative structure is more favorably patterned toward autocratic than democratic behavior.
- b. The building principal is the educational leader in name only, for he has assigned this responsibility to others.
- c. The administrative organization for instructional improvement has a number of authority levels or line officers that must participate in any changes made in the instructional program.
- d. No single administrator can be said to be in direct charge of the education of pupils.

e. The vertical structuring of the instructional program compartmentalizes learning by discrete subject matter areas.

f. The departmentalization makes it awkward, if not virtually impossible, to approach learning problems by an inter-department approach.

g. The administrative organization tends to impede the most effective use of specialized services to assist in the teaching-learning process.

h. The arrangement of administrative personnel in a rather confined line authority relationship limits and narrows their sphere of responsibility.

i. Coordination, communication, and cooperation is more difficult to achieve due to the increased number and layers of administrative personnel.

j. The creative ability of classroom teachers is stifled by the schools channels of authority over her.

k. Communication within the organization is almost solely one way--from the top down.

l. The rigid organizational lines in the instructional program inhibit the flexibility needed to meet true pupil needs.

m. The administrative organization tends to insist on uniformity of action by teachers, and to focus on mechanical efficiency rather than on serving the teacher and pupil needs.

n. The administrative organization demands more uniformity of behavior of pupils and teachers rather than encouraging them to be different.

The construction of the administrative organization and staffing pattern for the Lineville junior high school demonstrates that schools can and are organized and staffed in different ways. This school will accomplish most of the objectives for which it was created, though the principal would most likely state that all its purposes would be fulfilled. It seems unlikely that democratic values in pupils will be strengthened or developed when their school environment is most autocratic in the structure within which teaching and learning is to take place. Surely the creative, inventive, imaginative, and democratic teacher could not endure for long in this administrative organization, which is geared to demanding uniformity of teaching and learning concepts.

Many of our junior high schools and other secondary schools are structured as is the Lineville school illustrated here. Perhaps this is largely caused by the principal and board of education conceiving the role of the principal to be more nearly patterned as that of institutional manager rather than the role of the instructional leader. It may also be due in part to the inadequacy of the administrative staff in many schools that forces this pattern upon the school. Whatever the reasons, the pupils, teachers, and

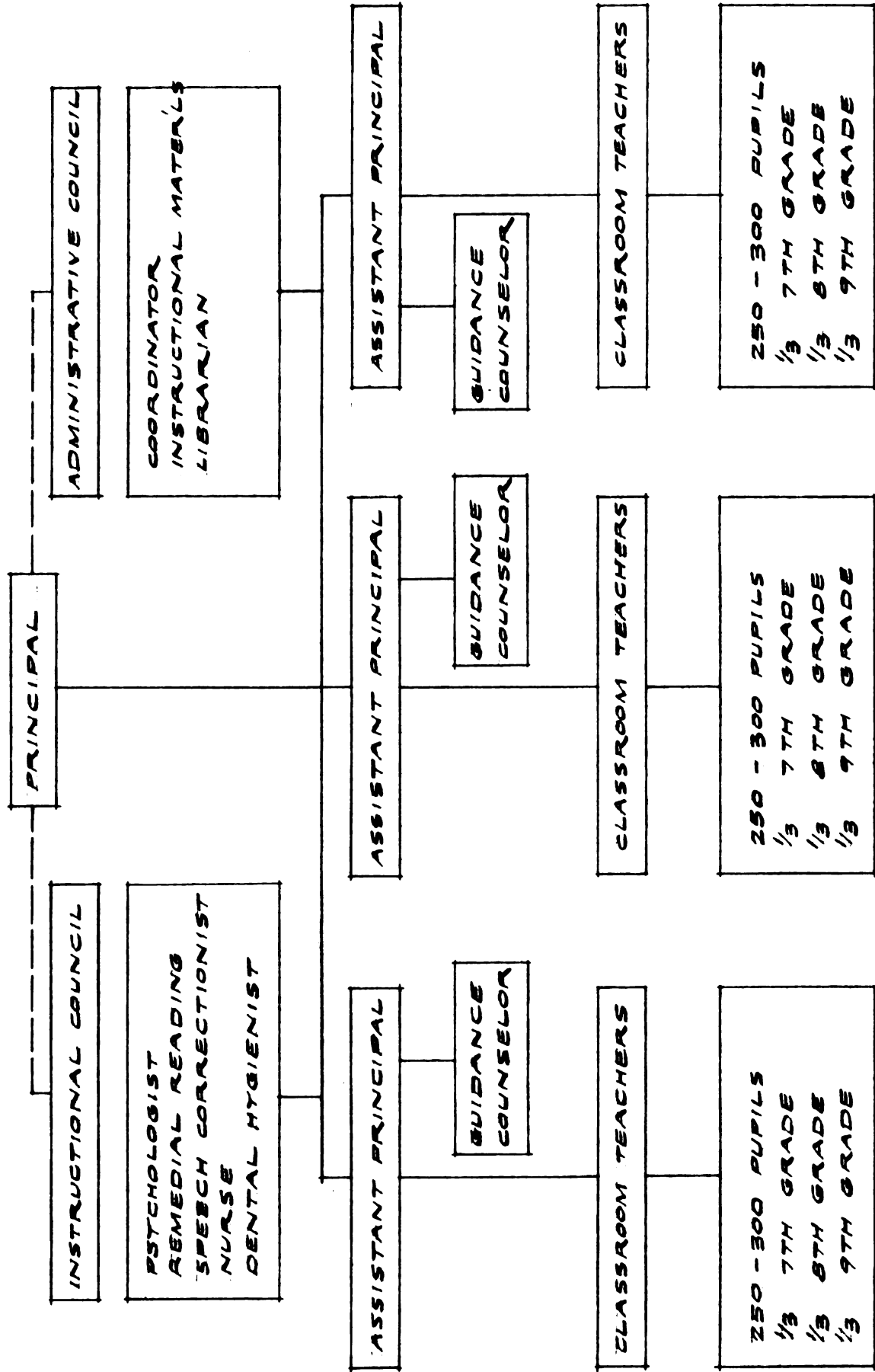
community would all benefit from a reorganization of the school's administrative structure to more fully reflect the basic values of our democratic society.

School-within-a-School Organization

The basic concept of the school-within-a-school organization for a junior high school of 750 to 900 pupils has, up to the present time, has not been a plan of organization used by a large number of school systems. This, in part, may be accounted for by the fact that in many communities, when additional secondary school facilities are needed, a new senior high school is usually constructed and the junior high school is housed in the old high school building. Most of the existing high school buildings are most difficult, if not impossible, to adapt to the true, school-within-a-school concept. Consequently, when the junior high school "moves in," its organizational pattern, in part, is restricted by its physical facilities. Most of the more effective junior high schools organized on this concept have had a new building constructed that was planned to house this organizational pattern.

The basic purpose of the school-within-a-school concept is an attempt to personalize the instructional program. Those who have taught or served as administrators in a school with 300 or fewer pupils appreciate the personal intimacy that exists in this size school setting. The close contact

FIGURE 4 SCHOOL-WITHIN-A-SCHOOL ORGANIZATION





among pupils, between pupils and teachers, between teachers and administrators, together with the scheduling and planning flexibility is a distinct characteristic of the small school. This school-within-a-school concept is designed to afford these advantages:

- a. To provide the close interpersonal relations between pupils and staff that is conducive to quality instructional programs.
- b. To provide organizational flexibility to meet individual pupil needs.
- c. To provide the advantages of the large school specialized and auxiliary services to teachers and pupils, in a small school organization.
- d. To provide for easier transition from the self-contained classroom of the elementary school to the highly specialized secondary school, one of the basic purposes of the junior high school.

The organizational chart was constructed to illustrate this kind of organizational pattern which divided the school into three wings of the building, each with 250 to 300 pupils. This division may be made in at least two different ways. This particular organization chart shows each grade level housed in a separate wing of the building. An alternative method would be to house all pupils of a single grade separately in the three wings of the building.

The administrative organization has, in addition to the principal, three full-time assistant principals and a coordinator of instructional materials. This administrative staffing pattern will have a pupil-administrator ratio of 180 : one and should be considered to be well staffed administratively. In addition, the school would have a part-time psychologist, a nurse, reading consultant, part-time dental hygienist, and speech correctionist. A guidance counselor would be assigned to each wing to work with the assistant principal and teachers.

It is observed from the organizational chart that each wing of the building has an assistant principal who is in charge of that wing of the building. In this arrangement, the assistant principal is in line authority over the classroom teachers in his wing. The assistant principal in this wing assumes all the functions of the assistant principal for instruction and the coordinator of pupils activities in the Flatville organizational pattern as well as many of the functions of a building principal. In fact, the assistant principal is, in effect, the principal of that wing.

The separate wings of the building operate administratively as though they were autonomous and separate building units. Each unit is a self-contained facility, with the exception of the specialized facilities of the instructional materials center, the school cafeteria, the auditorium, and other like common areas which it is not necessary or

economically feasible to duplicate in each wing. Since the person in charge of each wing is, in effect, the principal of that unit, he must have all the authority and responsibility of a building principal. He is the only administrative person in that wing, so he must assume the responsibilities of administering the unit.

The school-within-a-school organization has a school administrative and instructional council. The purpose of these councils is identical to those previously described for Flatville and Lineville schools. The administrative council is composed of the principal, the three assistant principals, and a teacher representative from each wing. The instructional council is composed of the principal, the three assistant principals, the counselors, the psychologist, the coordinator of instructional materials, and a teacher representative from each wing of the building.

With this administrative organization pattern, the role of the building principal is quite different from that of the other schools previously described. The differences may be summarized as follows:

a. Since there is no assistant principal for business, these responsibilities must be assumed by the building principal.

b. The responsibility for the improvement of instruction is assigned to the assistant principal for each wing.

c. The principal assumes the responsibility for the coordination of the three wings and gives only general overall leadership in the area of instructional improvement. In this area he is the expert consultant to the assistant principals.

d. The principal has a predominance of managerial and coordinative responsibilities.

The unique characteristics of this type of organizational pattern might be identified as follows:

a. Close interpersonal relations of pupils and staff.

b. A curriculum organization that is flexible and adaptable to meet individual pupil needs.

c. The classroom teachers are responsible for the instructional program in his unit and can utilize the specialized services provided for the teachers and pupils with a minimum of hierarchical channels to follow.

d. The creative ability of the staff is utilized to meet the needs of pupils and the school.

e. In the small administrative units pupils and teachers are recognized as individuals and their individual needs are more nearly recognized and provided for.

f. It provides a more ideal setting for the transition of the pupil from the self-contained elementary classroom to the specialized program of the senior high school.

Summary:

These three patterns of organization and staffing

should demonstrate that a school can be administratively structured in a variety of ways. It is possible, by combining basic concepts of organization in a number of ways, to construct many different kinds of organizational patterns. Those interested in designing administrative organizations for the junior high school will be able from these three basic patterns to make many other variations.

The seminar participants did not agree upon a single pattern of administrative organization to perform the functions to fulfill the purposes of the school. The majority of individuals preferred the flat organization and felt that in relationship to generally accepted concepts of educational administration and observations of school systems, whose administrative organization had been judged to be most effective, this plan of organization is more acceptable than a pyramidal plan. However, it was recognized that no single plan should fit every school system for different philosophies of education and administration differences in community tradition and backgrounds, difference in the administrative staff and communities' resistance to change, and difference in the status of the schools departmental organization all combine to militate against the universal acceptance of one administrative structure. It would seem unwise to contend that a single empirical organization and staff pattern could be developed without considering the type of community in which it would operate and the individuals

who would be responsible for its operation. An autocratic principal and weak associate administrators would render worthless any paper design of the flat administrative organization.

CHAPTER X

SUMMARY OF FINDINGS, CONCLUSIONS, RECOMMENDATIONS, AND AREAS FOR FURTHER STUDY

The problem as stated in Chapter I was to "assist school administrators in New York State with the problem of organizing and administrative staffing of the junior high school." It was pointed out that a review of the literature of education revealed that little consideration had been given to the internal organization of the junior high school. It was contended that, to improve the instructional program for pupils, an adequate administrative organization and staffing pattern that provided needed services to teachers and pupils was of paramount importance.

It was hypothesized that to determine the administrative organization and staff needed to improve instruction, five questions should be answered. These were:

1. What are the operational purposes of the junior high school?
2. What are the administrative and supervisory functions needed at the junior high school level to carry out these purposes?
3. What administrative and supervisory positions should be established to perform these functions?

4. What is the job description of the individuals who are to administer the junior high school?
5. What patterns of administrative organization will relate these positions to one another in such a way that the needed functions will be performed and the stated purposes will be performed?

In this the final chapter, it is proposed to summarize briefly the decisions reached by the seminar participants, as well as the results of the questionnaire completed by principals as they relate to the administrative organization and staffing patterns of the junior high school.

PROCEDURE AND METHODOLOGY

Three basic research procedures were employed in gathering data on which this study is based. These were:

1. An intensive review of the post 1900 literature in selected areas on all pertinent writings on the junior high school was undertaken.
2. A series of seminar discussions, under the direction of six institutions of higher learning in New York State, were conducted.
3. A questionnaire was constructed and sent to all registered junior high schools in New York State, exclusive of New York City.

The advisory committee of the Council for Administrative Leadership, who sponsored this study, determined that

the seminar discussion groups had adequately served the purposes of the study. Further, the responding schools to the questionnaire represented a fair exploratory sampling to determine existing administrative staffing and by whom administrative functions were being performed.

SUMMARY OF FINDINGS

From the earlier chapters, this summary of results of the discussions of the seminar groups and results of the questionnaire as answered by the principals is presented.

Purposes of the junior high school

During the half century of the junior high school's existence many statements of purposes have been developed; however, these statements contain the same basic ideas. The more recently developed statements reflect the results of research of disciplines related to education which has resulted in statements becoming more specific to particularize the needs, concerns, and problems of the age group pupils found in the separate administrative units of the school system.

The purposes stated by the seminar groups appear to meet the needs of pupils and society. As stated, the purposes represent a consensus of opinion of professional educators of New York State, and not purposes serving a specific group of pupils in a given community. These purposes appear to be

applicable to all levels of the school system, with the exception of the following purposes which might be considered to be particular needs of the specific age pupil the school serves:

1. To help students develop in a physical environment suitable for the educational needs of children of junior high school age.
2. To help those students who will terminate their formal education at the junior high school level.
3. To help students make the transition from the elementary school to the senior high school through appropriate activities, courses, and teaching methods.

Present status of administrative organization and staffing patterns

From the questionnaire submitted to the junior high school principals the following tabulation of data indicates the salient information from those questionnaires:

Administrative positions

Seven different titled administrative positions existed among the various schools, with 74 per cent of the administrators on a full-time basis. The median ratio of pupils to administrators was 529 : one.

Guidance services

Four different kinds of guidance services were available among the various schools, with the position of guidance counselor the most pre-dominate one, existing in all but one school. The median ratio of counselors to pupils was 450 : 1.

Health services

All schools had the services of a school nurse and school physician. The median ratio of pupils to nurses was 1055 : 1. Approximately 50 per cent of the schools have a dental hygienist, with a median ratio of dental hygienist to pupils of one to 2500.

Department Chairman

This position existed in 55 per cent of the schools, with 37.5 per cent of the schools granting released time to this personnel. The median pupil-department chairman ratio was 1140 : 1. Nearly all schools exceeding 800 pupils were organized with department chairmen. More schools had a department chairman in physical education than any other area. Most schools with department chairman have six chairman in the areas of English, mathematics, social science, science, foreign languages, and physical education.

Instructional materials

Two positions existed in this area, librarians and audio-visual chairman. Most schools have one librarian regardless of their size, and the median ratio of librarians to pupils is 1 : 750. Nearly 50 per cent of the schools have a audio-visual person, on a part-time basis. The median ratio of this position to pupils was one to 3,600.

Remedial instruction

Slightly more than 50 per cent of the schools had remedial reading personnel, predominately on a full time basis. The median ratio of this position to pupils was 1 : 1400. Speech correctionists served on a part-time basis in 40 per cent of the schools, with a median ratio to pupils of one to 5,000.

Services from the district office

Nearly 90 per cent of the schools had some type of professional services from the district office. A total of 25 different services were provided to the schools, with instrumental music personnel most frequently provided.

Administrative organization

The predominate pattern of administrative organization

appeared to be that of a strict line authority concept, with echelons of administrative personnel over classroom teachers. This was particularly true of all schools exceeding 800 pupils. This organizational pattern is suggested in the majority of schools by administrative personnel being vertically organized in a pyramidal fashion. One school of 2200 pupils had 13 different chairman representing 12 different instructional areas, all with some released time to administer those activities. One school of 1300 pupils had the equivalent of five and one-half full time staff, representing 11 different individuals serving as department chairman.

The administrative and supervisory functions needed to carry out the school's purposes

The seminar groups classified 43 administrative and supervisory functions under five headings, which appear broad enough to encompass all functions of administration. These administrative activities do not appear to be unique functions applicable only to the junior high school, and with few exceptions they appear to be necessary to all levels of public school administration. The following administrative activities, from an experience point of view, would require more administrative time to complete in the secondary schools:

1. Directing and coordinating the guidance program
2. Directing and supervising the pupil activity program

3. Directing the program for exceptional children
4. Accounting for pupils
5. Scheduling of pupils
6. Maintaining pupil personnel records
7. Scheduling of personnel

The seminar groups appear to have identified what might be considered a list of "primary" or the "most important" functions that the administrative organization would need to perform to fulfill the internal, rather than the external, objectives of the school. Or stated another way, the seminar groups appear to have identified administrative activities needed to keep the school in operation, rather than to have identified specific administrative and supervisory functions necessary to accomplish the goals of the junior high school.

The performance of administrative and supervisory functions

Principals indicated on a questionnaire how these 43 administrative functions were handled in that building. These functions were handled in the schools as follows:

Improving educational opportunity

Handled by the principal alone	32 per cent of the instances
Assigned to others	18 per cent of the instances
Shared with others	50 per cent of the instances

Principals are directly participating in 82 per cent of the activities in this area.

Working with pupils

Handled by the principal alone	32 per cent of the instances
Assigned to others	33 per cent of the instances
Shared with others	35 per cent of the instances

In 65 per cent of the schools the principal is working with pupils.

Obtaining and developing personnel

Handled by the principal alone	66 per cent of the instances
Assigned to others	9 per cent of the instances
Shared with others	25 per cent of the instances

Thus, in 91 per cent of the cases the principal participates in this activity.

Maintaining effective interrelationships with the community

Handled by the principal alone	46 per cent of the instances
Assigned to others	6 per cent of the instances
Shared with others	48 per cent of the instances

In this area, the principal participates in this function in 94 per cent of the cases.

Providing funds and facilities

Handled by the principal alone	45 per cent of the instances
Assigned to others	25 per cent of the instances
Shared with others	30 per cent of the instances

In 75 per cent of all activities in this area the principal is participating.

Of the 43 functions, principals in 82 per cent of the instances are directly involving themselves. He handles these functions alone in 45 per cent of the cases, and in 37 per cent of the cases he is participating by sharing the function with others. One distinct feature emerges from this pattern of handling these functions. Almost regardless of the function being described, the size of the school, or the adequacy of the staff, functions are not being assigned to others.

Guidelines for administrative staffing and organization

Organization is considered a vehicle to facilitate the attainment of specific goals. School administrators have attempted to adopt for the schools organizational patterns, models of other successful organizations, only to discover that each organization has a unique mission to perform and the organization structure needed for schools must serve the unique needs of education. Education must be concerned with an organization structure to serve the

democratic ideal, developed by and for those affected by it, rather than impose the structure of an organization on educational institutions whose values may be different from education. Schools must be organized to promote learning and its organizational structure must facilitate the learning process.

Administration is the process whereby the goals of the individual and the institution are fulfilled. The administrative structure is designed to coordinate and facilitate the accomplishment of objectives. To fulfill objectives, planning, organizing, staffing, directing, controlling, and evaluating are interrelated, simultaneously, occurring processes that should be performed by the individuals in the school organization.

The purposes of the school can be achieved only by the coordinated effort of the total staff. Effective coordination of individuals can only be attained by face to face, interpersonal relations to accomplish individual as well as institutional goals. Coordination must be secured within the value system of the democratic tradition. This requires, however, a clear cut definition and understanding of the roles and functions of members of the organization whereby authority and responsibility are mutually shared and willingly overtly accepted by the group.

The administrative and supervisory positions needed to perform functions

The positions needed at the junior high school identified by the seminar participants to cover the 43 administrative functions, without involving the principal in inappropriate activities and permit him to spend the majority of his time in improving the instructional program, seem to be necessary to meet the needs of pupils and teachers.

To adequately fulfill the needs of the pupils and teachers of the school an administrator-pupil ratio of approximately 200 : 1 is needed. The current existing median ratio of administrators to pupils is approximately one to 530. This would indicate a need to at least double the administrative personnel in the schools.

Job descriptions of the administrative staff

Administrative positions in the junior high school are designed to improve the instructional program by facilitating the teaching-learning process. The basic responsibility of the principal is to coordinate the efforts of the total staff to improve teaching and learning. The instructional program of the school, in most instances, is a reflection of the activities of the principal. The improvement of instruction has not occurred to a large extent because of the lack of job descriptions of individuals in the organization.

The patterns of administrative organization that related administrative positions to fulfill the purposes of the junior high school

The seminar groups suggested three structural patterns of organization that would relate the administrative positions to fulfill the purposes of the junior high school. Each of the three patterns of organization represent different concepts of administrative organization and functioning of personnel. To construct these organizational patterns the data previously presented on purposes of the school, concepts of organization, job descriptions, functions to be performed, and suggested personnel was utilized. For each pattern of organization, an organizational chart was developed to indicate positions, relationship of positions, areas of supervision, and their relationship to classroom teachers. The important characteristics of each pattern of organization are:

Flatville School

1. The principal has the role of the instructional leader.
2. The school has a curriculum organization pattern designed in the democratic tradition.
3. The classroom teacher is recognized as the instructional expert.
4. Administrative responsibilities are diffused among several persons in the organization.

5. Specialists become the service arms of the classroom teacher, not line officers.
6. Reducing the levels of the organization structure broadens the creative potential of individuals.
7. The organization engenders cooperation not domination.

Lineville School

1. No single administrator can be said to be in direct charge of the education of a child.
2. The creativity ability of the teacher is stifled by the channels of authority over her.
3. Communication is very difficult and usually one way--from the top down.
4. The organization reduces the possibility of staff participation in decision making and is autocratic in theory, if not in practice.
5. Although more administrative personnel exist in the school, administrative responsibility is centered in the hands of few individuals.
6. The organization encourages very close control of personnel.
7. The rigid organization line inhibits flexibility needed to meet pupil and community needs.

School-within-a-school

1. The organization fosters close interpersonal relations of pupils and staff.

2. The flexible organization pattern is adaptable to meet individual pupil needs.
3. There are more opportunities for creativity in the smaller units with their minimum of organization structure.
4. The small administrative units tend to provide more individual attention to pupils than is possible in the larger school.
5. The organization is ideal for transition of pupils from the elementary to the senior high school.

CONCLUSIONS

The important conclusions from this study are:

1. The statement of purposes developed by the seminar group is, in the main, applicable to all levels of education and common to all schools. Such differences in purposes that do exist from one level to another in the schools must arise from a combination of two factors: (1) the nature of the learner and his developmental characteristics, and (2) the impact of his society on the learner. The junior high school years are ones of exploration, rapid social and sexual changes, and wide variation in student maturity--truly a transitory stage in the individual's development from child to adult behavior.

2. The staffing questionnaire indicated that most schools are inadequately staffed with administrative or service personnel to accomplish the purposes of the school or to meet the needs of pupils and teachers. Additional personnel is needed in most schools in the areas of administration, guidance, psychological services, school librarians, instructional material consultants, remedial reading and speech correction.

3. The administrative and supervisory functions needed to carry out the purposes of the school as identified by the seminar groups will not ensure that the purposes of the school will be accomplished. The groups appear to have identified administrative functions more necessary to keep the school in operation than to fulfill external goals.

4. The seminar groups in determining the administrative functions omitted including administrative activities that would provide for the important processes of planning and evaluation of either goals or the outcomes of the school's program. Planning and evaluating are complementary processes and should occur simultaneously in the school. Evaluation is the determination of the value of planning and the effectiveness in utilizing the administrative process.

5. When principals were asked how the 43 administrative functions were being handled--by themselves, assigned to others, or shared by others on the staff--one distinct feature emerged for handling administrative functions.

Almost regardless of the function being discussed, the size of the school, or the adequacy of the staff, functions are not being assigned to other staff members. Sharing responsibility and assigning responsibility are quite different matters, and it appears that most principals are not confident enough of themselves or their staffs to give up control over even insignificant matters which could be routinized.

6. The administrative and supervisory positions recommended by the seminar groups, as well as the positions recommended to provide needed services to teachers and pupils, were in keeping with the recommendations of educational authorities. This recommended staff should be adequate to fulfill the purposes of the schools, provided the administrative structure has an orientation toward the democratic tradition.

7. Data from the questionnaire indicates that some schools have administrative positions on the staff whose contributions toward the improvement of instruction, or meeting the needs of pupils or teachers, might be challenged. The administrative functions identified by the seminar groups do not indicate a justification for the position to keep the school in operation. Nor can the current literature in education be used to document the need for these positions. From an experience point of view, it appears that teachers', pupils', and the community's needs would be better served by substituting for these positions other more vital to the

instructional program of the school. This has specific reference to such half-time and full time positions of department chairman for a single subject area, full time dental hygienist in small schools, full time nurses in schools with less than 500 pupils, and other positions revealed from data on staffing patterns on the questionnaire.

8. Schools had full or part-time personnel serving as department chairman performing administrative activities that, should these positions not exist in the schools, would have to be performed by administrative personnel. It would seem logical, then, that department chairman should be considered a part of the administrative staff and their positions included in the pupil-administrator ratios. Should this procedure be followed, some schools would appear to be over-staffed with administrative personnel.

9. The majority of the schools are administratively organized with department chairman being granted released time in varying patterns among the different schools. This would suggest that most schools are organized on a pyramidal concept of organization with layers of personnel over classroom teachers. This would tend to indicate that the school's administrative structure encourages people to dominate others more than it encourages cooperation with others.

10. The guidelines that were developed to be considered when organizing and staffing of a junior high school appear to represent concepts of organization and staffing

adaptable to an educational institution consistent with the value system of a democratic society. A school organized and staffed on these principles should fulfill the needs of pupils and society and attain the goals of the institution. An organization structured on these basic principles should release the creative ability of the staff and provide the organizational flexibility needed to free the principal to concentrate his efforts on the instructional program.

11. It appears quite clear that most schools have not adequately determined the administrative and supervisory functions needed to fulfill the purposes of the school. Further, these necessary functions have not been analyzed to construct job descriptions for individuals making up the administrative organization. Without job descriptions, authority and responsibility for the job to be done cannot be determined. The lack of job descriptions would tend to render the organization both ineffective and inefficient.

12. The pattern of administrative organization and staffing and the relationship of administrative positions to fulfill the purposes of the school do influence the effectiveness of the school. The apparent variable which affects the proper functioning of an administrative organization is the people involved. If a good staff is able to work reasonably well in a seemingly awkward structure, it would do an even better job after organizational improvements have been made. If a seemingly sound administrative structure

is not functioning properly because of the staff members involved, a less adequate organization would further hamper the situation. A flat administrative organization for the schools is preferred and is in keeping with the democratic tradition.

RECOMMENDATIONS

1. To provide the pupils and teachers with the specialized services to adequately meet the needs of pupils and society, the community should provide the school with adequate administrative, guidance, health, remedial instruction personnel and instructional material to fulfill the purposes of the school.
2. The roles and functions of the school's specialized resource personnel should be defined cooperatively by the staff and the roles and functions these individuals are to perform should be understood by all staff members.
3. The major function of the building principal should be that of providing instructional leadership to the staff.
4. The organization structure should provide for the development of procedures to carry policy agreements into action.
5. The organization structure should be modified when ever there is a need to facilitate the teaching-learning process.

6. The organizational climate of the school should be one that is conducive to creativeness, experimentation, and expression of individual initiative, skill, and talent.

7. The organization structure should be so designed to enhance the interaction of individuals to display such characteristics as initiative, originality, empathy, cooperation, understanding, cohesiveness, productivity, and esprit de corps.

8. The administrative organization should be so structured that continuous and cooperative evaluation of all phases of the organization is achieved.

9. The administrative organization should be under unit control.

10. The administrative structure should be so designed and staffed with adequate personnel that the building principal can function as the educational leader of that school.

11. The administrative functions should contribute to the improvement of the educational program for its pupils.

12. The principal of the school, cooperatively working with the staff, should develop the policies that effect the operation of the school for adoption by the board of education.

13. The administrative staff should be organized on the basis of work assignments or job descriptions rather than on the basis of individuals. It is both ineffective and inefficient to employ broadly qualified individuals who

presumably will work out their administrative activities to fit their competencies and interests without regard to whether they add up to a well designed administrative team.

14. The administrative structure should be designed to emphasize wide sharing of authority and responsibility for planning, controlling, directing, evaluating, decision-making and policy development and only such centralized authority as is necessary to coordinate the total organization.

15. The administrative organization should provide for continuous, face-to-face relationships and free two-way communication between all members of the total staff.

16. The role of the building principal should, in the main, be one of leadership, stimulation, coordination, service, and appraisal, rather than one of inspection and command.

17. The administrative staff should be so organized as to permit the various individuals on the staff to have as much freedom for individual initiative and creativity as is consistent with effective operation and policy statements.

18. The instructional program of the school should be geared specifically to the problems, needs, concerns, and interest of the pupils it serves and to meet the impacts of society on their lives.

19. Since the public school belongs to the people, continuous opportunities should be provided for the interaction

between parents and the school and the parents and teachers.

20. The administrative organization should be so designed that provisions are made for every individual and group to be affected by a program or policy to share in the formulation and decisions with respect to that program or policy.

21. Although no one model administrative organization can probably serve all schools equally well, a flat administrative organization is more in keeping with the democratic tradition and should be preferred to a pyramidal pattern of organization that is at least autocratic in theory if not in operation.

22. Strict chains of command and multiplicity of control devices should be avoided.

23. The administrative and supervisory functions and activities necessary for the instructional program to fulfill the objectives of the school should be cooperatively identified by the total staff.

24. In a democratically administered school, the situation and not the individual's position or status in the organization should determine the right and privilege to exercise authority.

25. Every person in the organization should know to whom and for what he is administratively accountable in the organization.

26. No individual in the organization should be administratively accountable to more than one person.

27. The necessary authority to accomplish a task should be granted at the time the responsibility for the task is assigned.

28. Every individual in the organization should participate in the planning of activities and programs or determining the goals to be attained affecting his area of authority.

29. Planning is a continuous process in all organizations and the school's administrative structure should make provisions that this function by both individuals and the entire organization is being carried on.

30. The principal with the instructional staff should develop an evaluation program to determine the degree to which the school is fulfilling its purposes as well as affecting behaviorial changes in pupils acquiring fundamental skills, together with changes in attitudes, habits, behavior, and appreciations.

31. The effective school program should evaluate progress in terms of the pupil's own capacities, rather than on a pass-fail criterion.

32. The evaluation program should develop specific techniques and procedures that will identify and provide evidence that pupils are developing and growing toward the outcomes desired by the instructional program.

SUGGESTIONS FOR FURTHER INQUIRY

1. There is considerable evidence that building principals, in most schools, regardless of size, or the adequacy of the administrative staff, are personally participating in a majority of the administrative and supervisory functions of the school. It appears that a study should be undertaken to determine what factors or conditions prompt these principals to feel that they must be involved in performing these activities and to determine the conditions or factors which would influence principals to assign the administration of activities to associate administrators or others on the staff.

2. There is evidence that most schools do not have organizational charts describing formal organization relationships or job descriptions for their administrative and supervisory personnel. It might prove fruitful to determine if there is a relationship between the existence or lack thereof, of organizational charts and job descriptions of administrative personnel in the schools and the principal performing alone or sharing in the majority of administrative activities or assigning activities to associate administrators or staff members.

3. There seems to be general agreement in most statements of purposes of objectives of the junior high school as to the needs of pupils and the society it serves; however,

the literature in education seems to have omitted identifying specific administrative and supervisory activities that should be undertaken to fulfill these objectives or by whom these activities should be performed. It would appear necessary to improve the instructional program to attempt to determine what these administrative and supervisory activities should be, by whom they should be performed, and if teachers, administrators, and the boards of education have different conceptions of the activities that should be undertaken and by whom they should be performed.

4. It is assumed in educational circles and advocated by educational authorities that the principal of the school should be its instructional leader. In schools organized with echelons of administrators over classroom teachers, the building principal is unlikely to serve as the instructional leader of the school. It might be quite revealing to evaluate the results of an instructional program and to determine the extent to which the needs of the pupils and society can be met and the purposes of the school fulfilled when an associate administrator assumes the role of the instructional leader within a democratic framework of a flat administrative organization retaining organizational flexibility and releasing the creative ability of its staff.

5. Our modern society, according to most authorities, is rapidly becoming urbanized as well as industrialized. The concentration of population along with the continuing population

increase will require additional school facilities in many communities to house this increasing student population. The literature of education contains various statements, most of which appear to be unqualified, as to the optimum number of pupils one organizational unit should accommodate. To develop an adequate administrative organization to fully utilize the maximum talents and resources of individuals and at the same time provide the instructional program to adequately meet the needs of pupils and society, there needs to be determined the ways and to what extent the size of the administrative unit affects or influences the teaching-learning process. The teaching-learning process to be concerned with the acquisition of basic skills, as well as the formation of values, attitudes, ideals, aspirations, and behavior.

6. There is some evidence that as groups strive toward the development of mutually held goals, understandings, and values, there is a tendency to create a degree of conformity in the individual as well as the group. There is a need in the organization for the ingenuity, initiative, and creativity of individuals to further the pupils' instructional program. This apparent conflict between the need for a degree of conformity as well as creativity would suggest there should be further study of the group process to determine the ways to maintain the degree of organization

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conformity necessary for the coordination of effort, without affecting the initiative or creativity of individuals.

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APPENDICES

APPENDIX A

SOME SAMPLE STATEMENTS OF OBJECTIVES FOR MODERN JUNIOR HIGH SCHOOLS

I. Gruhn and Douglass, The Modern Junior High School

1. integration
2. exploration
3. guidance
4. differentiation
5. socialization
6. articulation

II. Leonard V. Koos, The Junior High School

1. To provide a suitable environment for children 12-16 year of age.
2. Exploring interests, abilities, and aptitudes of those ages.
3. Adapting training and education to individual interests and needs.
4. To help the individual find himself.
5. Caring for individual differences in the various subjects.
6. Special care for retarded pupils.
7. Participation of pupils in school governmental activities.
8. Physical diagnosis and remedial work for individuals.

III. Robert J. Havighurst, Human Development and Education

1. Achieving new and more mature relations with age-mates of both sexes.
2. Achieving a masculine or feminine social role.
3. Accepting one's physique and using the body effectively.
4. Achieving emotional independence of parents and other adults.
5. Achieving assurance of economic independence.
6. Selecting and preparing for an occupation.
7. Preparing for marriage and family life.
8. Developing intellectual skills and concepts necessary for civic competence.
9. Desiring and achieving socially responsible behavior.
10. Acquiring a set of values and an ethical system as a guide to behavior.

IV. The University of the State of New York, A Design for Early Secondary Education in New York State

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

V. The New York State Association of Secondary School Principals, Proceedings 65th Annual Meeting

1. Provide for common, socialized, systematized and integrating education.
2. Provide for exploration and discovery of pupils' special interests, aptitudes and abilities in order to facilitate education and vocational decisions.
3. Provide opportunities for pupils to develop social, cultural, civic, avocational and recreational interests.
4. Provide guidance in order to assist pupils in making intelligent, wise, educational and vocational choices.
5. Provide opportunities and guidance for pupils to make satisfactory mental, social, and emotional adjustments and growth.
6. Provide for individual differences through differentiated curricula, and instruction for varying rate of progress and provide flexible methods of promotion.
7. Provide experiences in the area of democratic living.
8. Provide for articulation of methods, activities and courses to facilitate transition from elementary to senior high school.

APPENDIX B

GARDEN CITY PUBLIC SCHOOLS

Garden City, New York

Office of Superintendent of Schools

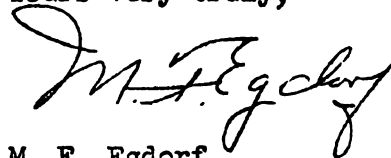
February 5, 1958

The New York State Council for Administrative Leadership began a study of the administrative organization of junior high schools during the 1956-57 school year. The focal point of the study was a series of regional seminar discussions by junior high school principals in New York State.

Before publishing a report of its findings, CAL is attempting to gather some additional data concerning the present staffing of junior high schools. The attached questionnaire can be filled out in a relatively brief period of time. I would be most appreciative if you would be willing to undertake this task.

You will receive a copy of the final report from CAL. Thank you for your cooperation in this matter.

Yours very truly,



M. F. Egdorf
Project Coordinator

MFE:rsc
Enclosure

JUNIOR HIGH SCHOOL STAFFING QUESTIONNAIRE

- A. Name of School System _____
- B. Name of Junior High School _____
- C. Number of enrolled pupils in this Junior High School _____
- D. Some school systems provide regularly scheduled assistance to school buildings from the central office, i.e., a reading specialist assigned one day a week to the junior high school, or share services among school buildings, i.e., an instrumental music teacher who spends half time at the senior high school and half time at the junior high school. Do any such personnel serve your junior high school?

Yes _____ No _____

If you have answered yes, please list these personnel below indicating the approximate amount of time they are assigned to your school building.

Title of Position	No. of days per week Assigned to Your Building
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

- E. Exclusive of those personnel mentioned in (D) above, list as indicated below the professional personnel who work full or part time in this building. If any of your personnel do not seem to fit the categories used, change the categories in any way you feel necessary to make your total staff most clear.

1. <u>Administrative</u>	<u>No. in Bldg.</u>	<u>Full Time</u> <u>Check</u>		<u>Part Time</u> <u>% Devoted to</u>
		<u>Yes</u>	<u>No</u>	<u>Activity in this Bldg.</u>
Principal	_____	_____	_____	_____
Ass't. Principal	_____	_____	_____	_____
Coordinator of	_____	_____	_____	_____
Student Activities	_____	_____	_____	_____
Others (specify)	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

		Full Time Check		Part Time % Devoted to
	No. in Bldg.	Yes	No	Activity in this Bldg.
2. <u>Guidance</u>				
Guidance Counselors	_____	_____	_____	_____
Psychologists	_____	_____	_____	_____
Others (specify)	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
3. <u>Health</u>				
School Nurse	_____	_____	_____	_____
Dental Hygienist	_____	_____	_____	_____
Physician	_____	_____	_____	_____
Speech Correctionist	_____	_____	_____	_____
Others (Specify)	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
4. <u>Department Chairmen</u>				
English	_____	_____	_____	_____
Social Studies	_____	_____	_____	_____
Science	_____	_____	_____	_____
Mathematics	_____	_____	_____	_____
Physical Education	_____	_____	_____	_____
Modern Language	_____	_____	_____	_____
Others (specify)	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
5. <u>Services Other Than Those Listed Above</u>				
Reading Specialist	_____	_____	_____	_____
Librarian	_____	_____	_____	_____
Audio-Visual Ed.	_____	_____	_____	_____
Others (specify)	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
6. <u>Class Room Teachers</u> - Exclude all positions mentioned above even though the individual may also work as a classroom teacher. For example, a department chairman released one period a day from teaching to perform his functions should be included under (4) above but not in this question.				

Total Number _____

7. Are any of your professional staff members employed on an eleven or twelve months' basis?

Yes _____ No _____

If you answered yes, please specify:

<u>Position</u>	<u>No. of Months Employed</u>	
	<u>11</u>	<u>12</u>
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

- F. The building principal is hard pressed to perform all the necessary administrative functions at a junior high school. Please indicate in column (1) whether you do perform this alone, or in column (2) if you assign the function entirely to another and indicate to whom you assign it, or in column (3) if you share the function with another staff member and indicate with whom you share it.

<u>Improving Educational Opportunity</u>	<u>Check if Handled by Prin. Alone</u>	<u>If Assigned to Whom?</u>	<u>If Shared with Whom?</u>
1. Revision of curriculum and selection of curricular materials.	_____	_____	_____
2. Assisting teachers in diagnosing the learning difficulties of pupils.	_____	_____	_____
3. Helping teachers in planning effective remedial instruction.	_____	_____	_____
4. Making recommendations to superintendent for policy formation and revision.	_____	_____	_____
5. Direction and coordination of guidance program.	_____	_____	_____
6. Direction and supervision of pupil activity program.	_____	_____	_____
7. Direction of program for exceptional children.	_____	_____	_____
8. Direction of health and safety program.	_____	_____	_____
9. Direction of summer recreation program.	_____	_____	_____

<u>Improving Educational Opportunity</u>	<u>Check if Handled by Prin. Alone</u>	<u>If Assigned to Whom?</u>	<u>If Shared with Whom?</u>
10. Coordinating use of instructional materials.	_____	_____	_____
<u>Working with Pupils</u>			
1. Control of pupil behavior.	_____	_____	_____
2. Accounting of pupils.	_____	_____	_____
3. Scheduling of pupils.	_____	_____	_____
4. Maintaining pupil personnel records.	_____	_____	_____
5. Directing program for orientation of new students.	_____	_____	_____
<u>Obtaining and Developing Personnel</u>			
1. Selection and recommendation to the superintendent for employment of personnel.	_____	_____	_____
2. Introduction and orientation of personnel.	_____	_____	_____
3. Supervision of personnel.	_____	_____	_____
4. Evaluation of personnel--recommendations for promotions and retention.	_____	_____	_____
5. Preparation and maintenance of staff personnel records.	_____	_____	_____
6. Selection of substitute teachers.	_____	_____	_____
7. Direction and coordination of in-service training program.	_____	_____	_____
8. Counselling personnel.	_____	_____	_____
9. Scheduling personnel.	_____	_____	_____
<u>Maintaining Effective Interrelationships with the Community</u>			
1. Helping the superintendent to determine the educational needs of the school.	_____	_____	_____
2. Preparation of special reports and bulletins regarding the school.	_____	_____	_____

<u>Maintaining Effective Interrelation- ships With The Community</u>	<u>Check if Handled by Prin. Alone</u>	<u>If Assigned to Whom?</u>	<u>If Shared with Whom?</u>
3. Conferring with parents and other lay citizens.	_____	_____	_____
4. Working with P.T.A. and other lay groups.	_____	_____	_____
5. Preparation of public relations information.	_____	_____	_____
6. Developing procedure for reporting pupil progress to parents.	_____	_____	_____
7. Planning and coordinating public relations program for the school.	_____	_____	_____
<u>Providing And Maintaining Funds and Facilities</u>			
1. Preparation of school budget request.	_____	_____	_____
2. Management of appropriation.	_____	_____	_____
3. Plant planning and construction.	_____	_____	_____
4. Administering insurance program for students.	_____	_____	_____
5. Direction of program of plant maintenance.	_____	_____	_____
6. Direction of school lunch program.	_____	_____	_____
7. Supervising intramural activities.	_____	_____	_____
8. Determining specifications for supplies and equipment.	_____	_____	_____
9. Requisitioning supplies and equipment.	_____	_____	_____
10. Distribution of supplies and equipment.	_____	_____	_____
11. Inventorying supplies and equipment.	_____	_____	_____
12. Preparation of reports for the superintendent.	_____	_____	_____

- 6 -

G. Are there any members of your staff other than yourself who have line authority over classroom teachers? If so, please list below:

H. If you have an organization chart for your school, please enclose it.

APPENDIX C

Outline of Meetings Held at Syracuse University Discussing Administrative Organization and Staffing at the Junior High School

Meeting No. I.

1. Description of background and purposes of the study.
 - a. Relationship to Central New York junior high schools
 - b. Suggested procedures for the study
 - c. Distribution of materials relating to the study
2. Small group discussions examining the purposes of the junior high school.
3. Developing and agreeing upon a statement of purposes.

Meeting No. II

1. Assignment of portions of the statement of purpose to small groups for further action.
2. Small group discussions examining current practices in staffing junior high schools.

Meeting No. III

1. Preparation of statement of functions necessary to the achievement of the purposes outlined for junior high schools.
2. Allocation of functions to personnel in junior high schools.

Meeting No. IV

1. Preparation of promising patterns of administrative organization in junior high schools.

The actual number of meetings and content of the meetings varied in each area of the state in which such discussions were held, but they followed basically the pattern as described above.

ADMINISTRATIVE ORGANIZATION
AND STAFFING
OF THE
JUNIOR HIGH SCHOOL

A cooperative project by representatives of public school districts in central New York; The Council for Administrative Leadership, The School of Education of Syracuse University, and the Central New York School Study Council

CENTRAL NEW YORK SCHOOL STUDY COUNCIL
SYRACUSE UNIVERSITY
Syracuse, New York
1957

FOREWORD

Within the past few years there has been a concentrated effort to study school administrative organization and staffing. Bulletins entitled "Your School and Staffing" were prepared under the auspices of the Cooperative Development of Public School Administration. These studies have formed the base for further research which is being sponsored by the successor organization to the CDPSA, the Council for Administrative Leadership. This focus of attention on administrative organization and staffing has raised pertinent questions involving the elementary school, the junior high school, the senior high school, and the one-building school district. Each of these is being studied.

One immediately recognizes the tremendous scope of such an undertaking and the necessity for a pooling of resources of six professional associations to accomplish the task. This report represents one segment of the state-wide study of administrative organization and staffing of the junior high school. Four or five other sections of New York have held meetings and from these discussions have prepared reports on the same subject. This state-wide endeavor was directed by Dr. Daniel E. Griffiths of Teachers College, Columbia University, Director of Studies for CAL, and was coordinated by MacDonald Egdorf, Superintendent of Schools of Garden City.

The School of Education of Syracuse University and the Central New York School Study Council jointly assumed the responsibility to conduct the study on the administrative organization and staffing of the junior high school and to involve the school districts of central New York. Representatives from 45 school districts accepted the invitation to participate.

The diligence of all the participants, coupled with a sincerity of purpose and a vital interest in the problem, warrants commendation for the time and energies expended and for the excellent materials included in this report.

Robert C. Stewart
Associate Professor of Education
Syracuse University

1. The first part of the document is a letter from the President of the United States to the Congress, dated January 1, 1861. It is a very important document, as it contains the President's message to the Congress at the beginning of his first term. The letter is written in a formal, official style, and it discusses the state of the Union and the President's plans for the coming year.

PARTICIPATING SCHOOLS

Altmar-Parish-Williamstown Central School
Baldwinsville Academy and Central School
Camden Central School
Cazenovia Central School
Chittenango Central School
Cincinnatus Central School
Cortland Public Schools
Earlville Central School
Elmira Heights, Thomas A. Edison School
Endicott Public Schools
Fabius Central School
Fayetteville-Manlius Central School
Fulton Public Schools
 James R. Fairgrieve School
 Phillip Street School
General Brown High School
Gouverneur Public Schools
Greene Central School
Harpursville Central School
Harrisville Central School
Herkimer Central School
Holland Patent Central School
Lafayette Central School
Leavenworth Central School
Liverpool Central School
Marcellus Central School
Morrisville-Eaton Central School
Newark Valley Central School
North Syracuse Central School
Onondaga Central School
Owego Public Schools
Port Byron Central School
Pulaski Central School
Red Creek Central School
Sauquoit Valley Central School
Sherburne Central School
Sherwood Central School
Syracuse Public Schools
 Grant Junior High School
 Levy Junior High School
Tully Central School
Vestal Central School
Waterloo Central School
Weedsport Junior-Senior High School
West Genesee Central School

PROCEDURES

A temporary planning committee sent invitations to school districts in the geographic area of central New York to authorize representatives to participate in the study on administrative organization and staffing of the junior high school. This invitation stated that the purposes of the study was to supply some answers to the following questions:

1. What are the purposes of the junior high school, stated operationally?
2. What are the administrative supervisory functions to be performed in the junior high school?
3. What are recommended patterns of administrative organization for the junior high school?
4. To what positions should various administrative-supervisory functions be allocated?
5. What qualifications should personnel have to fill the needed administrative-supervisory positions in the junior high school?

A tentative agenda was established for each of four meetings. It was during the first meeting that a steering committee was selected. The steering committee included:

Merrill Lewis, Chairman
Thomas Caton
Thomas Clayton
Paul Halverson
Richard Lonsdale
Robert Oliver
Robert Stewart
Paul Wagner
Bradley Bishop, Research Assistant

On the basis of suggestions by the total group of participants and of actions by the steering committee, the agenda included:

Meeting Number One

1. Call to order -- introductions
 - A. Origin of the study
 - B. Purposes of the study
 - C. Relationship of the Central New York Junior High School Study to
 - the total study
 - the participating districts
 - D. Suggested procedure for the Central New York Junior High School Study

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1. *Chlorophyll a* (Chl *a*)

1

Condition	Control (%)	MCI (%)	AD (%)
A	95	75	55
B	92	72	52
C	90	70	50
D	93	78	58

• •

•

•

• • •

2. Distribution of materials
 - CDPSA studies
 - Statements of functions of school administrators
 - Statements of purpose outlined in the literature
 - Statements of purpose outlined by the individual districts
 - Local district organizational charts
3. Small group discussions examining^a
 - A. Statement of purposes outlined in the literature
 - B. Statement of purposes outlined by the individual districts
4. Developing and agreeing upon a statement of purposes^b

General session to discuss the activities of the small discussion groups to agree upon a statement of purposes in operational form to be used as the basis for the study.

Meeting Number Two

1. Assignment of portions of the statement of purposes to small groups for further action.
2. Small group discussions examining:
 - A. One purpose, stated operationally, as assigned
 - B. Current practice to implement this purpose including
 - (1) Functions
 - (2) Personnel
 - (3) Adequacy of the current practice
 - (4) Roadblocks of current practice to achieve the purpose
 - (5) Suggested elements to implement the purpose adequately
 - a. Functions
 - b. Organization
 - c. Personnel
 - d. Other elements (materials, equipment, space, etc.)
3. Continue sequentially with other assigned purposes.
4. Interim activities
 - A. Prepare materials essential for the discussions of Meeting #3 and Meeting #4.
 - B. Further examination of elements which appear to be unique to the Junior High School

^a See Appendix A

^b See Appendix B

Meeting Number Three

1. Preparation of statement of functions ^c
2. Preparation of allocation of functions and personnel involved.

Meeting Number Four

1. Preparation of statement regarding qualifications.
2. Preparation of patterns of administrative organization^d

^c See Appendix C

^d A fifth meeting was necessary to complete the organizational chart.

PURPOSES OF THE JUNIOR HIGH SCHOOL

1. To help students continue the meaningful development of the basic skills and knowledges of our society. (Such as are developed in language arts, mathematics, science and other areas.)
2. To help students develop the democratic skills and attitudes necessary for American citizenship by appropriate direct experiences.
3. To help students better to appraise, understand, accept and improve themselves as individuals and their age-mates of both sexes.
4. To help students gain increasing maturity through increasing independence from adults and increasing self-discipline.
5. To help students develop their understanding and practice of personal health and hygiene.
6. To help students develop and appreciate moral and spiritual values.
7. To help students with exceptional characteristics, such as low academic ability, superior academic ability, physical disability and social or emotional instability.
8. To help students discover and explore individual interests, aptitudes, and abilities to facilitate educational and vocational planning.
9. To help students make the transition from elementary school to senior high school through appropriate activities, courses and teaching methods.
10. To help those students who will be terminating their formal education at the junior high school level.
11. To help students develop in a physical school environment suitable for the educational needs of children of junior high school age.

ROAD BLOCKS IN LOCAL SCHOOLS WHICH TEND TO RESTRICT
THE PURPOSES OF THE JUNIOR HIGH SCHOOL

1. Inertia of Personnel
2. Time and changing personnel
3. Delineation of authority of guidance personnel
4. Inadequate preparation of teachers
5. Lack of follow-up.
6. Differences of opinion
7. Lack of information
8. Inadequate philosophy in regard to curriculum and discipline
9. Teach subject matter rather than child
10. Pupil inertia
11. Immaturity of students
12. Cliques and gangs
13. Poor distribution of pupil participation
14. Parental influences on child
15. Community tradition and conservatism
16. Opposition to theory, practice, and techniques of guidance
17. Lack of facilities, time and staff
18. Transportation problems
19. Administrative inertia
20. Financial Costs
21. Policy of board of education
22. State regulations
23. Administrative procedures and pressures
24. Departmentalization
25. Lack of coordination.

SUCCESSFUL PRACTICES USED IN OVERCOMING ROAD BLOCKS

1. Education of the community
2. Proper public relations
3. Public participation
4. Parent conferences
5. In-service training staff and program
6. Use of consultants
7. Out of community observation
8. Enrichment within classroom
9. Core teaching
10. Increase staff
11. Improved communications
12. Broaden educational experiences of board members.
13. Salary differentials
14. Use of handbook
15. Minimum of red tape
16. Administrative leadership
17. Ungraded classes
18. Slower transition
19. Work-experience program under supervision
20. Use of law enforcement agencies in advisory positions
21. Supervision and coordination of pupil activities
22. Extension of extra-class activities
23. Construction of building on basis of junior high school purposes and functions.

the 1990s, the number of people in the world who are under 15 years of age is expected to increase from 1.1 billion to 1.5 billion. The number of people aged 65 and over is expected to increase from 200 million to 400 million. The number of people aged 15 and over is expected to increase from 3.5 billion to 4.5 billion. The number of people aged 15 and over is expected to increase from 3.5 billion to 4.5 billion. The number of people aged 15 and over is expected to increase from 3.5 billion to 4.5 billion.

PURPOSES OF JUNIOR HIGH SCHOOLS SERVED BY ADMINISTRATIVE FUNCTIONS

Administrative Functions	Purposes (see separate listing)										
	1	2	3	4	5	6	7	8	9	10	11
A. Improving Educational Opportunity											
1. Revision of curriculum and selection of curricular materials	xx	xx	xx	xx	xx	xx	x	x	xx	xx	
2. Assisting teachers in diagnosing the learning difficulties of pupils	xx	xx	xx	xx	xx	xx	x	xx	x	xx	xx
3. Helping teachers in planning effective remedial instruction	xx	xx	xx	xx	xx	xx	x	xx		xx	xx
4. Control of pupil behavior	x	xx	xx	xx	xx	xx	x	x	x	x	x
5. Accounting of pupils (attendance)		x	x	x	x	xx	x	x		x	x
6. Scheduling pupils	x	x	x	xx	xx	xx	x	x	xx	xx	
7. Maintaining pupil personnel records	x	x	x	x	x		x	x	xx	xx	
8. Making recommendations to Board for Policy formulation and revision	xx	x	x	x	x	x	x	x	xx	xx	xx
9. Direction of adult education program											
10. Direction of guidance program	x	x	xx	xx	xx	xx	x	x	xx	xx	xx
11. Direction and supervision of pupil activity program	xx	xx	x	xx	xx	xx	x	x	xx	xx	xx
12. Direction of program for exceptional children	x	x	xx	xx	xx	xx	xx	x	xx	xx	xx
13. Direction of health and safety program	x	x	x	xx	x	xx	x		x	xx	xx
14. Administering summer recreation program	x	x	x	xx	x	x	x	x	x	x	x
*15. Coordinating use of instructional aids including audio-visual, manipulation and library materials	x	x	x	xx	x	x	x	x	xx	xx	xx

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B. Obtaining and Developing Personnel

1. Selection and recommendation to the Board for employment of professional staff personnel
2. Induction and orientation of professional staff personnel
3. Supervision of professional staff personnel
4. Evaluation and recommendation to the Board for promotion and retention of professional staff per.
5. Selection and recommendation to the Board for employment of non-professional staff personnel

6. Induction and orientation of non-professional staff per.
7. Supervision of non-professional staff personnel
8. Evaluation and recommendation to the Board for promotion and retention of non-professional staff per.

9. Maintaining staff personnel records
10. Making recommendations to the Board for the construction and administration of salary schedules
- *11. Careful selection of substitute teachers

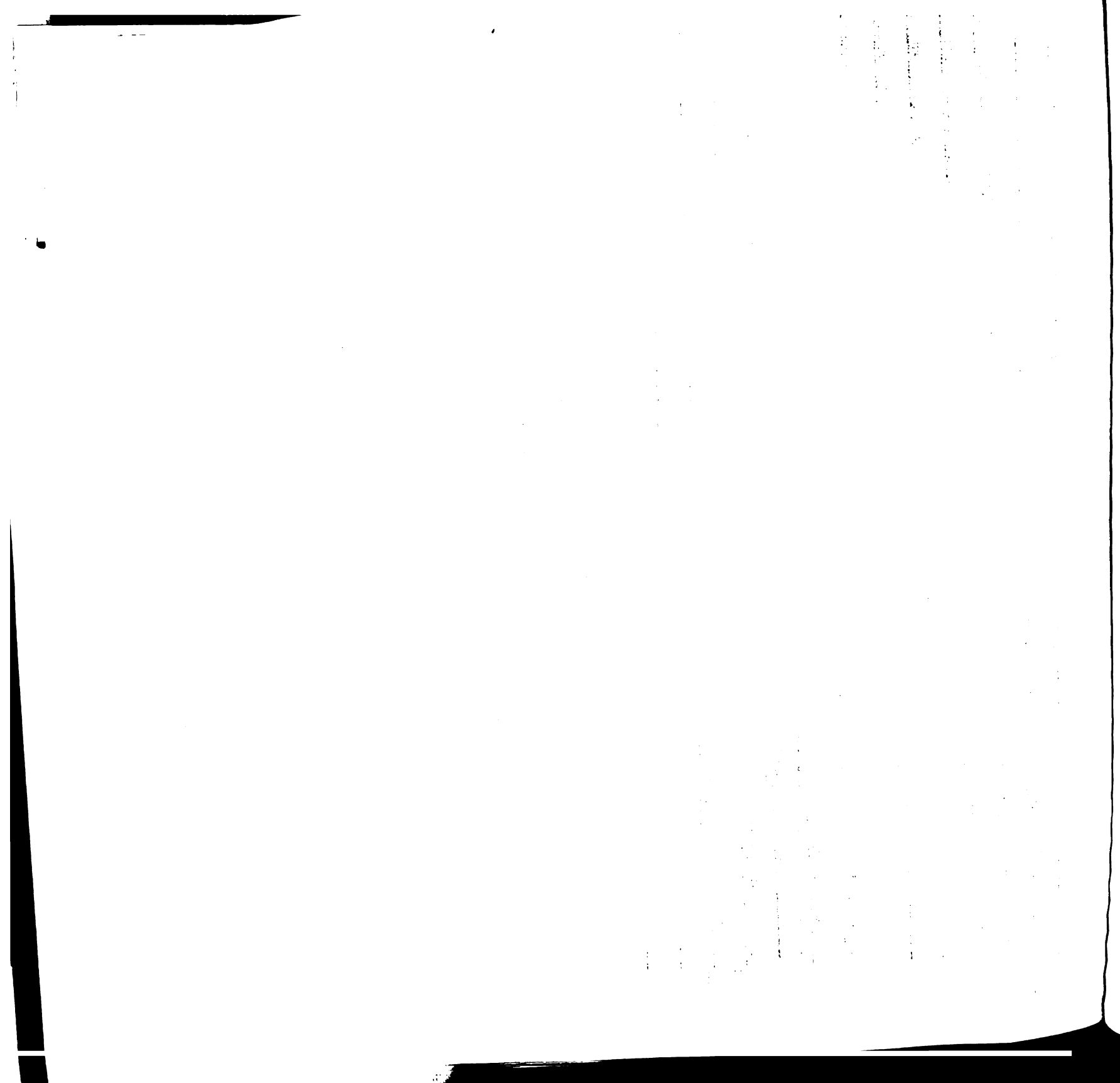
- 12 Direction and coordination of in-service training program

- *13. Counseling (professional) staff personnel

- *14. Scheduling (professional) staff personnel

C. Maintaining Effective Interrelationships with the Community

1. Helping the Board of Education to determine the educational needs of the community
2. Direction of program for use of school facilities non-school groups
3. Preparation of special reports and bulletins for general distribution



	1	2	3	4	5	6	7	8	9	10	11
4. Holding conferences with parents and other lay citizens	x	x	x	xx	xx	xx	xx	x	xx	xx	
5. Working with PTA and other lay groups		x		xx	xx	xx	x	x	xx	xx	x
6. Preparation of information to be disseminated by public communication media			x	xx	xx	xx	x	x	xx	xx	x
7. Developing procedures for reporting pupil progress to parents	x	x	x	xx	x	xx	x	x	xx	xx	
8. Planning and coordination of public relations program				x	xx	xx	x	x	xx	xx	x
D. Providing and Maintaining Funds and Facilities											
1. Determination of financial needs and construction of the budget	x	x	x	x	x	x	xx	x	xx	xx	xx
2. Control of the budget				x	x	x			x		
3. Plant planning and construction		x		xx	xx	xx	xx	x	xx	xx	xx
4. Administering insurance program											x
5. Direction of program of plant maintenance				x	x	x					x
6. Direction of program of bus maintenance and operation				x	x	x					x
7. Direction of school lunch program				x	xx		x		x		x
8. Supervising and auditing internal accounts											
9. Administration of the payroll											
10. Debt service management											
11. Determining specifications for supplies and equipment				x			x	x	x	xx	x
*12. Purchasing and requisitioning of supplies and equipment				x	x		x	x		x	x
13. Distribution of supplies and equipment					x		x	x		x	x

	1	2	3	4	5	6	7	8	9	10	11
14. <u>Inventorying supplies and equipment</u>										x	x
15. <u>Preparation of reports for the Board and State Education Dept.</u>							xx			x	x
1. <u>Importance of personal behavior</u>						x				xx	

a. It is felt that groups C and D do not apply to Purposes 1, 2 and 3 except indirectly.

* Modified statements

** New statement

RESPONSIBILITIES OF THE JUNIOR HIGH SCHOOL PERSONNEL LISTED ACCORDING TO FUNCTIONS

Interpretation

The building principal is not listed on this chart because he has ultimate responsibility for the administrative functions.

M - denotes the main person responsible to the principal for performance of the functions. (for some functions, no such person is designated)

S - denotes person sharing performance of this function. (for some functions, there is no sharing)

	Building Vice Principal	Reading Consultant	Director of Health and Physical Ed.	Guidance Counselor	Dept. Chairman	Horizontal - no adm.	Building Curriculum Coordinator	Dept. Chairman - Vertical - no adm.	Nurse-Teacher	Psychologist	Dental Hygienist	Director of Activities	School Physician	Chief Custodian	Cafeteria Manager	Building Secretary	Teachers	Director Instructional Materials	
A. Improving Educational Opportunity				S	S	S	M												
1. Revision of curriculum and selection of curricular materials				S	S	S	M												
2. Assisting teachers in diagnosing the learning difficulties of pupils		S		M	S	S			S	S									
3. Helping teachers in planning effective remedial instruction		S		S	S	M													
4. Control of pupil behavior (Broad Interpretation)	M			S						S							S		
5. Accounting of pupils (attendance)	M								S								S		
6. Scheduling pupils																			
7. Maintaining pupil personnel records	S	S		M	S				S								S		

RESPONSIBILITIES OF THE JUNIOR HIGH SCHOOL PERSONNEL LISTED ACCORDING TO FUNCTIONS (Cont)

	Building Vice Principal	Reading Consultant	Dir. of Health and Phys. Ed.	Guidance Counselor	Dept. Chm. Hor. - no adm.	Bldg. Curric. Coordinator	Dept. Chm. Vert. - no adm.	Nurse - Teacher	Psychologist	Dental Hygienist	Director of Activities	School Physician	Chief Custodian	Cafeteria Manager	Building Secretary	Teachers	Dir. Instr. Materials
8. Making recommendations to Board for policy formulation and revision					A	L	L										
9. Direction of adult education program																	
10. Direction of guidance program	S			M		S			S							S	
11. Direction and supervision of pupil activity program	S										M					S	
12. Direction of program for exceptional children				S	S	M	S		S								
13. Direction and supervision of health and safety program	M		S					S								S	
14. Administering summer recreation program	S		S														
15. Coordinating use of instructional aids including audio-visual, manipulative and library materials	S				S	S	S										M
16. Direction of work-experience for individual students				M													

B. Obtaining and Developing Personnel

1. Selection and recommendation to the Board for employment of professional staff per.	S				S		S										
2. Induction and orientation of professional staff personnel	S				S		S										S

RESPONSIBILITIES OF THE JUNIOR HIGH SCHOOL PERSONNEL LISTED ACCORDING TO FUNCTIONS (Cont)

	Building Vice Prin.	Reading Consultant	Dir. of H. and Phys. Ed.	Guidance Counselor	Dept. Chm. Hor.-no adm.	Bldg. Curric. Coordinator	Dept. Chm. Vert.-no adm.	Nurse - Teacher	Psychologist	Dental Hygienist	Director of Activities	School Physician	Chief Custodian	Cafeteria Manager	Building Secretary	Teachers	Dir. Instr. Materials
C. Maintaining Effective Interrelationships with the Community																	
1. Helping the Board of Educ. determine educ. needs of the community													Professional				
2. Dir. of program for use of school fac. by non-sch. grps.																	
3. Preparation of spec. reports and bulletins for gen. distr.	M																
4. Holding conferences with parents and other lay citizens													Professional				
5. Working with PTA and other lay groups	M												Professional				
6. Preparation of information to be disseminated by public communication media	M												Professional				
7. Developing procedures for reporting pupil progress to parents				S	S	M	S									S	
8. Planning and coordination of public relations program	M																
D. Providing and Maintaining Funds and Facilities																	
1. Determination of financial needs and construction of the budget																	
2. Control of the budget																	
3. Plant planning																	

RESPONSIBILITIES OF THE JUNIOR HIGH SCHOOL PERSONNEL LISTED ACCORDING TO FUNCTION (con't)

	Building Vice Principal	Reading Consultant	Dln. of Health and Phys. Ed.	Counselor	Dept. Chm.	Hor. - no adm.	Bldg. Curric. Coordinator	Dept. Chm. Vert. - no adm.	Nurse - Teacher	Psychologist	Dental Hygienist	Director of Activities	School Physician	Chief Custodian	Cafeteria Manager	Building Secretary	Teachers	Dir. Instr.	Materials
D. 4. Administering student insurance program	S								M					M					
5. Direction of program of plant maintenance																			
6. Direction of program of bus maint. and operation																			
7. Direction of school lunch program	S														M				
8. Supervising internal accounts	M															S			
9. Administration of the payroll																			
10. Debt service management																			
11. Deter. spec. for supplies and equipment	S																M		
12. Requisitioning of supplies and equipment	S													S					
13. Distribution of supplies and equipment	M																M		
14. Inventorying supplies and equipment	M													S		S			
15. Preparation of reports for the Board and State Education Department	M								A L L										
									A L L										

ADMINISTRATIVE FUNCTIONS OF JUNIOR HIGH SCHOOL PERSONNEL

ALL Personnel Responsibilities

1. Making recommendations to Board for policy formulation and revision
2. Preparation of special reports and bulletins for general distribution.
3. Determination of financial needs and construction of the budget.
4. Control of the budget.
5. Plant planning.
6. Inventorying supplies and equipment
7. Preparation of reports for the Board and State Education Department.

ALL Professional Personnel Responsibilities

1. Helping the Board of Education determine education needs of the community.
2. Holding conferences with parents and other lay citizens.
3. Working with PTA and other lay groups.
4. Preparation of information to be disseminated by public communication media.

Vice Principal

Major Responsibilities

1. Control of pupil behavior (Broad Interpretation)
2. Accounting of pupils (attendance).
3. Direction and supervision of health and safety program.
4. Careful selection of substitute teachers.
5. Preparation of spec. reports and bulletins for gen. distr.
6. Working with PTA and other lay groups.
7. Preparation of information to be disseminated by public communication media.
8. Planning and coordination of public relations program.
9. Supervising internal accounts.
10. Distribution of supplies and equipment.
11. Inventorying supplies and equipment.
12. Preparation of reports for the Board and State Education Department.

Shared Responsibilities

1. Scheduling pupils.
2. Direction of guidance program.
3. Direction and supervision of pupil activity program.
4. Administering summer recreation program.
5. Coordinating use of instructional aids including audio-visual manipulative and library materials.
6. Selection and recommendation to the Board for employment of professional staff per.
7. Induction and orientation of professional staff personnel.
8. Supervision of professional staff personnel.
9. Evaluation and recommendation to the Board for promotion and retention of professional staff personnel.
10. Maintaining staff personnel records.
11. Making rec. to the Board for construction and admin. of salary schedules.
12. Dir. and coord. of in-service training program.
13. Counseling prof. staff per.
14. Scheduling prof. staff per.
15. Administering student insurance program.
16. Direction of school lunch program.
17. Deter. spec. for supplies and equipment.
18. Requisitioning of supplies and equipment.

Reading Consultant

Major responsibilities

None

Shared responsibilities

1. Assisting teachers in diagnosing the learning difficulties of pupils.
2. Helping teachers in planning effective remedial instruction.
3. Scheduling pupils.

Director of Health and Physical Ed.

Major responsibilities

None

Shared responsibilities

1. Direction and supervision of health and safety program.
2. Administering summer recreation program.

Guidance Counselor

Major responsibilities

1. Assisting teachers in diagnosing the learning difficulties of pupils.
2. Scheduling pupils.
3. Maintaining pupil personnel records.
4. Direction of guidance program.
5. Direction of work-experience for individual students.

Shared responsibilities

1. Improving Educational opportunity.
2. Revision of curriculum and selection of curricular materials.
3. Helping teachers in planning effective remedial instruction.
4. Control of pupil behavior (Broad Interpretation).
5. Direction of program for exceptional children.
6. Developing procedures for reporting pupil progress to parents.

Dept. Chairman Horizontal - No. Adm.

Major responsibilities

None

Shared responsibilities

1. Improving Educational Opportunity
2. Revision of curriculum and selection of curricular materials.
3. Scheduling pupils.
4. Direction of program for exceptional children.
5. Coordinating use of instructional aids including audio-visual, manipulative and library materials.
6. Selection and recommendation to the Board for employment of professional staff per.
7. Induction and orientation of professional staff personnel.
8. Supervision of professional staff personnel.
9. Evaluation and recommendation to the Board for promotion and retention of professional staff personnel.
10. Maintaining staff personnel records.
11. Dir. and coord. of in-service training program.
12. Counseling prof. staff per.
13. Developing procedures for reporting pupil progress to parents.

1950

1. The first part of the report is a general statement of the purpose and scope of the study. It is followed by a brief review of the literature on the subject.

2. The second part of the report is a description of the methods used in the study.

3. The third part of the report is a description of the results of the study.

4. The fourth part of the report is a discussion of the results of the study.

5.

6. The fifth part of the report is a conclusion.

7.

8. The sixth part of the report is a bibliography.

9. The seventh part of the report is an appendix.

Building Curriculum Coordinator

Major Responsibilities

1. Improving Educational Opportunity.
2. Revision of curriculum and selection of curricular materials.
3. Helping teachers in planning effective remedial instruction.
4. Direction of program for exceptional children.
5. Dir. and coord. of in-service training program.
6. Developing procedures for reporting pupil progress to parents.

Shared Responsibilities

1. Assisting teachers in diagnosing the learning difficulties of pupils.
2. Direction of guidance program.
3. Coordinating use of instructional aids including audio-visual, manipulative and library materials.
4. Induction and orientation of professional staff personnel.
5. Supervision of professional staff personnel.
6. Evaluation and recommendation to the Board for promotion and retention of professional staff personnel.
7. Counseling prof. staff per.

Dept. Chairman Vertical - No. Adm.

Major Responsibilities

None

Shared Responsibilities

1. Direction of program for exceptional children.
2. Coordinating use of instructional aids including audio-visual, manipulative and library materials.
3. Selection and recommendation to the Board for employment of professional staff per.
4. Induction and orientation of professional staff personnel.
5. Supervision of professional staff personnel.
6. Evaluation and recommendation to the Board for promotion and retention of professional staff personnel.
7. Maintaining staff personnel records.
8. Dir. and coord. of in-service training program.
9. Counseling prof. staff. per.
10. Developing procedures for reporting pupil progress to parents.

Nurse-Teacher

Major Responsibilities

1. Administering student insurance program.

Shared Responsibilities

1. Assisting teachers in diagnosing the learning difficulties of pupils.
2. Accounting of pupils (attendance)
3. Maintaining pupil personnel records.
4. Direction and supervision of health and safety program.

Psychologist

Major Responsibilities

None

Shared Responsibilities

1. Assisting teachers in diagnosing the learning difficulties of pupils.
2. Control of pupil behavior (Broad Interpretation).
3. Direction of guidance program.
4. Direction of program for exceptional children.

Dental Hygienist

Major Responsibilities

None

Shared Responsibilities

None

Director of Activities

Major Responsibilities

1. Direction and supervision of pupil activity program.

Shared Responsibilities

None

School Physician

Major Responsibilities

None

Shared Responsibilities

None

Chief Custodian

Major Responsibilities

1. Selection and recommendation to the Board for employment of non-prof. staff personnel.
2. Induction and orientation of non prof. staff personnel.
3. Supervision of non-profescional staff personnel.
4. Eval. and rec. to the Board for promotion and retention of non-prof. staff personnel.
5. Direction of program of plant maintenance.

Shared Responsibilities

1. Maintaining staff personnel records.
2. Deter. spec. for supplies and equipment.
3. Distribution of supplies and equipment.

Cafeteria Manager

Major Responsibilities

1. Selection and recommendation to the Board for employment of non-prof. staff personnel.
2. Induction and orientation of non prof. staff personnel.
3. Supervision of non-professional staff personnel.
4. Eval. and rec. to the Board for promotion and retention of non-prof. staff personnel.
5. Direction of school lunch program

Shared Responsibilities

1. Maintaining staff personnel records.

Building Secretary

Major Responsibilities

None

Shared Responsibilities

1. Maintaining pupil personnel records.
2. Maintaining staff personnel records.
3. Supervising internal accounts.
4. Distribution of supplies and equipment.

Teachers

Major Responsibilities

1. Deter. spec. for supplies and equipment.
2. Requisitioning of supplies and equipment.

Shared Responsibilities

1. Control of pupil behavior (Broad Interpretation).
2. Accounting of pupils (attendance).
3. Maintaining pupil personnel records.
4. Direction of guidance program.
5. Direction and supervision of pupil activity program.
6. Direction and supervision of health and safety program.
7. Making rec. to the Board for construction and admin. of salary schedules.
8. Dir. and coord. of in-service training program.
9. Developing procedures for reporting pupil progress to parents.

Director Instructional Materials

Major Responsibilities

1. Coordinating use of instructional aids including audio-visual, manipulative and library materials.

Shared Responsibilities

1. Induction and orientation of professional staff personnel.

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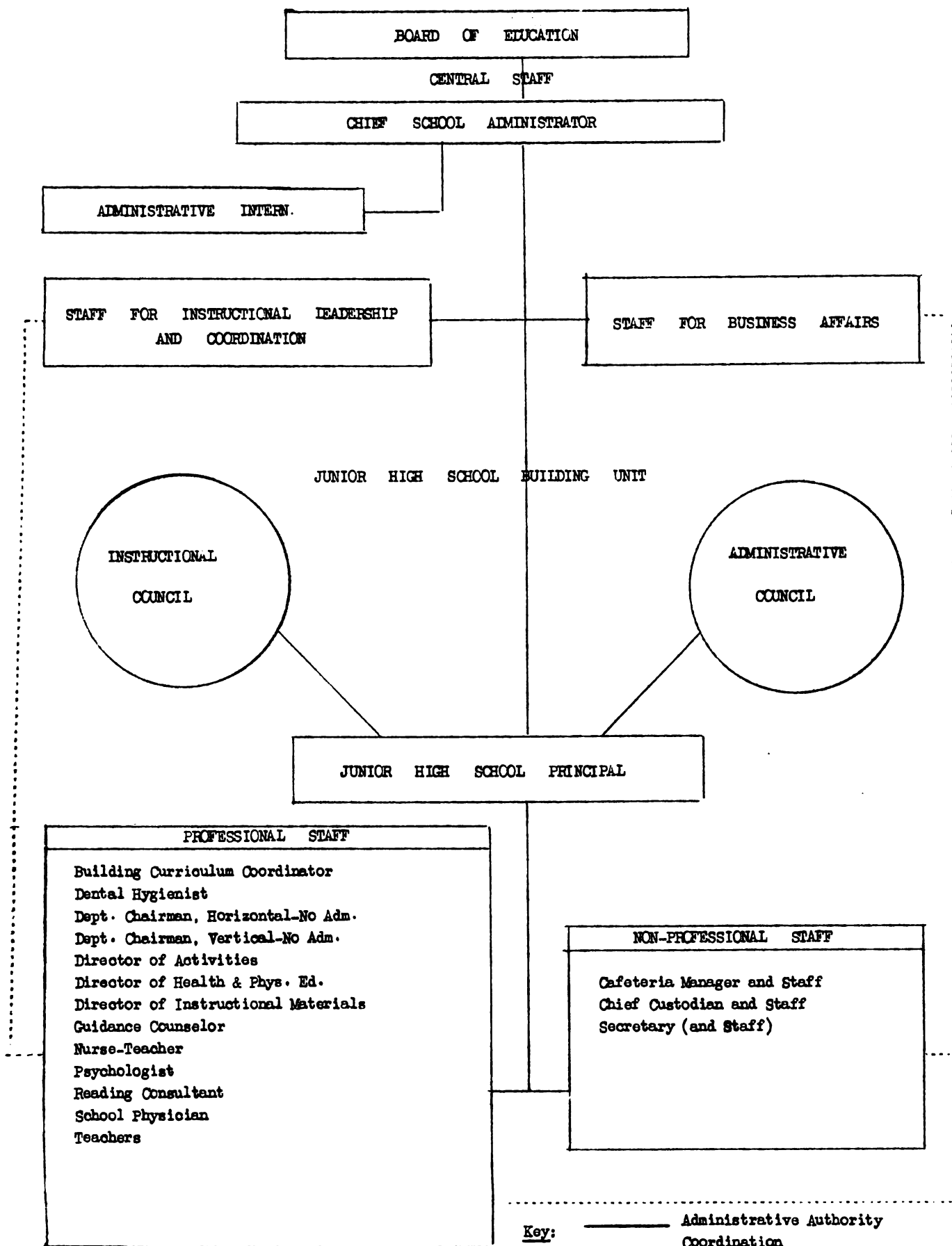
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ADMINISTRATIVE ORGANIZATION FOR JUNIOR HIGH SCHOOL
(INTERNAL AND DISTRICT RELATIONSHIPS)



NOTE: Within the junior high school building unit, the relationships and levels of responsibility among the staff will depend upon and vary with the particular function being executed. For an analysis of the administrative functions of the building personnel, see accompanying sections of this report. It is to be understood that the positions here listed may be part-time or full-time depending upon the size of the system.

APPENDIX A

SOME SAMPLE STATEMENTS OF OBJECTIVES FOR MODERN JUNIOR HIGH SCHOOLS

- I. Gruhn and Douglass, The Modern Junior High School
 1. integration
 2. exploration
 3. guidance
 4. differentiation
 5. socialization
 6. articulation
- II. Leonard V. Koos, The Junior High School
 1. To provide a suitable environment for children 12 - 16 years of age.
 2. Exploring interests, abilities, and aptitudes of those ages.
 3. Adapting training and education to individual interests and needs.
 4. To help the individual find himself.
 5. Caring for individual differences in the various subjects.
 6. Special care for retarded pupils.
 7. Participation of pupils in school governmental activities.
 8. Physical diagnosis and remedial work for individuals.
- III. Robert J. Havighurst, Human Development and Education
 1. Achieving new and more mature relations with age-mates of both sexes.
 2. Achieving a masculine or feminine social role.
 3. Accepting one's physique and using the body effectively.
 4. Achieving emotional independence of parents and other adults.
 5. Achieving assurance of economic independence.
 6. Selecting and preparing for an occupation.
 7. Preparing for marriage and family life.
 8. Developing intellectual skills and concepts necessary for civic competence.
 9. Desiring and achieving socially responsible behavior.
 10. Acquiring a set of values and an ethical system as a guide to behavior.
- IV. The University of the State of New York, A Design for Early Secondary Education in New York State
 1. To develop the broad orientation toward other people necessary for American citizenship.
 2. To provide for pupil health and personal adjustment.
 3. To help pupils become more independent.
 4. To give a breadth of exploratory experiences.
 5. To help pupils appraise themselves realistically.
 6. To make basic skills and knowledge functional.
 7. To prepare pupils for the experiences of later adolescence.
- V. The New York State Association of Secondary School Principals, Proceedings 65th Annual Meeting
 1. Provide for common, socialized, systematized and integrating education.
 2. Provide for exploration and discovery of pupils' special interests, aptitudes and abilities in order to facilitate education and vocational decisions.

3. Provide opportunities for pupils to develop social, cultural, civic, avocational and recreational interests.
4. Provide guidance in order to assist pupils in making intelligent, wise, educational and vocational choices.
5. Provide opportunities and guidance for pupils to make satisfactory mental, social, and emotional adjustments and growth.
6. Provide for individual differences through differentiated curricula, and instruction for varying rate of progress and provide flexible methods of promotion.
7. Provide experiences in the area of democratic living
8. Provide for articulation of methods, activities and courses to facilitate transition from elementary to senior high school.

APPENDIX B

SUGGESTED OUTLINE OF PROCEDURE FOR THE SMALL GROUP DISCUSSION

Meeting Number One

Please note that one session has been set aside for the examination and development of the purposes of the Junior High School, stated operationally. In order to conserve time and effort, it is proposed that each of the participants in the small group discussions critically examine the materials distributed. These statements of purposes in the materials distributed will not be all-inclusive. It is therefore necessary for the small group participants to add those items which they feel can be classified as purposes of the Junior High School. The results of the small group discussions will be consolidated into a single statement of purposes in a general session of all participants prior to adjournment this afternoon.

It is suggested that:

the group should select one statement of purpose for discussion

the group seek answers to such questions as:

Is this a sound purpose of the Junior High School?

Is this an operational statement of purpose?

If not, how should the statement be revised?

Is this statement of purpose unique to the Junior High School?

JUNIOR HIGH SCHOOL STUDY

DISCUSSION GROUP # _____

REPORTING FORM

1. Statement of purpose: _____

2. Statement of purpose accepted: (yes) (no). If (no) what is the revised statement of purpose to which you can subscribe?

3. Is the statement of purpose listed in (#1) (#2) above unique to the Junior High School? (yes) (no). If (no) to which level or levels is it equally common? _____

Partially common? _____

SUGGESTED OUTLINE OF PROCEDURE FOR THE SMALL GROUP DISCUSSIONS

Please note that one session has been set aside for the discussion of current practices and suggested revisions of current practices of Junior High School organizations, functions, etc. It is suggested that the group seek answers to such questions as:

What personnel is necessary to fill these positions?

DISCUSSION GROUP # _____

1. Statement of purpose:

Functions to be performed	Personnel to perform functions				
	Title	# per 300	Responsibility		
			direct	advisory	coordinating

ROOM USE ONLY

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~~NOV 9 1967~~

~~NOV 24 1967~~

~~MAY 24 1968~~

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