

A DESCRIPTIVE STUDY OF THE ORGANIZATION,
ADMINISTRATION, AND OPERATION OF PUPIL
PERSONNEL SERVICES IN SELECTED SCHOOL DISTRICTS

THESIS FOR THE DEGREE OF ED. D.

MICHIGAN STATE UNIVERSITY

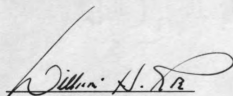
LEONARD B. VOORHEES

1960



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A DESCRIPTIVE STUDY
OF THE ORGANIZATION, ADMINISTRATION, AND
OPERATION OF PUPIL PERSONNEL SERVICES
IN SELECTED SCHOOL DISTRICTS
presented by
LEONARD B. VOORHEES

has been accepted towards fulfillment
of the requirements for
DOCTOR OF SCHOOL
EDUCATION degree in ADMINISTRATION


Major professor

Date May 16, 1960



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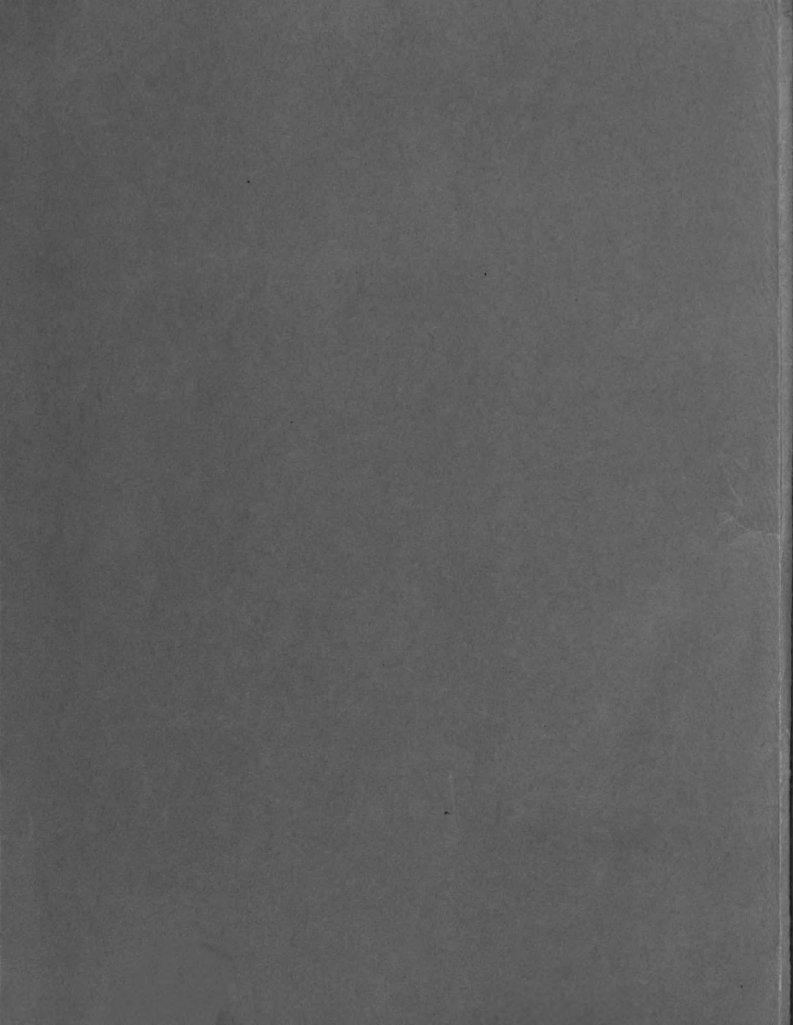
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By

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AN ABSTRACT

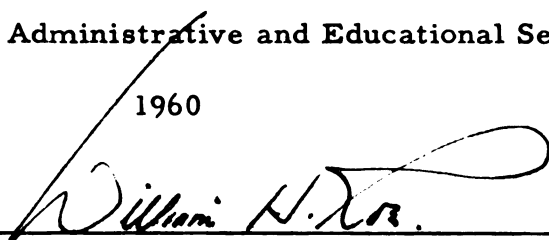
Submitted to the School of Advanced Graduate Studies
of Michigan State University in Partial Fulfillment
of the Requirements for the Degree of

DOCTOR OF EDUCATION

Department of Administrative and Educational Services

1960

Approved



The primary purpose of this study was to gather data on the organization, administration and operation of pupil personnel services, as a major adjunct to public school education.

Effort was made (1) to determine the organizational structure affording the best opportunity of service to pupils; (2) to recommend improvements based upon suggestions of administrators and practitioners working in the area; (3) to compile a composite of the information and suggestions, and thus (4) to provide a format for the implementation and improvement of services commonly considered in the pupil personnel area, as well as for the identification of problems in organization and administration.

The study was limited geographically to ninety-three selected school districts in the states of Indiana, Michigan and Ohio, and in scope to a descriptive study, rather than an analytical evaluation, of the data gathered.

For the purpose of the study, a review was made of the literature to establish a background frame of reference of the development of such special services, as well as familiarity with the philosophies and procedures in effect.

To provide experience in research by use of questionnaire

and to gather information on an essential factor of the dissertation, a pilot study was executed on certification requirements of pupil personnel or special services personnel in the fifty-seven states and territorial possessions of the United States.

Thereafter, a four-page questionnaire was devised for the primary research, and submitted to the superintendent of each of the selected school districts. The data from the responses was supplemented by personal visitations to many of the school districts.

The major conclusions reached from compilation of the information gathered were:

1. Most of the public school districts in the Tri-State area having a population of twenty-five thousand or more did attempt to coordinate into one department the many special services offered their pupils.

2. The majority opinion favored incorporation of such services into one department.

3. There was indicated a trend toward department organization where no such department was in existence.

4. There was a relationship, but too little uniformity for

clarity in communication, in the many titles used in pupil personnel services to designate such department, identify its administrative head and the department personnel, as well as the duties involved.

5. "Department of Pupil Personnel" was the title most often used for the department charged with administration of special services. The director of such department was in the majority of instances directly responsible to the superintendent and classified as an administrative assistant.

6. The size of school enrollment was a determining factor in the organization, administration and operation of a department of pupil personnel.

Recommendations for improvement of pupil personnel services were set forth verbatim from responses to the questionnaire in Chapter IV.

Responsibilities concluded to coordinate well in the area of pupil personnel services were classified and itemized in Chapter V (III).

Four exhibits depicting organizational structures suggested for varying school enrollments were included in Chapter V.

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**A Dissertation
Presented to
the Faculty of the Graduate School
Michigan State University**

**In Partial Fulfillment
of the Requirements for the Degree
Doctor of Education
by
Leonard B. Voorhees**

June 1960

ACKNOWLEDGMENTS

The writer is grateful to the many people who assisted in order that this study could be completed. Particularly I wish to thank my committee chairman and advisor, Dr. William H. Roe, of the Department of Administration and Educational Services of Michigan State University, who gave generously of his time in advising of changes which would improve the study. I am indebted also to the other members of my committee, Dr. Clyde Campbell, Dr. Raymond Hatch, Dr. Charles Hoffer and Dr. David Potter, who offered suggestions to improve the dissertation.

I owe thanks to the superintendents and those to whom the work of answering the questionnaire was delegated; also to the many friends in Pupil Personnel Services who, from time to time, gave me advice on the development of the instruments used, particularly the questionnaire. I am indebted to the superintendent and staff of the Euclid Public Schools for the encouragement they afforded when personal obstacles delayed the completion.

And last, but by no means least, I am deeply indebted to my wife, Esther, for her patience and help in bringing to fruition the final draft of the study. Without her constant encouragement, continuous assistance, and unusual tolerance, this dissertation could not have been completed.

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CHAPTER I

INTRODUCTION AND ORIENTATION OF THE STUDY

During the past three decades the socio-economic pattern of living in the East North Central states, particularly the industrial and commercial areas, has undergone dramatic change. Not only has the mobility of workers greatly increased, but the culture of entire communities has been subjected to radical changes.¹ This area seems less and less a "melting pot" and more and more a "mixing bowl." People are no longer absorbed into a community. Mass migration has changed the process of adaptation from absorption by the established order to one in which the newcomers often outnumber the older residents and overwhelm the community mores and culture.²

The new migrants are seemingly more demanding of service and "rights," and less willing to participate and accept responsibilities in

¹ B. Othanel Smith, William O. Stanley and J. Harlan Shores, Social Diagnosis for Education (Yonkers-on-Hudson, New York: The World Book Company, 1950), pp. 116-117.

²
Ibid., pp. 116-117.

community activities. Exceptions to an apathetic community spirit are noticeable, however, in areas where political revolutions stimulate expression and action on local issues. Among these issues many times are questions involving public education and school operation.

Problems of discipline and special services appear to receive major emphasis.³ No doubt many were due to the changing of compulsory attendance laws, which forced many youth to remain in school who otherwise would have sought employment.⁴ Changing child labor laws contributed further to the problems. Too, the school curriculum needed considerable revision to keep these young people sufficiently interested in education to achieve more than their required physical presence. Many youth were thereby challenged and continued in school with a creditable record. Others became severe adjustment problems. Thus there became evident a great additional need at the secondary educational level for the attention and help by specially trained personnel.⁵

³ Educational Policies Commission, Public Education and the Future of America (Washington, D. C.: National Educational Association of the United States, 1955), pp. 52-54.

⁴ Ibid., p. 45, chart on p. 46, pp. 47-48.

⁵ Ibid., pp. 49-50.

While these dramatic changes were being evaluated and adjustments implemented in the schools, another sociological problem was developing throughout the United States. Parents were, and still are, relinquishing much of their responsibility as parents to agencies in the community, and developing a reliance upon the public school for many types of assistance and guidance. The school was expected, not asked, to take over many responsibilities and services originally assumed by the parents in the early years.⁶ Gradually attendance, charity, psychological services, speech training, medical aid, home tutoring, and other services were individually implemented into many school systems and accepted as a vital part of education. These additional services, however, presented many problems to school administrators in coordinating the new services within the school system, and in securing acceptance of the need and value by school personnel, as well as securing community support.

⁶B. Othanel Smith, William O. Stanley and J. Harlan Shores, *Social Diagnosis for Education* (Yonkers-on-Hudson, New York: The World Book Company, 1950), pp. 50-52.

Thus, the organization, administration and operation of pupil personnel services to youth, as a major function to education, came to be deemed essential to the adjustment of all children in a community or school district, and had to be constructively met by school administrators. This theory necessitated a program evolved from the philosophy inherent in the community and its mores, and in the professional attitudes toward growth and development of children set forth as goals by the administrative staff of the school system.

Historically, many of the specialized services which might be categorized as pupil personnel services developed because of legislation which necessitated either regulation or enforcement by school personnel. For example, one might survey the compulsory school attendance laws and note the emphasis placed upon the enforcement of statutory law, which became mechanical without regard for the individual child's problem. This gave an "enforcement aura" to the pupil personnel work, rather than one of service. Furthermore, it encouraged teachers and administrators to literally "dump" their problem cases in the lap of the worker. With this sudden responsibility, the average educator working in these service areas sought an immediate result rather than effecting a more permanent means of pupil adjustment. The worker seldom had an opportunity to learn the causative factors and environmen-

tal background vital in evaluating the problem and working out a solution, and often was not qualified in the fields of such underlying problems. For the ultimate benefit of troubled children, it was apparent that satisfactory results would be achieved only by those having specialized training, which in turn caused enactment of certification requirements in many states.

However, a series of scattered services, unrelated, and without unified administration could not achieve status or attain satisfactory professional recognition in the community and set forth and accomplish the educative goals. A constructive philosophy of education became essential to weld these services into an administrative unit. This very recognition of the goals, their essential direction, and the needed training resulted in added stature and impetus for the program, as well as encouragement and improved morale for the worker, and service and benefit for troubled children.

I. NEED FOR THE STUDY

This study was concerned primarily with the problems of pupil adjustment as recognized and solved in the ninety-three school districts of the Tri-State area studied.

There is an almost unlimited amount of excellent material available about specialized service functions, such as: guidance, attendance,

drop-outs, tests and measurements, child study and growth, health, special education, education of the handicapped, all of which would give the reader an adequate background of reference. However, little has been published about the organization, administration and operation of these areas in a departmental structure or as an over-all unified service to pupils.

These services which we commonly categorize as pupil personnel services have grown more rapidly than their administrative definitive clarification; consequently, there is little uniformity in classification, titles, functions, or responsibilities. Each community or school district has developed its own philosophy and procedure without too much consideration for pupil needs other than the solution of pressing problems. From the early inception of pupil personnel services, the worker was faced with many types of problems, some of which required the services of a specialist trained for a definite function, such as a psychologist, medical doctor, speech therapist and others. Gradually it became apparent that no one person could perform successfully all of the services needed. In the larger districts the team approach evolved and, with it, a growth toward departmentalization.

There were as many combinations in the organization of these services as there were districts attempting to implement a new depart-

ment for this purpose. There was no certainty which method would produce the most effective results nor exactly what was needed. The migration of children increased the number of problem cases and further compounded the pressing demands upon both teacher and school administrator. Certain determinations became imperative, and the pioneering workers found help and understanding from their colleagues in other districts. After innumerable meetings of many diversified groups, the need for more unified effort in the school systems became clearly evident. Area and state group meetings further supported the slowly developing pattern toward greater uniformity, and in 1934 the Tri-State Conference on Pupil Personnel evolved, "all workers dealing with or interested in the problems of children, community, and school adjustment" being eligible for membership.⁷ It was composed of representatives from the three states of Indiana, Michigan and Ohio, and was among the first to serve more than local districts. Those attending the first tri-state meeting in 1934 were attendance workers,

⁷Tri-State Conference on Pupil Personnel, Constitution and By-laws, Article III, Section 1.

nurses, psychologists and guidance personnel.⁸ Thereafter meetings have been held annually, and in rotation in the three states. Its annual paid membership has averaged three hundred. The conferences have been well attended by school personnel responsible for and interested in school problems, largely because the meetings have included discussions on matters common to all regardless of state or size of school district, or of administrative position. The membership includes attendance workers, guidance personnel, psychologists, medical people, speech therapists, school administrators, and several college professors who give outstanding leadership and guidance to the group. It has, however, been apparent from the exchange of information encouraged by the organization that departmental unification, responsibilities, procedures and titles remained a strictly local determination, which practice is still responsible for the many variations.

This study was made to analyze those services related to pupil personnel in the Tri-State area and draw conclusions as to the achievements in the studied ninety-three school districts in terms of their organization, administration and operation.

⁸Tri-State Conference on Pupil Personnel, Minutes of Meeting, November, 1934, at Detroit, Michigan.

II. LIMITATIONS OF THIS STUDY

This study was limited geographically to selected school districts of the three states of Indiana, Michigan and Ohio. The limitation placed on the number of factors and intensiveness with which they were studied was the result of both physical and psychological considerations. First, personal interviews by one person at such widely distributed school systems was impractical. Consequently, it was decided to proceed with a questionnaire, supplemented by sufficient personal visitations to test the adequacy of the instrument used. The length of the questionnaire was determined to some extent by the maximum length one could expect a significant number of respondents to answer. Of necessity this study was, therefore, limited to a descriptive study, rather than an analytical evaluation of the subject matter.

These limitations were not considered as avoidable restrictions in the adequacy of the present study, but rather limitations because of the inherent nature of the study itself. They are presented here so that the reader can interpret the findings with these limitations in mind.

III. STATEMENT OF THE PROBLEM

It was the purpose of this study:

A. To study the pupil personnel services available in ninety-three school districts in the Tri-State area in terms of their organization, administration and operation:

1. To determine, if feasible, the structure of the organization which affords the best opportunity for service to pupils;
2. To recommend improvements based upon the suggestions of administrators and practitioners working in this area as disclosed in the answers to the questionnaire.

B. To compile a composite of the information and suggestions which may serve as a model for the implementation and improvement of services which may commonly be considered in the pupil personnel area.

C. To provide a format to assist in identifying problems in the organization and administration of pupil personnel services.

IV. HYPOTHESES AND RELATED QUESTIONS

A. That most of the public school districts in the Tri-State area having a population of twenty-five thousand or more do coordinate into one department the many special services which are afforded their pupils.

B. That the services of school psychologist, visiting teacher, guidance counselor, child study consultant, speech and hearing therapist, health and medical staff, and other special services, are inter-related, and, based on existing practices and developing trends, function most effectively if coordinated by one administrator.

C. There is a relationship in the many titles used in pupil personnel services to designate the department and identify its administrative head. Therefore, the titles and scope of responsibilities should be somewhat comparable in the Tri-State area.

1. Are the administrative functions emphasized on supervision, coordination or service?
2. To whom is the department head directly responsible in the administrative structure?

D. The title used to identify the administrative head in pupil personnel services is not necessarily indicative of the services performed by the personnel of the department.

E. The size of the school enrollment is a determining factor in the organization, administration and operation of a department of pupil personnel.

V. DEFINITION OF TERMS USED

In practically every discipline within the educational field, there are many terms and word usages which are technical in nature, while others have colloquial origin. Many of these were frequently used in this study and need clarification and further explanation. The definitions presented here were gleaned from both common usage and written authoritative sources. They are given here to provide the reader with a frame of reference having commonality and understanding.

TERMS

A. General:

1. ORGANIZATION:

"A plan of school management based primarily on a clear formulation of the aims and objectives of the school and the operations essential to achieve these goals."⁹

2. ADMINISTRATION:

"All those techniques and procedures employed in oper-

⁹Carter V. Good, Dictionary of Education (2nd ed.) (New York, Toronto, London: McGraw-Hill Book Company, Inc., 1959), p. 378.

ating the educational organization in accordance with established policies. "¹⁰

3. OPERATION:

Performance of the functions which carry out the procedures essential to attainment of the aims and objectives.

4. PUPIL PERSONNEL SERVICES:

"Nonteaching pupil services provided by the school which contribute to the learning situation; compulsory attendance service, psychological service, special schools, health services, etc. "¹¹

5. PUPIL PERSONNEL WORKER:

"The specialized personnel named as pupil personnel workers may include the school counselor, school psychologist, school social worker, visiting teacher, child welfare workers, school physician, school psychiatrist, school nurse, attendance worker, educational research

¹⁰ Carter V. Good, Dictionary of Education (2nd ed.) (New York, Toronto, London: McGraw-Hill Book Company, Inc., 1959), p. 13.

¹¹ Ibid., p. 432.

specialist, placement worker, coordinators of student activity, and specialized school personnel charged with disciplinary responsibility."¹²

B. Terms Frequently Used and Identified with Pupil Personnel Services:

1. ABNORMAL CHILDREN:

Those children who deviate from the normal pattern, either subnormal or supernormal.

2. ATTENDANCE:

The physical presence of a child in school.

3. CASE HISTORY:

"A summary of facts concerning an individual's or a family's behavior, environment, family background, and personal history, to which may be added a cumulative record of current information, including test results or anecdotal records."¹³

¹²Raymond N. Hatch and Buford Steffle, Administration of Guidance Services (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958), p. 79.

¹³Carter V. Good, Dictionary of Education (2nd ed.) (New York, Toronto, London: McGraw-Hill Book Company, Inc., 1959), p. 75.

4. CENSUS (SCHOOL):

The annual enumeration and gathering of data to ascertain the number of children of school age living in a defined district.

5. CHILD ACCOUNTING:

"The quantitative aspects of pupil personnel work (school census, number enrolled in school, number in regular attendance, amount of nonattendance)."¹⁴

6. GUIDANCE:

"The guidance program comprises services that are organized primarily for the purpose of assisting individuals to improve their adjustment."¹⁵

7. HANDICAPPED CHILDREN:

Those children who have a physical, mental, emotional, environmental or economic problem to resolve in order that their school adjustment is improved.

¹⁴Carter V. Good, Dictionary of Education (2nd ed.) (New York, Toronto, London: McGraw-Hill Book Company, Inc., 1959), p. 75.

¹⁵Raymond N. Hatch and Buford Steffle, Administration of Guidance Services (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958), p. 120.

8. HOMEBOUND CHILD:

A pupil who is confined to his home because of a handicap or other personal reason.

9. INTEGRATION (SCHOOL):

The attendance and participation in the school program of pupils who have a handicap of some nature that influences their school adjustment.

10. THERAPY:

Individual or group treatment to ameliorate recognized deficiencies which are considered to be amenable to correction.

11. TRANSFER:

"The movement of pupils from one school center to another within an administrative unit."¹⁶

12. WORK CERTIFICATE (AGE AND SCHOOLING CERTIFICATE):

"An authorization granted by school authorities which shows that a child has met the age, schooling, and other requirements necessary in order to work."¹⁷

¹⁶Carter V. Good, Dictionary of Education (2nd ed.) (New York, Toronto, London: McGraw Hill Book Company, Inc., 1959), p. 578.

¹⁷Ibid., p. 20.

VI. SUMMARY

Background reference data established the importance of public school pupil personnel services to the community. Statement of the problem upon which inquiry was planned, and the hypotheses proposed thereon, demonstrated a need for limitations upon the survey and clarification of terms frequently used.

Study of the literature, together with the development of a philosophy of education, presented in the following chapter provided a basis for proceeding with both the pilot study and the primary research thereafter described.

CHAPTER II

HISTORICAL BACKGROUND, RELATED STUDIES, LITERATURE AND RESEARCH

Each year, in September, there are millions of eager boys and girls entering school after a summer free of enforced regulation as to time and place. This is the natural and accepted outcome of a pattern of universal education offered to the youth of our land and made compulsory by the laws of our states.

There is an abundance of printed matter, in the form of books, pamphlets, periodicals and other literary productions, pertaining to the history of our public school system, to the education of children, and to theories, practice and problems incident thereto. Concepts proposed for adjustment of the child to the school program have ranged from punitive measures to little exercise of authority or responsibility of adults. Neither of these extremes has been wholly acceptable or successful. Other means of aiding the troubled child have been earnestly sought and have slowly evolved from the experiences of school masters and school teachers.

I. BEGINNING OF PUPIL PERSONNEL SERVICES AND EARLY CONCEPTS

It was little more than three hundred years ago the guiding fathers of the town of Boston and the commonwealth of Massachusetts reviled the needless neglect by both parent and master in the training of youth "for labor and other employment which might be useful and profitable to the Commonwealth."¹ The town appointed "selectmen" to right the alleged wrong and punish those offending. Thus came into being the Act of 1642, the first time a legislative body of the state in the English speaking world ordered that all children should be taught and imposed fines for neglect of education. This Calvinistic contribution, influenced by emphasis upon the need for each individual to read the Bible, was to affect our new-world life and eventually the future of all children in the new country.

Five years later, in 1647, Massachusetts passed the first law requiring the appointment of one teacher for every town of fifty householders for instruction in reading and writing.²

¹M. W. Jernegan, Compulsory Education in American Colonies, School Review 26, December, 1928.

²Ellwood P. Cubberley, Public Education in the United States, (New York: Houghton Mifflin Company, 1934) p. 17.

Following the birth of our Colonial United States and the admission of many new states east of the Mississippi River, there arose a need for legislation to enforce the universal educational concept for children. Later, age limitations grew out of the enforcement procedure, and compulsory education laws evolved. These entailed certain legal exceptions and exemptions, as well as provisions for the employment of minors.

The resulting increase in school enrollment, and the requirement that children remain in school for a certain minimum of education or to a certain attained age, affected the secondary school program and necessitated broadening of the curriculum.

Furthermore, the need for personnel to help in the adjustment of children to school became most evident. Not only was it compulsory for parents to send the child to school, but it became an obligation of some one to help the child, required by law to be physically present, to gain by that experience in courses suited to his interests, his needs, and his capacities.

The problem of regular attendance became less a police function, and more that of providing the understanding needed for the child's adjustment to the school requirements. Trained personnel, whose background of reference gave them a knowledge of home pro-

blems, physical and mental limitations, and those intangible but highly motivating factors, were needed to cope with the changes.

"Teachers began to discover that they had to concern themselves with children as individuals if they wished to teach effectively and to help individuals become active and responsive citizens in American society."³ School systems found essential the collection of data about each individual child which promoted in the teacher an awareness of the vast differences in intellectual, emotional, and physical development, and their importance in learning.

These slowly evolving changes necessitated specialized services which were looked upon as a responsibility of the school system, though were not directly teaching functions. Many were experimentally initiated and permitted to develop according to local concepts and based upon individually conceived objectives, often in answer to an individual need, and not a part of a carefully planned cohesive program. In many school systems the activities were compartmentalized and duplicating

³Educational Policies Commission, Public Education and the Future of America (Washington, D. C.: National Educational Association of the United States, 1955) p. 36.

services. Furthermore, this overlapping reduced the opportunity for coordinating the efforts of school personnel to the point that the child's needs were lost in the milieu of disorganized activity.

In the Tri-State area studied, no evidence was found of productive thought given to departmental organization of such special services prior to the institution of the Tri-State Conference on Pupil Personnel in 1934, by attendance directors and others from Ohio, Michigan and Indiana, at Detroit, Michigan. It was fitting that Michigan, the home of one of the first training institutions established under the Morrill Act, should mother the newly organized group and foster their objectives. The central theme for the 1934 conference was "Purpose of Pupil Personnel Service," with the meeting planned to appeal to attendance officers, visiting teachers, vocational counselors, superintendents, assistant superintendents, juvenile judges, probation officers, social workers interested in such service, county commissioners and county superintendents. The program subject matter included the scope and purpose of pupil personnel work, suggestions for improvement and better administration, and the type of organization best calculated to promote pupil personnel work with special emphasis placed

upon coordination of activity.⁴ In the minutes of the 1935 conference it was pointed out "such services for public schools will never work as efficiently as possible until we obtain better unity among kindred groups."⁵

Thus the very inception of the Tri-State Conference set the pattern of recognizing the need for constructive administration, better organization and unification of allied services.

Certain schools attempted to organize special services in a limited administrative structure under one department. Battle Creek, Michigan, was one of the first to centralize this responsibility. Euclid, Ohio, and Indianapolis, Indiana, followed and carried the administrative function toward full department responsibility.

These schools accepted the philosophy that all pupil personnel services, such as attendance, medical, psychological, guidance and counseling, speech and hearing, visual screening, centralization of records, and so forth, together with the necessary reports and all rec-

⁴Tri-State Conference on Pupil Personnel, Minutes of Meeting, November, 1934, at Detroit, Michigan.

⁵Tri-State Conference on Pupil Personnel, Minutes of Meeting, October, 1935, at Indianapolis, Indiana.

ords pertaining toward better pupil adjustment, which included the physically impaired and mentally limited, belong in one department, administered by one person responsible directly to the superintendent.

This kind of administrative structure has generally been accepted as the goal of most school districts in the Tri-State area having a population of 25,000 or more.

II. REVIEW OF THE LITERATURE

In searching the literature for additional background material, inquiry was made of the National Education Association, the United States Department of Education, and the editorial offices of Phi Delta Kappan. Diligent search was made through use of libraries and the Encyclopedia of Educational Research.⁶ Several studies, indirectly related, were found, but none dealt with the aspects of organization, administration and operation of pupil personnel services in a department structure.

⁶ Walter S. Monroe, The Encyclopedia of Educational Research (New York: The Macmillan Company, 1956 revised edition).

Among the first to visualize the extent of services needed was Dr. Arch O. Heck, of Ohio State University, who completed his treatise entitled, "Pupil Personnel Services in the Public Schools," in 1929.⁷ This study dealt almost entirely with special services for handicapped children whose physical health and condition affected their participation in the total school program. Dr. Heck deduced that the poor school adjustment of these children resulted directly from their inability to compete successfully with normal children in areas not strictly academic. The identification of various types of handicapped children and how the school could modify its program was an outstanding contribution in focusing attention on the need for each school to resolve such problems.

Another study which embodied a part of the scope of work presented in this study was completed in 1941 by David J. Weins for his doctoral dissertation at Western Reserve University. It consisted of 227 pages and was entitled, "The Organization of Pupil Personnel Services in City School Systems Having a Population of 100,000 and

⁷Arch O. Heck, Pupil Personnel Services in the Public Schools, Doctoral Thesis, Ohio State University, 1929, entirety.

Over."⁸ It dealt specifically with the quantitative aspects of child accounting, attendance, home visiting, health, pupil ability, emotional adjustment and related areas. However, it was not a study of the services actually afforded in specific school systems, nor did it appraise their function in terms of service to children, or deal with the administrative and operational responsibilities particularly within a department structure.

This study reviewed the pupil problems inherent in large city school systems; how these problems were resolved through legal procedures, particularly in the enforcement of the various attendance laws in the states involved; and in presenting reasons why children had problems of school adjustment. It further discussed what special services were needed to meet the needs of pupils who were maladjusted and doing poorly in their scholastic achievement.

While each of these dissertations referred to areas comparable to this study, neither of them dealt with the many functions in specific school districts, but rather treated the entire topic on the basis of

⁸David J. Weins, Organization of Pupil Personnel Services in City School Systems, Doctoral Thesis, Western Reserve University, Cleveland, Ohio, 1941, entirety.

specific functions in large cities having a population exceeding one hundred thousand. This procedure delimited to some degree the evaluation of the service afforded, and emphasized the organizational aspects in terms of the broader areas of service.

Since both of these studies were more than fifteen years old, it seemed logical to conclude that progress in this area of educational service was not truly represented by them, and certainly the pupil personnel services of this decade would not be typical of those findings. Actually such services have had a continuous increase in both personnel and the inclusion of related areas since 1939. During the interim the concept of service has shifted from one of legal enforcement of school attendance to removal or amelioration of causes of pupil maladjustment.

Many of the services found in 1959 were present in isolation a decade or more earlier. The trend as shown by Dr. Weins in 1941 (locally published report)⁹ indicated a rapid increase toward departmentalization. A different connotation was then placed on the admin-

⁹David J. Weins, Organization of Pupil Personnel Services in City School Districts, Unpublished Abstract, 1941.

istration of these services from that which is current today. The 1941 pupil personnel services did not include such areas as child growth and development, motivation, learning, curriculum planning, and the counseling and guidance function. These changing aspects rendered the studies mentioned above not sufficiently informative on the practices in effect today.

There is an almost unlimited amount of literature on the many functions comprising pupil personnel service, but almost entirely in isolation. One of the objectives of this study was to bring together in a "team approach" context a description of those services which aid maladjusted children to accept the educational opportunity afforded, and the administrative functions essential to provide for their operation.

In addition to the dissertations cited, there were studies referring to "Student Personnel" or similar titles. For the most part these dealt with college students and not with public school pupils. The deductions in these studies did not apply to younger children.

A study completed by the writer, "Summary on Certification of Pupil Personnel Services," had specific reference to the public school

level.¹⁰ It served as a pilot study, and its main objective was to summarize the data related to certification of pupil personnel workers in the forty-eight states, and evaluate the effect of state legislation upon the educational requirements and resulting status of personnel. It served, furthermore, as a guide in developing a more usable questionnaire for this study. A detailed summarization of the pilot study is given in Chapter III of this dissertation.

Hundreds of books, papers, reports, dissertations and magazine articles may be found on guidance, compulsory attendance laws, counseling, health and other aspects of pupil personnel services, and many books have a chapter devoted to such service as an adjunct to education. Several excellent books on pupil personnel functions have been reviewed to help crystallize a philosophy on education, as well as one applicable to pupil personnel services in today's school program. Among those reviewed were books dealing specifically with administration, several on guidance functions, and some relating to the problems of educating deviates. There were also included treatises on delin-

¹⁰Leonard B. Voorhees, Summary on Certification of Pupil Personnel Services, a special study completed at Michigan State University, August, 1957.

quency, physical malformation, retardation, and the gifted. All had a contribution to offer as background material.

There was excellent material in Moehlman's book, "School Administration," referring specifically to "Principles of Organization" which delineates a philosophy applicable to service personnel or service departments. He stated that:

Equalization of educational opportunity does not mean a leveling process, but exactly the reverse. It actually demands a differential program adjusted to individual capacities. A satisfactory education plan for the child of sound body and mind may be unsatisfactory to a child handicapped in either or both. The exceptionally gifted child in like manner requires a specially enriched program for his greatest possible growth.¹¹

Other chapters set forth the basic needs for educational functions, such as Chapter 3, on the "Legal Basis for Education," and Chapter 9, dealing with "Education and the Community." While neither of these chapters referred specifically to pupil personnel services, the material was applicable and of value.¹²

¹¹ Arthur B. Moehlman, School Administration (Boston, New York, Chicago: Houghton Mifflin Company, 1951), Chapter 5, p. 63.

¹² Ibid., pp. 22-37 and pp. 111-119.

Another book with material for use in a pupil personnel department was written by Paul R. Mort, "Principles of School Administration." Chapter III, on individual differences and the responsibility of school authorities to provide the needed curriculum, points up further the problem of child adjustment to school:

Individuals differ in all sorts of ways: capacities, past growth, points at which growth is now ready to occur. To provide a whole-some growing situation a school must have a wide variety of open doors leading by varied paths to the desired goals.¹³

In particular, the reader should note the summary material at the end of Chapter III, wherein the basic principles drawn from research will assist an administrator in the appraisal of the services afforded children.¹⁴

This book was primarily devoted to humanitarian concepts approached from the operational level. It appeared to be less dedicated to formal principles of administration than any of the books reviewed.

One of the best treatises on pupil personnel services was contained in "Administration of Guidance Services," by Raymond N. Hatch

¹³Paul R. Mort, Principles of School Administration (New York: McGraw-Hill Book Company, Inc., 1946), p. 37, italics in original.

¹⁴Ibid., pp. 43-44.

and Buford Steffle, of Michigan State University. Chapter 3 dealt with both the administrative and organizational aspects of the service. It defined the specific functions and identified the workers by title, extent of training and the functions expected of each. The roles assigned to each worker were of major significance in the administration, organization and operation of pupil personnel services. This area of school work was defined by the authors as:

Pupil personnel services give testimony to the fact that schools now conceive of their responsibilities as extending well beyond the academic life of the child. The specialized services that are attendant upon a concern for the whole child call for specialized pupil personnel workers.¹⁵

The authors cited further that the major administrative problem with regard to these services revolved around preventing the worker from being swallowed up in a routine program and from becoming so isolated that his concept of the team approach was lost.

On page 126 is found a functional approach to the organizational structure of the pupil personnel function, denoting separation of service and enforcement.

¹⁵Raymond N. Hatch and Buford Steffle, Administration of Guidance Services (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958), p. 116.

A complete organization chart was shown on page 129 for a large school system where one assistant superintendent was in charge of pupil personnel services. The authors stated that, "The suggested organizational pattern for a large city is one that is growing in popularity throughout the nation."¹⁶

Another more detailed chart, on page 132, showed the relationships of the pupil personnel staff. This was an excellent illustration of the inter-relationship of a pupil personnel staff with each other, and with the building administrators and teachers, again coordinated under an assistant superintendent.

Other chapters of the book dealt more specifically with "guidance" as a part of the total education function and definitely as a "service" to children.

Another source of excellent material was Yeager's book "Administration and the Pupil." Chapters I through XIX were devoted to areas of responsibility ideally a part of an adequate pupil personnel depart-

¹⁶Raymond N. Hatch and Buford Stefflre, Administration of Guidance Services (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958), p. 128.

ment. The nature and scope of pupil personnel administration was depicted rather dynamically in this statement:

The function of the administrator is to infuse his personnel with a concern for human values. He must avoid any tendency on the part of education to become "big business" in which the individual child is lost but the system saved.¹⁷

The emphasis here was definitely "childward" and recognized no limits or tightly defined areas. The author depicted in all his chapters the influence of each school function on the child, and never lost sight of why the school exists or for whom it should serve. The various areas of responsibility in pupil personnel work were treated individually although included as a vital part of the total services necessary in a good school program.

There were other books reviewed dealing with the administrative function of the school program. The emphasis, however, did not appear to be directed toward pupil personnel service. Some aspects cited in these books dealt with services as part of the total educational program. In Chapter IX of "Practical Application of Democratic Administration," by Clyde Campbell and others, a description of the Visiting

William A. Yeager, Administration and the Pupil (New York: Harper and Brothers, 1949), p. 28.

Teacher at work and the resolution of typical cases was significant.

The authors stated the primary purpose of this service was to help children toward a better school adjustment; that the visiting teacher

(1) enhances school-community relations, (2) promotes staff growth in handling individual differences, and (3) assists parents in understanding their children.¹⁸

These responsibilities are an indication of the broad areas of service for which special training and exceptional skill are essential to the visiting teacher in dealing with people.

The review of literature regarding exceptional children was confined primarily to the educational problems inherent in a program for physically impaired and mentally retarded children. A great deal of responsibility in this field is accepted by the State Departments of Education and executed under supervision on the local level. In Dr. Arch O. Heck's book, "The Education of Exceptional Children," the challenge and the task was presented for all children who deviate from the normal or average child; how each type of deviate was to be educated; and the extent of the state's responsibility in financing such a program.¹⁹

¹⁸ Clyde R. Campbell and Others, Practical Applications of Democratic Administration (New York: Harper and Brothers, 1952), pp. 215-232.

¹⁹ Arch O. Heck, The Education of Exceptional Children (New York: McGraw-Hill Book Company, Inc., 1940).

Another reference portraying the problems in teaching abnormal or deviate children was "Meeting Children's Emotional Needs," by Katherine D'Evelyn.²⁰ This was in reality a Guide for Teachers, and dealt with behavior patterns, symptoms, and case histories of typical examples. Attention was given to the school's responsibility and how each type of case may be resolved by understanding and cooperation through local community resources. It is a good book to read for background in helping an administrator understand the nature of the individual problem and means of helping the afflicted child.

One may well wonder why more books on "pupil personnel services" were not available. It might well be for the reason that the identification of these services as an area of the educational program was relatively recent, as was their organization or coordination in one department. This seems equally true of the literature. However, Frank G. Davis and seven others collaborated in preparing a book entitled, "Pupil Personnel Service." The presentation, embodying nineteen chapters, represented eight points of view, a large part of which

²⁰Katherine D'Evelyn, Meeting Children's Emotional Needs (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1957).

was devoted to the area of guidance and in the concept that guidance is practiced in and incident to all teaching at all levels. Their philosophy differs from that of many others today, in that they seemed to believe that, "personnel techniques should be integrated into the entire educational program; and that these techniques should come to be considered an integral part of an educational program and not a special service."²¹ This is at variance with the belief that any special service must attain some status through the service it renders. Again it appeared that terminology, titles, and interpretation were intermingled, and no clear-cut administrative or organizational plan was promoted to inspire the cooperation of other school personnel or the coordination of the various service functions. In all probability the interim years since the 1948 publication have brought into play many ideas which have helped to crystallize the concepts of pupil personnel service in 1959.

To initiate and promote a program adapted to the needs of all types of children, a philosophy must be based upon needs of today's American social culture.

²¹ Frank G. Davis, Pupil Personnel Service (Scranton, Pennsylvania: The International Textbook Company, 1948), preface.

III. A PHILOSOPHY OF EDUCATION

"Education is a function of our government; our government is built upon the concept of democracy; so it follows that our philosophy of education must embody this same concept."²²

American education, then, is a growing, inclusive, dynamic, flexible and adaptable force that motivates in the lives of individuals those interests which develop power and nurture growth to the highest degree obtainable. Such a philosophy would foster an adequate educational opportunity which would be broad yet inclusive, specific yet general, sensitive yet purposeful, continually changing to meet the demands of the time. It needs to provide the richest experiences obtainable for each individual in accordance with his capacity for growth and participation.

The individual is a complex organism of self-experienced activity nurtured by the social influences of his environment. Accepting him at his own level of achievement and motivating his chief interests in

²²Raymond N. Hatch and Buford Stefflre, Administration of Guidance Services (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958), p. 46.

the direction of greatest growth is the responsibility of the teacher.

This requires a course of study that begins and ends with the child.

It must be a channel of learning through which each youth is borne along by the buoyancy of his interest, his capacity, his ideals, and his ambition. Schools need to provide many roads that lead to the desired goal. Like the spokes of a wheel, these paths may start from sources and directions not encircled by an iron band of tradition, but leading toward a hub of concentration upon which the individual life revolves.

The School should always be a school upon a hill. Out of the valleys into which the light of the sun shines dimly come boys, and girls, and young people up where the sun shines brighter. There they learn how to live according to finer designs. There they learn to want to live according to finer designs. There they form the habits of living according to finer designs. Each evening they carry part of this light back into the valley, slowly but surely transfixing it.²³

The school is a place where children live, learn, and grow. It is not a place where they must prepare to live and grow. Education is not a preparatory garment that one acquires in order to live more abundantly; it is a growing, changing experience in how to live today

²³ Paul R. Mort, Principles of School Administration (New York, London: McGraw-Hill Book Company, Inc., 1946), p. 13.

in order that one can accept tomorrow's future.

Life becomes, then, the summation of an educational experience. The school is the melting pot of childhood relationships. It embodies all the potentialities of life enrichment. It becomes the hub around which the Philosophy of Life, Education and Truth, together emblazon the works of men on the brightly colored pages of history.

Creative pupil personnel work subscribes to and supports this broad philosophy of education and believes in promoting those experiences that offer to all children an educational training commensurate with their individual capacities.

IV. PHILOSOPHY OF PUPIL PERSONNEL SERVICES

Ideally the child should come to school endowed with a good family background, sound physical condition, normal mentality, social attributes, and understanding parents. He should have normal emotional stability, maturity commensurate with his chronological age, and a desire for self-improvement through formal education. In reality, few children enter schools today blessed with all these qualities. In fact, the average child is suffering from some minor or major abnormality. It may be physical, mental, social, emotional, or some combination

of two or more. Home conditions frequently establish emotional blocks which are expressed in speech difficulties, reading difficulties, fears, or, in extreme cases, a breakdown in attendance and behavior, all of which presents to the administrator a problem in school adjustment. This requires some form of individualized education.

Individualized education connotes special services available to the child and to the teachers from kindergarten through the secondary school. This cannot mean that classroom instruction be dispensed with or that intelligent attention be given separately to each pupil. Education, as a part of American youth experience, is more important than the facets which comprise the means of successful teaching. However, a scientific and intelligently administered program will include Pupil Personnel Service. On this premise we need to project this philosophy of pupil personnel work.

Special Areas Included as Adjuncts to an Adequate Educational Program

If education is to be an all-inclusive program sufficiently flexible to meet the needs of every educable child within the district, then the professional staff should recognize the contributions possible by providing services for the pupils and assure their availability. This would include such adjuncts as enrollment and projections; attendance; records

and reports; psychological service; visiting teacher service; speech and hearing therapy; medical staff and health service; orientation and group guidance; counseling and job placement, particularly for the early school leavers; and measures for extreme disciplinary procedure. These services are in addition to the teaching and instructional program, and should be rendered by specially trained personnel.

Incident to these services is a need for research in specified areas, such as the school census enrollment projection and building needs, as well as building personnel requirements. This phase of pupil personnel work ties in directly with teacher procurement.

One of the first signs of pupil breakdown is reflected in the child's daily attendance record. Thus the key to anticipating a problem is often found by reviewing the causes of absence. In the recent book, "Juvenile Delinquency," P. M. Smith, of Central Michigan College, in writing:

Children who have established a pattern of truancy are usually in need of professional help because truancy itself is merely a symptom of personality maladjustment that lies beneath the surface. . . . A much more serious problem than truancy is that of chronic absenteeism on the part of numerous children who ought to be in school but who are prevented from attending for various reasons.²⁴

²⁴Joseph S. Roucek, editor, Juvenile Delinquency (New York, New York: The Philosophical Library, Inc., 1958), Chapter 7, pp. 166, 168.

gave testimony as to the value of the services of the attendance worker and the importance of attendance records and reports in identifying future delinquents.

Retention and drop-out records portray to some degree the success of the school program. This is a vital area of responsibility for pupil personnel workers.

Psychological services function well as a part of the pupil personnel department. Through these examinations much can be learned about the deviate, the non-reader, the non-conformist, and those at the other end of the pupil continuum, the gifted. Attending the psychometric revelations is the opportunity to identify those pupils who have such severe adjustment problems that their behavior and reaction are not normal. Some of these children will need psychiatric help to avert a personality breakdown.

The visiting teacher or "school trouble shooter" does much to establish and promote good public relations. She (or he) becomes the liaison representative linking the home and school more closely together. Her understanding and tolerance for abnormal human behavior is one of the key requisites for good relationships. The case-work service of the visiting teacher helps maintain a balance for the child who has difficulty in adjusting. This is a personal relationship and

often provides the child with the security he needs and fails to receive at home. Unless the pupil can use his school experience toward his own development and for society's satisfaction, his educational progress is nullified. In addition to her work with individuals, the visiting teacher establishes and uses the services of various agencies, serves as a consulting service with teachers, parents, and school administrators, as well as continuing to share in the community activities. Her position in the school function was aptly described by Dr. Clyde Campbell in his book, "Practical Application of Democratic Administration," as follows:

Few professional people are in such a strategic position as the visiting teacher to establish rapport between the school and the home. . . . The visiting teacher's position primarily involves human relationships. She comes to understand teachers both as professional workers and as people. She sees clearly the many emotional drives that cause parents to act as they frequently do toward their children. Finding ways for teachers and parents to work together²⁵ for their mutual benefit is the art of the visiting teacher's work.

Further descriptive comment was made by authors Hatch and Stefflre, using the title, "school social worker," rather than "visiting teacher," in relation to the position and work responsibilities:

²⁵Clyde Campbell, Practical Application of Democratic Administration (New York: Harper and Brothers, 1952), p. 224.

The service offered by the school social worker is a specialized form of social case work identified with an integral part of the program of the public school. It is a method of helping individual children with emotional conflicts which are interfering with their development and their use of the school and of increasing the value of the work of the classroom teacher.²⁶

In a similar manner, the various services referred to in the early paragraphs of this subdivision, "Special Areas Included as Adjuncts to an Adequate Educational Program," are utilized as they best fit into the needs of the child. The philosophy and application of a "team approach" in helping children adjust to their environment has enabled many youth to re-evaluate school experiences and to better use the school facilities.

In giving reasons the school was of growing importance in relation to juvenile delinquency, P. M. Smith, Central Michigan College, in the previously cited book, "Juvenile Delinquency," went on to say:

On the other hand, there is abundant evidence to the effect that the schools themselves are a factor in delinquency causation by reason of their failure to make adequate provision for children who deviate from the norm, whether physically, mentally, emotionally, or socially.²⁷

²⁶Raymond N. Hatch and Buford Stefflre, Administration of Guidance Services (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958), p. 92.

²⁷Joseph S. Roucek, editor, Juvenile Delinquency (New York, New York: The Philosophical Library, Inc., 1958) Chapter 7, p. 153.

Thus it became more evident that the school administrator must consider ways of providing and coordinating these functions to provide the greatest opportunity to serve the child.

V. SUMMARY

The historical background reading provided added interest as the development of a comparatively new field in education became clearly shown. It had taken about three hundred years from the inception of public education to bring about a specialized area of public school service in children's adjustment.

In reviewing the literature, there was apparent slow progress in such specialization during the early years, while the rapid growth and development in the past two decades was evident.

In the evolvement of the philosophy of education from one of enforcing learning as a benefit to the state, to one of insuring each child a birthright of individual growth through instruction and understanding, was found the true history of pupil personnel services.

CHAPTER III

METHODOLOGY AND DESCRIPTION OF THE RESEARCH STUDIES

An explanation of the primary considerations, of the methods pursued, and of the problems incident to this study, will assist in evaluation of the findings.

In the preliminary planning and execution, it was necessary to develop a questionnaire and interview schedule which would provide the information needed. A pilot study was executed to test the effectiveness of questionnaire methods; the response which might be expected, not only as to percentage of return, but as to content; and the treatment of data received to portray reliable conclusions.

The primary considerations in both pilot study and this dissertation were:

1. The extent of the subject matter, and the geographical, time and other limitations of the research;
2. The development of an instrument involving techniques in questioning which would elicit concise, factual answers;
3. A means by which the data might be examined for validity and applicability;

4. A determination of how the data would be classified with clarity, summarized, and the results recorded for further usage;
5. Decision concerning the extent of personal visitations.

I. THE PILOT STUDY

The area of Pupil Personnel Services having been approved as a subject for research, it seemed advisable to consider a pilot study which would cover some essential factors of the dissertation. After determining that recent closely related studies were not available, and assuming that the state level would reveal weaknesses in a trial questionnaire and in dealing with accumulated data, the pilot study was directed toward the procurement of information on certification of pupil personnel or special service personnel from the state level requirements.

A "Questionnaire on Certification"¹ was formulated. The first inquiry was as to whether or not the state had a department of pupil personnel, special services or similar title. Then followed a list of twenty positions often found within such a department, with questions

¹ Appendix, Questionnaire on Certification.

as to whether certification was required in each position, and, if so, upon what basis.

In March, 1957, fifty-seven of these questionnaires were mailed to the State Department of Education of each of the forty-eight states of the United States and to its territorial possessions. These were directed to the Superintendent of Public Instruction, and were accompanied by a self-addressed stamped envelope. Follow-up letters were sent to secure the largest possible number of replies.

The returns for this pilot study were exceptionally high, as will be noted from the following summary:

<u>Answered By Mail</u>	<u>Personal Interview</u>	<u>No Answer</u>	<u>Answering Percentage</u>
52	4	5	92.45%

For information in addition to the questionnaire returns, a program of personal interviews was undertaken in February, April, May and June, 1957. A personal visit was made twice or more to the State Departments of Education of Indiana, Michigan and Ohio, the three state area being contemplated as the geographical limit of inquiry for the dissertation. A personal conference was also had with the State Superintendent of Education of New Jersey at Atlantic City.

The completed study data² indicated that of the responding states or territorial possessions eight had a Department of Pupil Personnel, twenty-five had a Department of Special Services, while eighteen states or territories certified workers in special services under a different title.

A detailed summarization of certification and training requirements was completed, making comparisons between state programs possible.

Several replies came over the signature of the person directly responsible for pupil personnel or special services, and disclosed that planning was in process to implement further this type of educational adjunct. This was particularly true in the Midwestern and Far Western states, and the Eastern Seaboard states of New England. In states and territorial possessions where educational leadership had made the greatest progress by today's standards, the special services to pupils were more extensive and the educational requirements for the personnel much higher.

²Leonard B. Voorhees, Summary on Certification of Pupil Personnel Services, a special study completed at Michigan State University, August, 1957.

The certification questionnaire of necessity involved terminology not necessarily similarly used throughout such a wide geographical area, and the answers were noticeably varied, some to the extent of indicating lack of understanding of terms or titles used.

In the personal interviews, some rather interesting comments and questions were offered, as well as pertinent recommendations:

1. How do you differentiate between a visiting teacher and a juvenile police officer?
2. Must the state raise the children after the parents give birth?
3. Teacher training for this area of service is certainly lacking in our state (this from three of the four State Superintendents personally interviewed: Indiana, Michigan, New Jersey and Ohio).
4. All children with handicaps should be under the direction of a special department on the state level so that minimum standards are met in every school district.

These comments were summarized and are available in the study.

The questionnaire returns from and the visits to Indianapolis, Lansing and Columbus, the capitol cities of the Tri-State area, were of particular interest in preparation for this dissertation being planned.

All three states were shown to have a State Department of Special Services by the questionnaire return. Inquiries and information secured upon visiting the state department of education of each state indicated that the organization, administration and operation of a state department of pupil personnel (or special services) was in the embryonic stage and that many of the services afforded were attached to other departments. A lack of coordination was clearly manifested, an indication that similar conditions might be expected in school districts within each state. However, the information gained in visiting also each of the capitol city school districts indicated that the services afforded in the capitol city school districts were much more extensive than the state level generally.

Certain trends were deduced and were pertinent both in pilot study results and as basis and background for the later dissertation:

1. There was a nationwide trend toward the establishment of a Department of Pupil Personnel on the state level.
2. There was no evidence of abandonment of such a department once it had been provided; rather every indication was of past and future expansion of services.
3. Adequate training and certification is essential for qualified workers in pupil personnel services.

4. Children with visible physical impairments were receiving much more attention than those who are deaf, cardiac, diabetic, or are mild epileptic cases, the ratio being 32 to 16, or 2 to 1.
5. There was a wide divergence in terminology of personnel titles and services and concomitant interpretations, with the resultant variety of responsibilities. This pointed toward the need for a more uniform standard of certification of pupil personnel service workers, together with clarification of ambiguous terms and titles.
6. Certification requirements for teachers of slow learners, or adjusted curriculum, were equal or exceeded that for regular teacher certification.
7. Teachers for gifted children were being specifically trained in most of the states where a program was functioning.
8. There was a definite lack in training and certification requirements for visiting teachers. The national trend was toward at least a bachelor's degree with additionally specified courses in psychology and sociology.
9. There was a definite trend toward "team approach" and coordination of services in a department organization on the state level.

The pilot study served the purposes of:

1. Requiring preparation of a vehicle to gather important data in a study closely related to the later dissertation;
2. Indicating the need for refining the questionnaire forming the basis of this dissertation study by clarifying all questions to elicit definite answers giving required information and guarding against any important omissions;
3. Giving promise of sufficient interest and consequent return of future questionnaire to make valid the interpretative material; and
4. Serving as a barometer indicating trends in the various states.

II. METHODOLOGY AND PROCEDURES OF THE PRIMARY RESEARCH

With the pilot study completed, concentrated effort centered upon (1) final choice of the project and type of data to be considered for the principal research project; (2) preparation of the statement of the problem and hypotheses to be tested; (3) determination of and background study on the geographical area to be included; (4) determination of the school districts in the area to be utilized in the research; and (5) preparation of instruments to be used in the research.

After such preliminary steps, attention was focused on (1) a plan of response study; (2) a program of personal interviews; (3) the processing of returns and interview notes; (4) the evaluation of results, and (5) the reporting thereof in an objective manner and reference style.

Because of the interest in problems of educational administration, and particularly those not a direct part of the classroom teachers' training, the area of pupil personnel services had been recognized as a suitable subject for study and research.

Providing means of pupil adjustment seemed a growing problem in school systems, especially to the school administrators. There appeared also to be little guidance in the form of college course work or in reference books or texts on the organization, administration, and operation of pupil personnel services in a coordinated manner best fitted to serve the child.

Thus, it was decided to make a study of this field of educational administration, and to collect data from school systems as to the means used in providing and directing special services for children which were not a part of the teaching function.

It was determined to study pupil personnel services available in school districts, particularly as to the organization, administration and operation thereof, with the final purpose being to determine a structure of organization best suited to achieve the greatest benefit for children.

Because there seemed evidence that such special services had been improvised through the years to meet special problems, a hypothesis to test whether or not public school districts had coordinated into one department the non-teaching services rendered to pupils seemed logical. It was felt that related questions such as what special services should ideally be included in such a department, whether size of school enrollment affected need for organization of such a department, and whether there was a commonalty of terminology, titles, responsibilities and philosophy, or evident trends affecting such services, would be vital in any determination.

Thoughtful consideration of the area to be studied led to the conclusion that best results would be achieved by limitation to that of a similar background of history and tradition, of like development economically, and within a distance to permit personal visitation.

The grouping of the states of Indiana, Michigan and Ohio seemed

to answer the requirements. The background of the people had similarity and commonality of experience. All three benefitted from the Ordinance of 1787 and the provisions for universal free education. The physical surroundings and natural resources differed in no greater degree between the states than within any one. The economy of each state ranged from the development of natural resources and agriculture to the greatly diversified manufacturing centers which attracted a population immigration from bordering states, as well as from the deep south and foreign countries. The culture of each state was colored by a variety of racial and religious influences.

Each state experienced the effects of migratory and transitory populations. Industrialization served as the affinity drawing as a magnet the people who sought a better opportunity than the native land offered. They brought with them many biases, many cultural habits, and many problems--problems in adjustment to a new community and an entirely new standard of values. Their children were no better oriented to the new environment than the parents. Consequently, the schools experienced the effects of their insecurity and need for guidance.

Ohio, Michigan and Indiana were also the states of those who pioneered in organization of the Tri-State Conference on Pupil Person-

nel in 1934, as described in Chapter II, pages 22 and 23, and the very continuity of existence of that association seemed logically to indicate common background and interests.

For a background of reference for that area and each state thereof, among other works, specific use was made of Rand McNally's World Guide,³ Encyclopedia of American History,⁴ and the 1958 World Almanac,⁵ the latter for specific reference as to population, industrial and economic factors, transportation facilities, size of school districts, school enrollments, et cetera.

Each state contained cities, and school districts, ranging in age from those founded among the earliest settlements in our country's history--Vincennes, Indiana; Detroit, Michigan; and Zanesville, Ohio--to those attaining city status within the last decade. Each state had experienced creation of school districts as the result of both federal and state effort to consolidate adjoining districts to improve the opportunities for all children.

³World Guide (New York, Chicago, San Francisco: Rand McNally & Company, 1953).

⁴Encyclopedia of American History, edited by Richard B. Morris (New York, New York: Harper & Brothers, 1953).

⁵The World Almanac and Book of Facts (New York, New York: World Telegram, 1958).

After study of the one hundred seven school districts (not necessarily cities) in the Tri-State area having a population of 25, 000 or more, ninety-three were selected for this study. They were chosen for the following reasons:

1. A district of 25, 000 population should assure that at least 3, 500 children would be attending public school. Four districts were eliminated because they did not have a school enrollment approximating 3, 500, as too large a percentage of children were attending private schools, the four being Kettering and Norwood, Ohio; Holland, Michigan; and LaPorte, Indiana.
2. Reference reading indicated that a school system of less than 3, 500 pupils would be less likely to organize into departmental responsibilities, except perhaps in athletic competition. From the very size of the small school district one could assume there would be a more intimate, personal atmosphere in encouraging children's adjustment, rather than the more impersonal attention fostered by the fact of mere numbers in large school systems. In the larger school systems it might be expected that a depart-

ment dedicated to and responsible for the health and adjustment of children would be in operation.

3. A district of 25, 000 population ruled out most of those comprising two or more communities, and the consequent problem in Michigan of overlapping districts for secondary schools.
4. Areas having a concentration of population encompass the industrial working class, closely concentrated housing, mixture of nationalities and religious preferences, and usually have a higher percentage of problem cases and a greater need for special services.⁶ It was, therefore, essential to include this type of school district.
5. School systems with a pupil enrollment of 3, 500 and more were more likely to attract the most recent graduates of teacher training institutions, while the more rural districts with scattered population employ a larger percentage of their local people who may not have professional certification.

⁶Albert K. Cohen, Delinquent Boys (Glencoe, Illinois: The Free Press, 1955), Chapters 2, 3, 4.

6. In all three states the certification regulations were less strictly enforced in districts of widely scattered population, and the number of teachers without degrees was consequently greater. A faculty of this type would be less likely to embrace and use a department of pupil personnel.
7. Smaller suburban fringe areas were eliminated because of possible internal problems attending their rapid growth. The resulting weakness in administration was aptly described in "Administrative Lag in the Suburban Fringe School," as follows:

It (administrative weakness) lies in the failure to practice basic administrative principles that any student of administration in any field takes almost for granted.⁷

Each of the districts selected qualified as one of the chosen ninety-three because of its population, administrative structure, propensity for the need of a department of pupil personnel, caliber of the teaching and administrative staff, or its environmental surroundings.

⁷William H. Roe, Administrative Lag in the Suburban Fringe School (Michigan State University Quarterly, Winter Issue, 1958), p. 11.

By choosing those cities or school districts with a population exceeding twenty-five thousand, a balanced cross section of representation was obtained in each state. Variations occur in an area such as Detroit, but Indianapolis and Cleveland are counterparts to balance the total picture.

The ninety-three cities of this classification were divided among the three states as follows:

TABLE I
CLASSIFICATION OF THE 93 CITIES USED IN THE
STUDY BY POPULATION

<u>Population</u>	<u>25,000 to 50,000</u>	<u>50,000 to 75,000</u>	<u>75,000 to 100,000</u>	<u>100,000 and over</u>	<u>Totals</u>
Indiana	13	3	1	6	23
Michigan	14	9	1	6	30
Ohio	20	10	2	8	40
Totals	47	22	4	20	93

These included many school districts where rural environment was predominant, and many large industrial cities where the influence of country living was practically non-existent. This representation gave a sufficient range to include all income levels, and assured also

that there would be included districts emphasizing the various curricula offered, that is, the college preparatory or academic, the industrial and commercial, and general courses.

Preparation of Instruments Utilized in the Research

Inasmuch as the studies found in the reference libraries were not measuring similar capacities and facilities, nor were they devised for present day practices, it was necessary to construct an original instrument that would reveal the best techniques and worded questions so that ambiguous answers would not require interpretation or invalidate the data.

Helpful assistance was gained in part from the experience of the pilot study on certification covering a survey of the forty-eight states and the territorial possessions. The returns from the pilot study had disclosed some of the weaknesses of the instrument there used, and influenced the choice of wording and arrangement of questions for the second questionnaire. It was obvious from the comments on the pilot study returns that terminology and the interpretation of titles and responsibilities were too diverse for specific classification. A common meeting ground for understanding and clarification was paramount. This was accomplished by defining the most controver-

sial terms on the questionnaire and in the covering letter.

From the experience of that study and the advice of committee members, a questionnaire was developed which required many "Yes" or "No" answers, as well as some not so direct. It was deemed advisable to ask some questions in more than one manner so that the validity of answers could be cross-checked.

After the general outline of questions was determined and classified, and items deemed insignificant deleted, the problem of arranging the remainder in some logical and sequential order became important. Many parts of the questionnaire were related to the total data, while others pertained to specific information. This necessitated a consideration of the psychology of questioning and the value of non-ambiguous answers. A chart was devised for several parts of the questionnaire and a check-column used for simplicity in answers. It was concluded that, since the questionnaires would be sent to school administrators who have urgent duties each day, the more simple techniques for replying would encourage promptness and increase validity in the responses.

These interrogations were designed to cover the individual school system with specific reference to the facts and factors peculiar

to its operation in the area categorized as special or pupil personnel services. Definite terms were used with sufficient explanation to clarify the terminology used in the questions. The nature of the questions afforded an opportunity to obtain more than one answer for basic questions so that inflated replies could be reduced to more accurate facts.

The completed questionnaire⁸ was submitted for recommendations and comments to a jury composed of persons in the pupil personnel field and in general school administration. The following school persons were contacted for their judgments:

John E. Fintz, Assistant Superintendent of Schools, Cleveland,
Ohio;

Dwight Rich, Superintendent of Schools, Lansing, Michigan;
Walter Sites, Director of Pupil Personnel, Cleveland Heights,
Ohio;

C. A. Christopher, Director of Special Services, Youngstown,
Ohio;

Herbert Williams, Director of Pupil Personnel, Columbus, Ohio;

⁸Appendix, Original Form of Questionnaire.

Paul Miller, Assistant Superintendent of Schools, Indianapolis,
Indiana;

Lloyd Swan, Director of Pupil Personnel, Canton, Ohio;

Paul Spayde, Director of Guidance and Special Services, Lakewood, Ohio;

Willis Kern, Assistant Superintendent of Schools, Willoughby,
Ohio;

Kenneth Rollins, Director of Guidance, Jackson, Michigan; and

Wellington G. Fordyce, Superintendent of Schools, Euclid, Ohio.

All of these persons listed received a sample of the questionnaire for their study and comments. Informal discussions with others also assisted in formulating the final questionnaire.

The final form, a short, four page questionnaire, divided into three generalized sections, encompassing eighteen questions, with several sub-headings, was adopted after several revisions and alterations.⁹

It was concluded that a letter of explanation to the superintendent of each of the selected school systems was needed for the best results.

⁹Appendix, Final Form of Questionnaire.

Therefore, the questionnaire was introduced by a covering letter.¹⁰

In the opening sentence an appeal was made, by including the respondent and the school system to which he gave leadership as a participant in the completed study entitled to receive a copy of the ideal organization as deduced from the study, to give added reason to faithfully answer the questionnaire. The letter and the questionnaire gave each respondent a voice in the result, as well as an opportunity to project his own ideas in the organization, administration and operation of such a department.

After a reasonable lapse of time, and with over eighty percent of the questionnaires returned, the problem of tabulation was attacked. It was imperative that a division by states be made immediately so that any deficiencies in returns could be dealt with as a defined unit. For reasons which may be due to personal acquaintance, the greatest percentage of returns came from the writer's home State of Ohio; the second, percentagewise, from the state where the graduate work was being pursued, Michigan; and the third, percentagewise, from the remaining state where the least personal contact was effected, Indiana.

¹⁰Appendix, Covering Letter.

Table II, which follows, lists by state the ninety-three school districts of the study, in population range divisions. Those districts which had not returned the questionnaire are indicated by an asterisk.

SELECTED 93 CITIES BY STATE AND POPULATION

INDIANA	MICHIGAN	OHIO
<u>25, 000 to 50, 000</u>	<u>25, 000 to 50, 000</u>	<u>25, 000 to 50, 000</u>
* Bloomington	Adrian	Alliance
Columbus	Benton Harbor	* Ashtabula
Elkhart	Berkley	Barberton
Kokomo	East Detroit	Chillicothe
* Lafayette	East Lansing	Cuyahoga Falls
Logansport	Ecorse	East Liverpool
Marion	* Ferndale	Findlay
Michigan City	* Lincoln Park	Garfield Heights
Mishawaka	Monroe	Lancaster
New Albany	Muskegon Heights	* Marion
New Castle	Port Huron	Massillon
Richmond	River Rouge	Middleton
Vincennes	St. Clair Shores	Newark
<u>50, 000 to 75, 000</u>	Wyandotte	Norwalk
Anderson	<u>50, 000 to 75, 000</u>	Parma
East Chicago	Ann Arbor	Portsmouth
* Muncie	Battle Creek	* Sandusky
<u>75, 000 to 100, 000</u>	Bay City	Shaker Heights
Terre Haute	Hamtramck	Steubenville
<u>100, 000 and over</u>	Highland Park	Tiffin
Evansville	Jackson	<u>50, 000 to 75, 000</u>
* Fort Wayne	Kalamazoo	Cleveland Heights
Gary	Muskegon	East Cleveland
Hammond	Royal Oak	Elyria
Indianapolis	<u>75, 000 to 100, 000</u>	Euclid
South Bend	Pontiac	Hamilton
	<u>100, 000 and over</u>	Lima
	Dearborn	Lorain
	* Detroit	* Mansfield
	Flint	Warren
	Grand Rapids	Zanesville
	Lansing	<u>75, 000 to 100, 000</u>
	Saginaw	Lakewood
		Springfield
		<u>100, 000 and over</u>
		Akron
		Canton
		Cincinnati
		Cleveland
		Columbus
		Dayton
		Toledo
		Youngstown
* Did not return questionnaire		
Indiana Cities Contacted . . .	23	
Indiana Cities Replying . . .	19	
Michigan Cities Contacted . .	30	
Michigan Cities Replying . .	27	
Ohio Cities Contacted . . .	40	
Ohio Cities Replying	36	

Summarizing the returns disclosed that 88.17% were received within the time allotted. Only one was returned after the deadline date of May 15, 1958. Table III below is a composite of the data on replies received:

TABLE III
COMPOSITE OF DATA ON REPLIES RECEIVED FROM
TRI-STATE CITIES BY STATES--MAY, 1958

	25, 000 to 50, 000		50, 000 to 75, 000		75, 000 to 100, 000		100, 000 and over		R E P L I E S L S %-age		
	Replies		Replies		Replies		Replies				
Indiana	13	11	3	2	1	1	6	5	23	19	82.6
Michigan	14	12	9	9	1	1	6	5	30	27	90.0
Ohio	20	17	10	9	2	2	8	8	40	36	90.0
Total Replies	47	40	22	20	4	4	20	18	93	82	88.17
%-age of Replies		85.1%		90.9%		100%		90%			88.17%

It will be noted from Table III that the lowest percent of responses came from those districts having less than 50,000 population. Two reasons may be deduced:

1. The district may have been too involved with problems of expansion, or shortage of personnel, or both, to give time and thought to the questionnaire.
2. There may have been no department head to whom the superintendent could delegate the responsibility of replying.

This was true in eight of the eleven districts not responding.

The specific method of treating the data was to place each of the questions as they appeared in the questionnaire upon pages of large columnar pads. The results were then tabulated by states, by population size, and then by school district in alphabetical sequence. Similar sheets for compilation were made so that the results could be shown in totals in each of the various divisions. From these tabulations, arranged so that comparisons could be made separately by states or by population groups, the summary sheets were completed and tables devised to depict the findings.

A few of the questions were to be answered by comment and recommendation. Each reply was carefully reviewed, and, unless duplicate comments were made, the original quoted in a separate listing of these responses. Many were significant in disclosing the plans, perhaps the dreams, of school administrators for the expansion of

special services to pupils; many revealed deficiencies recognized by the administration. Those districts having a designated Department of Pupil Personnel (or similar title) did not as a rule plan on reorganization, although comments indicated hopes for expansion.

III. PERSONAL VISITATIONS AND INTERVIEWS

The value and need of making personal visitations to many of the school districts involved in this study was evidenced in contacts with their respective representatives at various professional meetings, including the Atlantic City Convention of the American Association of School Administrators in February, 1957. Primary among the values was that of personal contact with the superintendents. The information gained from these visits disclosed many problems in programs which were not revealed in the questionnaire reply. In addition, noticeable differences existed between districts of comparable size, enrollment and economy, all of which were analyzed more carefully by a personal visit.

Table IV summarized the personal visitations in quantitative terms and disclosed the percent of the total included which were studied in this manner. The capitol cities were identified with an asterisk, and

are cited in Chapter II, The Pilot Study, as preferred examples of organization.

TABLE IV
SUMMARY TABLE OF PERSONAL VISITATIONS AND INTERVIEWS

<u>Ohio (19, or 47.5%)</u>	<u>Michigan (15, or 50%)</u>	<u>Indiana (7, or 30.4%)</u>
Akron	Adrian	Evansville
Barberton	Ann Arbor	Fort Wayne
Canton	Battle Creek	Gary
Cleveland Heights	Bay City	Hammond
Columbus (*)	Detroit	Indianapolis (*)
Dayton	East Lansing	Muncie
East Cleveland	Flint	South Bend
Elyria	Grand Rapids	
Euclid	Highland Park	
Findlay	Jackson	
Garfield Heights	Lansing (*)	
Lakewood	Monroe	
Mansfield	Muskegon	
Massillon	Royal Oak	
Parma	Saginaw	
Sandusky		
Shaker Heights		
Toledo		
Youngstown		

(*) Capitol city.

Evaluation of the Questionnaire Answers in Conjunction with Personal Observations

In each of the three capitols in the Tri-State area¹¹ studied, investigation revealed that in the local city programs a conscientious effort was being made by the school administrators to afford a program to serve as a model for other districts of their state. There seemed to be no question that pupil personnel services were a major and important part of the educational program of those city school districts.

The initial visitation of schools in the three state capitols served to crystallize visitation techniques. During the latter part of 1957 and continuing into 1958, forty-four per cent of all the districts, a total of forty-one out of ninety-three, were studied by personal visitations. One of the interesting facets of the personal visits was the comparison thus made possible between the conception of the functioning of special services as indicated by questionnaire returns and the view given by personnel working in the field.

All personal interviews were utilized for additional inquiry as to goals, as to the duties ideally assigned to a department of pupil per-

¹¹ Capitol cities: Indianapolis, Indiana; Lansing, Michigan; Columbus, Ohio.

sonnel and to individual positions within such a department, the reasons and value of such assignments, as well as the number of workers presently used or ideally required for minimum and specified school enrollments.

IV. SUMMARY

Valuable experience was gained through the execution of a pilot study on a subject related to the primary research.

The methodology and procedures of the present study centered about the choice of project, type of data to be considered, and limitations of area. In the final selection there were ninety-three school districts which met the requirements established and to which the final form of questionnaire and the covering letter were sent.

Treatment of the data presented a problem only in tabulating the results both by states and various population subdivisions in order that various comparisons might be made.

Personal visitations provided a means of verifying some of the responses and providing further background for consideration of the data gathered.

CHAPTER IV
REPORT ON FINDINGS AND TRENDS IN THE ADMINISTRATION,
ORGANIZATION AND OPERATION OF PUPIL PERSONNEL
SERVICES IN THE TRI-STATE AREA

In presentation of the analyses of the information gathered in the research, the first emphasis seemed logically upon those responses referring to the general department and its administration. Attention was then given to the organization of specific department functions and the personnel involved, their certification, training and duties; the operation of the department within the school system; and the suggestions and recommendations received.

I. DEPARTMENTAL APPROACH AND ADMINISTRATION

For a study of the general departmental approach and the administrative phases, Questions 1, 3, 5, 6, 7, 8, 12, 13, 14 and 17 of the questionnaire and response data thereon are applicable. The following pages set forth the questions quoted from the questionnaire and the responses thereto in table or narrative form.

Question 1. What is the enrollment in your public school district?

The following Tables V, VI and VII show these enrollments by state and population range groupings.

TABLE V
ENROLLMENTS OF SCHOOL DISTRICTS IN INDIANA
POPULATION - 25,000 TO 100,000 AND OVER
MAY, 1958

<u>Population</u> <u>25,000 to 50,000</u>	<u>School</u> <u>Enrollment</u>	<u>Population</u> <u>100,000 and over</u>	<u>School</u> <u>Enrollment</u>
Bloomington	6,468	Evansville	20,317
Columbus	4,939	Fort Wayne	20,776
Elkhart	8,636	Gary	32,730
Kokomo	9,700	Hammond	20,100
Lafayette	6,339	Indianapolis	76,493
Logansport	4,800	South Bend	22,439
Marion	7,500		<u>192,855</u>
Michigan City	6,000		
Mishawaka	6,211		
New Albany	8,901		
New Castle	5,687		
Richmond	7,412		
Vincennes	3,200		
	<u>85,793</u>		

<u>Population</u> <u>50,000 to 75,000</u>	<u>School</u> <u>Enrollment</u>
Anderson	10,102
East Chicago	9,664
Muncie	<u>13,237</u>
	33,003

<u>Population</u> <u>75,000 to 100,000</u>	<u>School</u> <u>Enrollment</u>
Terre Haute	12,350

<u>RECAP</u>	
<u>Population</u>	<u>Enrollment</u>
25,000 to 50,000	85,793
50,000 to 75,000	33,003
75,000 to 100,000	12,350
100,000 and over	<u>192,855</u>
	324,001

TABLE VI
ENROLLMENTS OF SCHOOL DISTRICTS IN MICHIGAN
POPULATION - 25,000 TO 100,000 AND OVER
MAY, 1958

<u>Population</u> 25,000 to 50,000	<u>School</u> <u>Enrollment</u>	<u>Population</u> 75,000 to 100,000	<u>School</u> <u>Enrollment</u>
Adrian	4,654	Pontiac	19,190
Benton Harbor	4,934		
Berkley	7,940	<u>Population</u>	<u>School</u>
East Detroit	10,106	<u>100,000 and over</u>	<u>Enrollment</u>
East Lansing	2,563		
Ecorse	3,317	Dearborn	22,587
Ferndale	8,192	Detroit	275,087
Lincoln Park	11,346	Flint	35,834
Monroe	5,208	Grand Rapids	27,000
Muskegon Hgts.	9,952	Lansing	20,938
Port Huron	7,999	Saginaw	20,154
River Rouge	3,524		<u>401,600</u>
St. Clair Shores	5,340		
Wyandotte	8,512		
	<u>93,587</u>		
<u>Population</u> 50,000 to 75,000	<u>School</u> <u>Enrollment</u>	<u>RECAP</u>	
		<u>Population</u>	<u>Enrollment</u>
Ann Arbor	10,500	25,000 to 50,000	93,587
Battle Creek	10,591	50,000 to 75,000	96,391
Bay City	9,686	75,000 to 100,000	19,190
Hamtramck	4,309	100,000 and over	<u>401,600</u>
Highland Park	6,160		<u>610,768</u>
Jackson	11,777		
Kalamazoo	16,520		
Muskegon	10,000		
Royal Oak	16,848		
	<u>96,391</u>		

Thus the study involved twenty-three districts in Indiana, having a total enrollment of 324,001 pupils; thirty districts in Michigan, having a total enrollment of 610,768 pupils; and forty districts in Ohio, having a total enrollment of 720,901 pupils; or a total of 1,655,670 pupils having access to some pupil personnel services.

Question 3. Does a specific department exercise supervision of each?¹

(a) Under what title?

Nineteen of the eighty-two responding school districts had no department organization as such, and the services offered were not coordinated under established department responsibility. Fifteen of the nineteen were in the 25,000 to 50,000 population range; three were in the 50,000 to 75,000 range; and one only in the 100,000 or over population range.

The wide variety of titles used by the sixty-three responding districts for the department exercising supervision over special services, and the divergence in emphasis, is shown by Table VIII, which also indicates the percentage of the total using each title.

¹Question 3 referred back to the special services individually listed in Question 2.

TABLE VIII
SUMMARY OF DATA ON TITLES USED

<u>Title</u>	<u>Number</u>	<u>Percentage</u>
Department of Pupil Personnel	31	49.21
Department of Pupil Personnel and Special Services	9	14.28
Department of Special Services	8	12.70
Department of Pupil Personnel and Special Education	2	3.17
Department of Pupil Personnel (also Health, Special Education, and Child Study sections)	1	1.59
Department of Pupil Personnel (also Research, Instruction, and Guidance sections)	1	1.59
Department of Pupil Services and Special Education	1	1.59
Department of Personnel and Curriculum	1	1.59
Department of Research and Special Services	1	1.59
Department of Special Education	1	1.59
Coordinator of Research and Guidance	1	1.59
Director of Instruction	1	1.59
Director of Guidance	1	1.59
Department of Guidance and Pupil Personnel	1	1.59
Department of Guidance and Adjustment	1	1.59

TABLE VIII (Continued)

<u>Title</u>	<u>Number</u>	<u>Percentage</u>
Department of Guidance and Special		
Services	1	1.59
Department of Guidance and Special Education	<u>1</u>	<u>1.59</u>
	63	100.2%

Question 5. In your opinion, should all Pupil Personnel or Special Service workers in a City Public School System be incorporated into one department?

Of the seventy-nine responding to Question 5,

48 answered in the affirmative;

23 answered in the negative;

3 answered the decision would depend upon the size of the system;

4 had no opinion or were undecided; and

1 had that question "under study."

Question 6. If you have a special department, what are the administrative functions? Supervision_____, Coordination_____, Service Policy_____, Other_____.

40 respondents checked "Supervision" emphasis, though one respondent suggested supervision should be second to coordination;

48 respondents checked "Coordination" emphasis;

28 respondents checked "Service Policy" emphasis;

5 suggested other emphasis, 3 of which named that emphasis as "Administration."

Question 7. Does this department have a more "traditional" or a more "service" philosophy than the faculty in general? Traditional () Service ().

(a) Than the administrative staff of your school system?

Traditional () Service ().

Of the fifty-seven responding to the first portion of Question 7, fifty-six indicated this department had a more "service" philosophy than the general faculty, while only one respondent considered the department more "traditional."

Of those responding to portion (a) of Question 7,
43 indicated the department had a more "service" philosophy
than the administrative staff of the school system;
3 rated the department more "traditional;"
3 indicated the department and administrative staff were of the
"same service philosophy;"
8 who had expressed an opinion of comparison with the general
faculty did not answer as to the administrative staff of the
school system.

Question 8. Does this department emphasize the following?

- (a) Facilitating individual child's school adjustment?
- (b) Assist teaching staff in daily pupil relationship?

Of those responding,

57 indicated an emphasis upon assisting the individual child, of
which 4 checked that emphasis only; and
52 indicated an emphasis, also, upon assisting the teaching staff,
and 1 indicated there was "to some extent" assistance to the
teaching staff.

Question 12. Do you have a Director of Pupil Personnel Services?

(a) Do you have a Director of Special Services?

Of the questionnaires returned, fifty-seven indicated the school district had a Director of Pupil Personnel Services or Director of Special Services.²

Question 13. If "yes", - to whom is he directly responsible?

Superintendent () Other ()

Of the fifty-seven respondents answering Question 13,

49 showed the director responsible directly to the superintendent;

4 showed him to be responsible to the assistant superintendent;

1 showed him to be responsible to the superintendent and principals; and

3 indicated responsibility only to "other" administrative position.

Question 14. Would you classify him as an Administrative Assistant?

²The first page of the Questionnaire contained the following:
"NOTE - Pupil Personnel and Special Services are terminology which often refer to the same department."

Of those responding,

35 answered that such director was classified as an administrative assistant; of these, 3 went on to note the director was an assistant superintendent;

18 answered that he was not so classified;

4 of those answering Question 12 affirmatively and indicating line of responsibility by answering Question 13 did not reply to Question 14.

Question 17. If you now have no separate department for such services, do you plan any change to a department responsibility?

Yes _____ No _____.

Of the nineteen responding school districts shown to have no department organization, a majority of ten indicated plans to change to department responsibility. Parenthetically, it may be noted that Fort Wayne, Indiana, did not return the questionnaire, but disclosed upon the personal visitation that a reorganization of department responsibility was in process.

II. ORGANIZATION, FUNCTIONS AND PERSONNEL

The data gathered from Questions 2, 4, 15 and 16 is significant as to the special services and personnel then provided in the districts studied, as to certification requirements, and as to the assignment of duties to a Pupil Personnel or Special Service Department, as well as to additional duties which might be so assigned.

Question 2. Which special services are available to pupils in your district?

The twelve special services listed in Question 2 on the questionnaire form are shown in the following Table IX, which consists of a compilation for each of the three States of Indiana, Michigan and Ohio, a total compilation, and percentages of availability of such services.

TABLE IX
COMPARATIVE TABULATION OF TWELVE SPECIAL
SERVICES AVAILABLE TO PUPILS BY STATES,
WITH PERCENTAGE RATIOS

SPECIAL SERVICES	INDIANA		MICHIGAN		OHIO		TOTALS		PERCENTAGE	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
School Psychologist	8	9	22	5	30	4	60	18	76.9	23.1
*Visiting Teacher	14	3	24	3	24	9	62	15	80.5	19.5
*Speech & Hearing Therapists	18	0	25	2	28	3	71	5	93.4	6.6
*Nurses	16	2	25	2	31	1	72	5	93.5	6.5
Medical Staff	11	6	12	14	25	5	48	25	67.6	32.4
School Social Workers	10	5	3	23	11	17	24	45	34.7	65.3
*Teacher of Slow Learners	14	3	26	1	30	1	70	5	93.3	6.7
*Teacher of Physically Impaired	15	2	24	3	26	6	65	11	85.5	14.5
*Teacher of Home Instruction	16	1	22	4	31	1	69	6	92.0	8.0
Teacher of Gifted	5	11	8	17	8	19	21	47	30.8	69.2
Teacher of Remedial Reading	13	4	14	12	19	11	46	27	63.0	27.0
Guidance and Counselors	18	0	27	0	32	0	77	0	100.0	.0

* Subsidized through state funds.

Inasmuch as the certification of teachers and others upon which Question 2 also sought information was a matter of state requirement, rather than that of the school district, reference is here made to the pilot study research.³

None of the three states, Indiana, Michigan, or Ohio, had a state department of pupil personnel as such, though all three had a State Department of Special Services.

A compilation of the requirements of certification or training for personnel often categorized as pupil personnel staff, as found by the pilot study research for the three states in question, is shown by the following Table X.

³Leonard B. Voorhees, Summary on Certification of Pupil Personnel Services, a special study completed at Michigan State University, August, 1957.

TABLE X
POSITION CERTIFICATION REQUIREMENTS
FOR INDIANA, MICHIGAN AND OHIO

<u>Position</u>	<u>Indiana</u>	<u>Michigan</u>	<u>Ohio</u>
School Psychologist	Ctf. Req. M. A. Degree Teaching Ctf. 350 Clinical Hrs.	None	Ctf. Req. 4 yrs. Training M. A. Degree Teaching Ctf.
Visiting Teacher	None	None	Ctf. Req. 4 yrs. Training 1 yr. Experience
Attendance Worker	Ctf. Req. 4 yrs. Training Teaching Ctf.	None	None
School Social Worker	None	None	None
Speech and Hearing Therapist	Ctf. Req. 4 yrs. Training Teaching Ctf.	Ctf. Req. 4 yrs. Training Teaching Ctf.	Ctf. Req. 4 yrs. Training Teaching Ctf.
Pupil Personnel Worker	None	None	Ctf. Req. 4 yrs. Training Teaching Ctf.
Teacher of Slow Learners	None	Ctf. Req. 4 yrs. Training Teaching Ctf.	Ctf. Req. 4 yrs. Training Teaching Ctf. + 15 Semester Hrs.
Teacher of Physically Impaired (Deaf)	None	Ctf. Req. 4 yrs. Training Teaching Ctf.	Ctf. Req. 4 yrs. Training Teaching Ctf.

TABLE X (Continued)

<u>Position</u>	<u>Indiana</u>	<u>Michigan</u>	<u>Ohio</u>
Teacher of Physically Impaired (Hard of Hearing)	None	Ctf. Req. 4 yrs. Training Teaching Ctf.	Ctf. Req. 4 yrs. Training Teaching Ctf.
Teacher of Physically Impaired (Speech Therapist)	Ctf. Req. 4 yrs. Training Teaching Ctf.	Ctf. Req. 4 yrs. Training Teaching Ctf.	Ctf. Req. 4 yrs. Training Teaching Ctf.
Teacher of Physically Impaired (Blind)	None	Ctf. Req. 4 yrs. Training Teaching Ctf.	Ctf. Req. 4 yrs. Training Teaching Ctf.
Teacher of Physically Impaired (Sight Saving)	None	Ctf. Req. 4 yrs. Training Teaching Ctf.	Ctf. Req. 4 yrs. Training Teaching Ctf.
Teacher of Physically Impaired (Orthopedic and Epileptic)	None	Ctf. Req. Teaching Ctf. + 6 Semester Hrs. speci- fied courses	Ctf. Req. 4 yrs. Training Teaching Ctf.
Teacher of Physically Impaired (Post polio)	None	Ctf. Req. 4 yrs. Training Teaching Ctf.	Ctf. Req. 4 yrs. Training Teaching Ctf.
Teacher of Physically Impaired (Cardiac & Aphasia)	None	Ctf. Req. 4 yrs. Training Teaching Ctf.	Ctf. Req. 4 yrs. Training Teaching Ctf.
Home Instruction	None	Ctf. Req. 4 yrs. Training Teaching Ctf.	Ctf. Req. 4 yrs. Training Teaching Ctf.

TABLE X (Continued)

<u>Position</u>	<u>Indiana</u>	<u>Michigan</u>	<u>Ohio</u>
Guidance and Counseling	Ctf. Req. M. A. Degree Teaching Ctf. 3 yrs. Experience	None	Ctf. Req. 4 yrs. Training Teaching Ctf.
Gifted Children	None	None	Ctf. Req. 4 yrs. Training Teaching Ctf.
Remedial Reading	None	None	Ctf. Req. 4 yrs. Training Teaching Ctf.
<hr/>			
	None as to 14 positions	None as to 8 positions	None as to 2 positions

Question 4. Do you favor special certification for these personnel?⁴

Table XI below is a compilation of the responses to Question 4:

TABLE XI
RESPONSE TABULATION ON WHETHER CERTIFICATION IS
FAVORED FOR SPECIAL SERVICES LISTED IN QUESTION 2

<u>State</u>	<u>Yes</u>	<u>No</u>	<u>No Answer</u>
Indiana	17	0	3
Michigan	24	2	0
Ohio	34	1	1
Totals	75	3	4

⁴"Personnel" has reference to those listed in Question 2:
 School Psychologist and Child Study Specialist
 Visiting Teachers
 Speech and Hearing Therapists
 Nurses
 Medical Staff
 School Social Workers
 Teachers of Slow Learners
 Teachers of Physically Impaired Children
 Teacher of Home Instruction
 Teacher of Gifted Children
 Teacher of Remedial Reading
 Guidance and Counselors

Question 15. Below is a list of duties frequently included in a Pupil Personnel Department.

(a) Will you please check those assigned to your Pupil Personnel or Special Service Department?

It will be noted that the check chart of Question 15⁵ provided, after "DEPARTMENT IS RESPONSIBLE FOR:," check columns with the headings "YES," "NO," "ENTIRELY," "SOME," "VERY LITTLE," and "NONE." The responses were almost entirely in columns entitled "YES" and "NO," with so little differentiation as to degree of responsibility that those results appeared insignificant and of questionable validity. Therefore, Table XII, which follows, shows a tabulation of only the affirmative and negative responses, with an affirmative percentage column added for comparative purposes.

⁵Appendix, Final Form of Questionnaire.

TABLE XII
SUMMARY OF DEPARTMENTAL RESPONSIBILITIES
AS DEDUCED FROM ANSWERS TO QUESTION 15

<u>DEPARTMENT IS RESPONSIBLE FOR:</u>	<u>YES</u>	<u>NO</u>	<u>YES %</u>
a. Child accounting	55	6	90.1
b. Residence checking	54	6	90.0
c. Tuition approval	46	12	76.6
d. Attendance	58	5	92.1
e. Liaison work with Juvenile Court and/or Welfare Agencies	60	2	96.7
f. Liaison work with Home-Pupil-School Relationships	60	1	98.3
g. Research - Survey - Studies	51	8	86.4
h. Testing	52	7	88.1
i. Case History Studies	57	5	91.9
j. Standardization of forms and records	52	9	85.2
k. Centralization of permanent records	52	9	85.2
l. Guidance and its functions	49	11	81.6
m. Physically impaired children	47	13	78.3
n. Transportation of Physically Impaired Children	42	20	67.7

TABLE XII (Continued)

<u>DEPARTMENT IS RESPONSIBLE FOR:</u>	<u>YES</u>	<u>NO</u>	<u>YES %</u>
o. Mentally Deficient and Slow Learners	48	13	78.6
p. Gifted Children	30	21	58.8
q. Job Placement Service	24	18	57.1
1. For Drop Outs Only	26	15	63.4
2. Follow Up	28	18	60.8
r. Public Relations	41	15	73.2

Question 16. What additional duties would you assign such a department?

Many of the respondents made no reply as to additional duties to be assigned to a department of pupil personnel. Those making suggestions proposed the following, as additions to the list given in Question 15 as shown by Table XII above:

Dental and health hygiene;

Increased health service with City Health Department;

Seminars for pre-school parents on "Child Growth and Development;"

Safety education;

Responsibility of coordinating services with other community agencies;

Remedial reading clinic;

Development of an evaluation criteria for entire program;

An occasional "staffing" of difficult cases for faculties;

Driver training;

Work permits;

Centralization of all permanent records in the Pupil Personnel Department;

All vital statistics; microfilming of records;

Professional policies and their interpretation;

Director to be a part of Curriculum Study group;

All liaison work with State Department, Division of Special Services;

Civil Defense.

III. DEPARTMENT OPERATION

Questions 9, 10 and 11 of the questionnaire were included as a check upon procedures of operation and performance of pupil personnel department services.

Question 9. From whom does a referral for special services come? Teacher () Principal () Other ()

Responses to Question 9 showed referrals for special services were from:

Teachers, in fifty-eight of the responding districts;

Principals, in sixty-six of the responding districts;

Others, including pupil, parent, church and community agencies in twenty of the responding districts.

Question 10. Does the department initiate the service and secure teacher cooperation?

Responses to Question 10 indicated that in forty-nine of the responding districts the department also initiated services and secured teacher cooperation.

Question 11. Do the principals of each building make an evaluation report to assist you in judging the effectiveness of such a Department's work?

Thirty-one respondents answered Question 11 in the affirmative, and twenty-nine answered in the negative.

IV. RECOMMENDATIONS FOR IMPROVEMENT OF PUPIL PERSONNEL SERVICES FROM QUESTIONNAIRE RETURNS

While the recommendations brought forth by the queries of Question 18 were often expressed in terms of a recognized lack of special services offered by other school systems, there was much of value in the suggestions and goals elicited. These responses, some terse, some lengthy, did not lend themselves to charting or simple classification. In order that no meaning be lost by summarization, the recommendations are set forth verbatim in the categories of the question. When recommendations were given by more than one respondent in almost identical wording, asterisks indicate the number of such repeated recommendations.

The general tenor of the recommendations can best be judged by perusal of the answers as given, which lists can well serve as check lists and guides to identify problems in organization and administration of pupil personnel services.

Question 18. What are your recommendations for improving
Pupil Personnel Services to:

(a) Benefit the pupil?

Expansion of health services;

Expand dental and medical services;

Increased psychiatric help;

Improve and broaden testing and guidance program; * * *

Increase guidance service to include elementary pupils; *

More staff time available for counseling with parents and
pupils;

Improve guidance at secondary level;

More counseling;

More concern for the multiple handicapped child;

Increased activities to provide help to socially handicapped
child;

Identify and further development of program for gifted; * * * *

More specialized service at varying ability levels;

Decrease loads for counselors and other workers in pupil per-
sonnel services;

More staff; * *

Establish proper visiting teacher ratio and counselor and
pupil ratio;

(a) Benefit the pupil? (Continued)

Finding trained personnel;

Increase number of social workers;

Training pupil personnel workers toward psychiatric social worker level; do limited therapy;

Sub-level out-patient psychiatric clinic to screen cases referred to child guidance clinic;

Increase visiting teacher program; * in elementary schools; *

In-service training;

Have pupil personnel staff completely certificated or working toward proper certification;

Individualization of instruction;

Take elementary children off the graded basis and teach according to individual ability;

Line of responsibility before child can be placed in special education should be so definite and sure that all children will be placed in proper learning situation;

Early identification of abilities and potential problems; then planned program of counseling and guidance beginning in primary grades; *

(a) Benefit the pupil? (Continued)

Better classroom instruction and guidance;

Teacher should be good observationist, and be able to identify the child who needs service; should be able to identify the withdrawing type and refer that child for special help instead of placing so much emphasis on children who may be behavior problems in the classroom;

Recognize potential school leaver and try to change his mind;

Better identification of needs; classification of cases; uniform procedures; guidance for pupils and parents;

Sell idea of service to entire school system personnel;

Communications between pupils and faculty and central office personnel;

More cooperation by exchange of information from teacher to principal to administration to pupil personnel department;

Provide better understanding of staff and services available;

Recognition by local staff that responsibility does not cease when a referral is made;

Decentralization of authority and responsibility to act in individual cases;

(a) Benefit the pupil? (Continued)

Teacher training programs and workshops to better inform
the classroom teacher regarding the importance of emotional and social maladjustments and health needs;
Improve efficiency of contact referral and solution;
More staff in special classes, which in many cases are used
as dumping ground for poor teacher;
Better performance of follow-up service;
Make pupil more aware of the services; expand services to
those out of school; help pupil assess himself;
Abundant supply of pertinent vocational materials;
More effective follow-up program;
Greater sharing of background knowledge;
Closer supervision of cases by pupil personnel staff workers;
Less tendency to sympathize; move to more secure and stable
position of "meeting responsibilities;"
Closer cooperation with other community agencies dealing with
pupil welfare problems;
Agency in the community to work with home conditions after
child placed in foster home;

(a) Benefit the pupil? (Continued)

More active participation of department staff in system wide committees (curriculum, etc.) in consultative capacity, at the same time avoid taking over responsibility for curriculum, etc.

(b) Assisting further the teaching staff?

Liaison between "special" and regular teaching staff;

Workshops between visiting teachers, nurses and the classroom teacher;

Staff meetings with pupil personnel workers;

Participation in building staff meetings;

More conferences, more small group discussions; *

Make staff members more aware of individual student problems;

Release time for pupil-parent-teacher communications;

More opportunity for special teachers to consult with classroom teachers;

Educate the teaching staff to the many services offered;

Closer coordination between pupil personnel staff and classroom teacher needed;

(b) Assisting further the teaching staff? (Continued)

**Help the teacher recognize the problems she can handle and
those she should refer to specialists;**

**More effort to improve communication between teacher and
staff workers;**

**Improve interpretation of services from central office; work
at their level;**

**Share more of teacher's special problems and assist in work-
ing out solutions;**

Sympathetic administrative and supervisory assistance;

Teacher-staff conferences;

Keeping them well informed and actual helpful assistance;

Additional supervisory help;

Additional pupil personnel workers;

**Teach teacher to teach individual in class instead of textbook
in classes;**

In-service training program; * * * * *

Increased counseling and guidance; * *

Increased counseling with teachers;

Interpretation of special education program;

(b) Assisting further the teaching staff? (Continued)

Improve through better testing program;

More classes for special learners on secondary level;

Workshop to encourage continual use of available information;

More coordination of curriculum and testing;

Encourage early referrals of maladjusted children;

Prompt handling of referrals;

Psychological, child study personnel and special teachers

need to be considered a part of curriculum council;

Collective thinking is a good tool;

Standardization of forms;

Improvement of personnel records, especially for the aver-

age or normal child--aspects of growth and development

not dealt with by most records;

Provide clerical assistance to prepare and maintain pupil

records;

Install IBM.

(c) Assisting Administrative Staff?

Closer coordination with principals and administrative staff; *

Increased contact;

(c) Assisting Administrative Staff? (Continued)

Promote professional understanding and acceptance among
entire staff;

Joint meetings to discuss educational philosophy, common
goals and different approaches;

Interpretation and coordination--sell the program based on
demonstrated effectiveness;

Two-way communication system;

Frequent conferences and regularly scheduled conferences;

Monthly report to administrative staff;

Director to have assignment to report to the superintendent;

Weekly administrative council meetings with department heads
and administrative personnel;

Discussion of service in administrative council meetings each
month;

Have regular meetings with entire administrative staff;

Better reports to administrative staff of department activities;

School principals should be encouraged to screen problems
more carefully before referring to pupil personnel depart-
ment and should exhaust their own resources for solving
student problems;

(c) **Assisting Administrative Staff? (Continued)**

Clearer definition of function;

**Work together in selection of counselors and other key people,
including the principals;**

Definition of operation in relation to curriculum;

Closer correlation between elementary and secondary planning;

Teach staff philosophy of teaching pupils instead of textbook;

**Help administration see that pupil personnel services are on
a staff basis purely in a service and consultant role rather
than authoritative and administrative;**

**Real problems arise if the director has low administrative
status--in system here director a member of superintendent's
cabinet which meets with superintendent one-half day
each week;**

**Special programs go through three stages: (1) ignored; (2) tolerated;
(3) accepted; acceptance of special service should
always be objective;**

**Competence of staff is best assistance given to administrative
staff;**

(c) Assisting Administrative Staff? (Continued)

Closer supervision of employers in cases of children out of
school on working permits;

Additional help in areas of severe behavior problems;

Develop system of reports and evaluations;

Expansion of research;

More surveys and studies;

More staff time available for research.

(d) Improvement of Public Relations in your school district?

More publicity on special services;

Continuous publicity regarding the work and the functions;

Publish an annual report;

Publication of kinds of service given;

Brochures explaining service and career day;

More adequate and accurate means of reporting pupil progress
to parents;

TV, radio, personal appearances to keep public informed;

All parents and taxpayers should be told and understand;

Public relations not to be confused with publicity;

Use of newspapers to give public results of all services;

(d) Improvement of Public Relations in your school district? (Continued)

More and better newspaper coverage;

House organ--trying one called "Intercom;"

Keep public informed of ALL needs, procedures and changes;

Spell out activities through pictures and newsprint and quarterly publications;

People need to know more about what the schools are doing;

More parent conferences;

Efficiency and professional manners;

Improved service is the best type of public relations;

Greater use of home visitation to give parent knowledge of interest in working out adjustment problems;

Use more lay persons on committees such as report, slow learners, gifted children committees, etc.;

Improve training of pupil personnel workers in the field of public relations work;

Have a person trained in both journalism and education on staff;

Participation in a leadership role in service clubs;

Encourage to become active in civic work;

(d) Improvement of Public Relations in your school district? (Continued)

Willingness of staff to impart knowledge and training to groups through meetings and discussions;

More staff time for speaking engagements and community work;

Pupil personnel department personnel to become active in allied social agencies; this should be recognized as part of their responsibility, and a differential in pay should be provided to take care of extra expense involved;

Use of all public agencies in community that may aid in cause, giving recognition to these agencies for such aid;

Follow-up of pupils after they leave school.

Throughout the personal visitations to many of the school districts studied, many conditions or reasons were given for the standards and the status of pupil personnel services, or the lack thereof, and for the many needs of children still neglected. Certain theories and assumptions crept into the conversations constantly:

1. The demands of the paying public seemed to be the guidepost by which school administrators were willing to implement the services; a community or school district can have, and usually has,

the kind of public school education it desired and for which it was willing to pay. One question remained unanswered: Might lack of leadership be the key to the lack of funds, lack of community understanding and support, lack of school facilities in buildings, equipment and personnel, offered as the current problems? The superintendent finds himself in a delicate position; if he leads too rapidly, he loses his community support; if too slowly, he is pushed aside and another employed.

2. Geographic location within the sphere of influence of a teacher training or college center appeared to react favorably in cognizance of children's adjustment problems and special services therefor, both by the professional staff and the community in general.

3. Size of the school enrollment, which in the districts studied varied from the smallest, East Lansing, Michigan, with 2,563 pupils in the public schools, to the largest, Detroit, Michigan, with over 275,000 pupils, seemed supported as a definite factor in the services offered and the organization of them. Personal visitations confirmed the theory that school districts with lowest enrollment solved many of the needs for special services by the more personal atmosphere permeating all relationships, while those with the largest enrollments found their problems compounded by lack of communication and teamwork.

4. Type of school district environs, whether large city, suburban, rural, industrial, of varied racial groups or religious preferences, was considered a factor in the range of special services required, the organization thereof needed, and extended into the field of curricula offered. The visitations generally, however, made it apparent that when the special type of services were needed, the public school system met those situations in a typical American manner of adequacy.

It was impossible not to note that many of the school administrators interviewed in the procedures attending this study were men (and a few women) who had been chosen for their job because of some outstanding success in areas not directly a part of school administration. Popularity as a coach, scout leader, or as successful chairman in a community project had demonstrated their capacity to handle people. This personal observation was confirmed by a Background Study of Superintendents of Schools recently completed by Dr. C. L. Sharp:

The pattern of promotion in Indiana was largely from coach to principal to superintendent. . . . Seventy-six per cent of those who answered the question on the questionnaire had been coaches or assistant coaches. . . . Of the superintendents in Indiana, 84.5 per cent had been coaches of athletic teams.⁶

⁶ Charles Lee Sharp, A Family, Experiential, and Educational Background Study of Superintendents of Schools in Indiana and Some Comparisons with Eleven Other Midwestern States, Unpublished doctoral thesis, Indiana University, 1958.

The training and certification requirements for administration were often achieved after assuming administrative responsibilities. This very requirement of training might well result in a beneficial understanding of the need of trained specialists to attack the detail problems of better pupil adjustment, and mitigate the possible over-emphasis on administrative rather than service concept which would be the natural outcome of the common progression--teacher, coach, principal, to superintendent--a series of experience gradually drawing away from direct pupil contact.

In attempting to correlate the information gathered upon the personal visitations, it appeared that one attitude and demand was growing wherever pupil personnel services were discussed. It was that of service. The demand was stated similarly in many cities, in the different states, not only by school personnel and by parents, but by the general citizenry, and by such groups as church and social welfare agencies: "Special services and the assistance of pupil personnel departments in helping children achieve a better school adjustment are an inherent right of every child in the community."

There was strong sentiment that these services were a community responsibility, and among the districts visited all were recognizing the trend by the extension of pupil personnel services to include

"problem children and children with problems" of the entire community to some extent. As an outgrowth of the attendance responsibilities which were now afforded for both public and private schools within the district, it was a fair assumption that more specialized services, such as speech and hearing, psychological and counseling aids, would in the not far distant future be available for all children. As an example of the cooperation between public and parochial schools, most of the cities questioned were affording release time to pupils in the public school who were studying for religious confirmation, arranged so that a minimum of class time was lost.

In no state, in no school district, was there found satisfaction with the status quo; all expressed vast possibilities for improvement. Nowhere was heard a complaint of too much assistance to children's adjustment.

Quite generally, the recommendations for pupil personnel services and the goals were more generous as to services rendered and personnel required than existed in any school district in question. In most instances, also, the department and/or services on the questionnaire return were much more impressive than the functional practice personally observed.

One of the very noticeable differences between the theoretical plan and actual practice was the lack of "team concept" of services. In many school systems the coordination of related departments was possible only upon a directive from the superintendent's office. Several of the field workers who were personally interviewed stated that their services were limited by the lack of free interchange of important data with other personnel who had related responsibilities. In Cleveland, Ohio, the psychological findings were not released to the attendance department without an approval of the assistant superintendent in charge of both divisions. Such practices were found also in other large cities where the organizational structure was so complex and the staff so large the personnel had little opportunity to become acquainted as professional workers or to have knowledge of the functions served by others. This lack of coordination of services within an administrative structure tended to produce duplication of activities, overlapping, reduction of efficiency, possible competitiveness of the service personnel, or the equally disastrous maneuver of sloughing off problems to other personnel, instead of cooperation, all contributing to a waste of public funds.

The questionnaire, in Questions 6 and 7, inquired as to whether a Service Policy was an administrative function of the department

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of pupil personnel, and whether such department's philosophy was more traditional or more service directed than the general faculty and than the administrative staff, service being understood as "the performance of a task or tasks for the welfare or benefit of others, whether voluntary, by request, or to meet a social need."⁷ As to both questions, the service connotation was noted overwhelmingly. Whether this was partially bowing to a current philosophy was difficult to properly evaluate. School administrators, no less than others, enjoy basking in approval of the popular theme, and no doubt most of them sincerely want to afford service in their school system. Again, however, the portrayal given in personal visitations did not bear out the inference gleaned from the questionnaire. It appeared that desiring and approving the "service philosophy" in the individual school district was not achieved by a stroke of the pen or by one faculty-staff meeting.

V. SUMMARY

In this chapter the results of the research from questionnaire returns and personal visitations were reported statistically and summarily.

The results were subdivided under Departmental Approach and Administration; Organization, Functions and Personnel; Depart-

⁷ Carter V. Good, Dictionary of Education (2nd ed.) (New York, Toronto, London: McGraw-Hill Book Company, Inc., 1959), p. 497.

ment Operation; Recommendations for Improvement of Pupil Personnel Services; and concluded with observations from the personal visitations.

Under Departmental Approach and Administration, Questions 1, 3, 5, 6, 7, 8, 12, 13, 14 and 17 were applicable. School enrollments from Question 1 replies were shown in Tables V, VI and VII by states and population range groupings. Table VIII, showing results from Question 3, indicated "Department of Pupil Personnel" was the title most often used for the department charged with administration of special services. The responses to Question 5 showed a large majority opinion that pupil personnel or special service workers in a public school system should be incorporated into one department. Question 6 replies indicated the functions of that department were Coordination, Supervision and Service in that order. Question 7 replies indicated such departments were considered to have a more service philosophy than the faculty in general and the administrative staff. Question 8 results indicated only a slightly greater department emphasis on assisting the individual child than upon assisting the teaching staff. Questions 12, 13 and 14 responses showed a majority of the school districts had a Director of Pupil Personnel Services or Director of Special Services, that in the great majority of instances he was directly responsible to the Superintendent, and was classified as an administrative assistant.

Question 17 replies indicated a trend toward department organization where no such department was in existence.

Under Organization, Functions and Personnel, Table IX gave a compilation of special services available to children in the districts studied by state from responses to Question 2, while Table X combined results from Question 2 and the pilot study upon certification of special service personnel. The Table XI compilation of results from Question 4 indicated by far a greater number favored certification for special services personnel. Table XII was a tabulation of responses to Question 15 on departmental responsibility for special services listed, and that table was followed by additional special services suggested by responses to Question 16.

Under Department Operation, responses to Questions 9, 10 and 11 are shown upon procedures.

Recommendations for Improvement of Pupil Personnel Services (from Question 17 responses) are set forth in detail, followed by observations noted upon personal visitations to many of the school districts studied.

CHAPTER V

SUMMARY AND CONCLUSIONS

Within the limitations of background study, questionnaire returns and personal visitations, the conclusions reached fell generally into four logical areas: (1) departmental approach and administration; (2) organization, functions and personnel; (3) operation of such a department; and (4) recommendations for improvement.

The school enrollment of the districts varied from the smallest, East Lansing, Michigan, with 2,563 pupils in the public schools, to the largest, Detroit, Michigan, with over 275,000 pupils. It may well be noted here that comparisons of ratio of school enrollment to total population of the district showed noticeable variations, as was shown by Tables V, VI and VII, Chapter IV. Cities such as Hamtramck and Highland Park, Michigan; East Cleveland, Lakewood and Zanesville, Ohio; and East Chicago, Indiana, for example, had a far larger population than the school enrollment would indicate. It appeared that the age of the community, the religious composition of its residents

and the number and size of the parochial schools therein, as well as close proximity to a large metropolitan area and consequent availability of private school facilities, were factors in the variations. However, the population-enrollment ratio did not appear to be significant in the subject matter of this study, and thus it was not made the issue of further correlation.

I. DEPARTMENTAL APPROACH AND ADMINISTRATION

While approximately three-fourths of the responding districts (63 of 82) had a department organization with administrative and supervisory responsibilities for those special services of the school system not directly a part of the regular instruction, seldom did districts with an enrollment under 4,000 pupils have such services coordinated within a department, though the trend seemed toward such department responsibility regardless of the size of the school enrollment.

No doubt, the smallest school districts had neither the necessity for, nor the wherewithal to provide, the staff ordinarily assigned to such a department for such services. It seemed obvious, and perhaps obligatory, that the implementation, or the devising of ways to carry out proposed services of this nature, was best initiated on a small basis and gradually expanded into a maximum program.

However, there was also indication that the very size of an administrative and organizational staff required to operate a school system of over 50,000 enrollment tended to become compartmentalized within a department or a division of a department, with tendencies toward bureaucratic decision, excessive administrative detail, the impeding of free flow of information to other divisions, duplication and overlapping of activity, reduction of efficiency, and waste of public funds.

To a marked degree, the largest school systems were so highly departmentalized that coordination of service was minimized. The same lack of coordination seemed prevalent among the smaller systems, but for different reasons. Between the over-departmentalization in large school systems, and the lack of opportunity for economical operation in the smaller areas, there seemed a range where the function was both efficient and effective. The indications were that this range was of a school district of roughly 50,000 to 200,000 population, with corresponding school enrollments of 6,000 to 40,000. An adequate staff serving such school districts afforded small departments of pupil personnel, under the direction of one administrator, an opportunity to coordinate their efforts in a team approach and service concept.

Of those school districts having departmental supervision of such special educational services, 49.21% operated under the title of Department of Pupil Personnel; 14.28% under Department of Pupil Personnel and Special Services; and 12.70% under Department of Special Services. Fourteen additional department titles made up the balance of 23.81%.

To facilitate communication between the public, those engaged in public education, and governmental agencies, it would seem logical that the titles designating the department, and also to identify its administrative head, should be similar, if not identical. The title "Department of Pupil Personnel" in use by an overwhelming percentage of the responding districts seemed well chosen and has become accepted to cover the field studied. While the Dictionary of Education did not include a definition of "special services," in usage the term ordinarily refers to services of "special education," or the education of pupils who deviate from the normal to such an extent that the standard curriculum was not suitable for their educational needs, and it might occasionally be used to include health services, but seldom to include school enumeration, child accounting, attendance records, et cetera. "Pupil Personnel," in contrast, does indicate an all inclusive area of service having to do with the pupil individually or the pupil personnel collectively.

Over sixty per cent of those expressing an opinion as to whether or not all pupil personnel or special service workers in a public school system should be incorporated into one department answered in the affirmative. Inasmuch as 79 of the 82 respondents to the questionnaire answered Question 5 to give these results, it was apparent that the majority, both of those operating within a department organization and those not so operating, considered that to be the most feasible and effective approach, and recognized the value of opportunity for team-work, for centralization of records, for exchange of information, and for the pupil and the pupil's parents to secure assistance at one coordinated source.

The answers to Question 6, the purpose of which was to check the function emphasis by the administration of departments of pupil personnel, served to stress coordination, supervision and service in that order. Of the 50 respondents answering this question, quite a number, by checking supervision, coordination and service policy, indicated the administrative functions should be a combination of all; that 48 of 50 checked "coordination" would seem to indicate its necessity and importance at the administrative level, and that the service philosophy was being carried out at the operational level. The responses to Question 7 below confirmed this conclusion.

That the departments of pupil personnel of the responding districts were dedicated to a service philosophy was amply evident from the responses to Question 7 whereby a comparison was asked (1) with the faculty in general, and (2) with the administrative staff of the school system.

Of the 57 responding, only one deemed the department of pupil personnel philosophy more traditional than the general faculty, while 56 indicated that philosophy was more "service" in nature.

Of the 49 responses rating the philosophy of the department of pupil personnel as compared with that of the administrative staff of the school system, 42 gave the greater "service" view to the department of pupil personnel, 3 indicated the department and administrative staff were of the same "service" philosophy, while 3 rated the department as more traditional. Of the 57 responding to the first portion of Question 7, there was no reply from 8 as to the second portion on comparison with the administrative staff.

Only the future in education can assay the cause of such results. It may be that the work of the department of pupil personnel demands and develops a greater "service attitude;" it may be that the general faculty and the school administrative staff lag behind a trained special service staff in the desire to serve the adjustment of the child. The

comparisons indicated by this data seemed to be confirmed by the personal visitations. Administrators talked of their "service philosophy," while those in the field complained about the traditional manner of operation.

Further evaluating the services of the department of pupil personnel, Question 8 questioned whether the emphasis was upon facilitating the individual child's school adjustment or to assist the teaching staff in daily pupil relationship. It was certainly an indication of such a department's value to the overall school system that 52 of the 57 districts responding to this question indicated an emphasis on assistance to the teaching staff; 1 indicated assistance "to some extent" to the teaching staff; and all 57 gave evidence of the department's assistance to the child.

While Questions 12, 13 and 14 had a bearing upon the organizational structure within a school system, the status of the director of a department of pupil personnel was also of importance. Of the 57 school districts having a director of pupil personnel services or special services, 49 showed such director directly responsible to the superintendent, and 4 to the assistant superintendent. Only one school district showed a direct responsibility to the principals as well as the superintendent. Of the same 57 responding districts, 35 answered the director

was classified as an administrative assistant, 3 of these noting that the director was an assistant superintendent; 18 indicated he was not so classified; and 4 did not answer.

The data would, therefore, place the director of a department of pupil personnel in an "administrative position," defined in "Dictionary of Education," as

A position involving performance of major duties in organizing, managing, or supervising duties of other employes and calling for the carrying of certain responsibilities in the direction, control, or management of an educational or other institution.¹

The pattern which emerged from the responses indicated a preference that the director of pupil personnel function as one of the administrative staff with definite areas of responsibility peculiar to the work of pupil adjustment.

The preference of superintendents for a line-and-staff organization, by which was meant a system of educational administration that fixes a definite line of authority and responsibility from the superintendent through specialized planning or supervisory officers who

¹Carter V. Good, Dictionary of Education (2nd ed.) (New York, Toronto, London: McGraw-Hill Book Company, Inc., 1959), p. 15.

constitute the administrative staff, was shown both (1) by the status granted to the department director, and (2) by the stress upon coordination and supervisory functions of his position, as shown by responses to Question 6 of the questionnaire.

II. ORGANIZATION, FUNCTIONS AND PERSONNEL

The background picture which developed was that of department structure within most of the school systems studied for all specialized services not directly instructional, with the director of such department having administrative status. The next inquiries seemed logically:

1. What special services were offered to children of the school districts?
2. Which of those services were assigned to the department of pupil personnel? and
3. What additional services might well be so assigned?

Table IX of Chapter IV showed the following services most often offered within the school districts studied, in decreasing order of their availability, an asterisk marking personnel subsidized by state funds:

<u>Special Service</u>	<u>In Percentage of School Districts</u>
Guidance and Counselors	100.
Nurse	93.5 *
Speech and Hearing Therapists	93.4 *
Teacher of Slow Learners	93.3 *
Home Instruction	92.0 *
Teacher of Physically Impaired	85.5 *
Visiting Teacher	80.5 *
Psychologist	76.9
Medical staff	67.6
Teacher of Remedial Reading	63.0
School Social Workers	34.7
Teacher of Gifted Children	30.8

It will be noted that, except for guidance and counseling services which were offered in each responding district and which were often assigned in addition to teaching duties, the services most often available were those subsidized by state funds. The corollary can be assumed that assistance by the state in other positions would be a method of increasing those staffs. The greatest neglect was shown in

lack of special guidance and instruction for the gifted, our greatest resource for the future.

A re-study was then made of the certification requirements of each of the three states, from Table X, Chapter IV, to determine whether or not certification requirements had a noticeable influence upon services offered to pupils. Of the positions named, Ohio required certification in all but two, that of attendance worker and of school social worker. Michigan had no certification requirement for school psychologist, visiting teacher, attendance worker, school social worker, pupil personnel worker, guidance and counseling, teacher of gifted children, or teacher of remedial reading. Indiana required certification only for the school psychologist, attendance worker, speech and hearing therapist, and guidance and counseling, with no requirement as to the other fourteen positions named. Returning to Table IX, Chapter IV, however, and using the statewide totals of services offered or not offered to pupils, the ratio in each of the three states was roughly three districts offering special services for each one that did not. Thus the certification requirements of any state in question apparently had no bearing generally upon special services offered.

Yet the need for specialized training of personnel was evidenced by the overwhelming number, 75 of the 82 respondents, who were of the opinion that such personnel should have special certification.

Proceeding to the results of Question 15 as to the duties assigned to a department of pupil personnel, it should be noted that for all except three of the duties listed, the percentages of the school districts wherein the department had responsibility was heavily affirmative, varying from 76.6% in the case of tuition approval, to 98.3% in liaison work with home-pupil-school relationships.

The responsibilities with the lowest percentages of assignment were shown to be:

Transportation of Physically Impaired Children	67.7%
Gifted Children	58.8%
Job Placement Service	57.1%
1. For Drop Outs Only	63.4%
2. Follow Up	60.8%

In evaluating the responses to Question 15, it should be noted that these services might not have been available in every school district.

Certainly the suggestions gleaned from Question 16 as to additional duties which should be assigned to such a department merit close attention, and should be given consideration in the initiation, organization and implementation of any department of pupil personnel services. No school system gave evidence of affording all the services cited in the preceding Question 15. One or two suggestions for added services were made in light of that district's failure to so assign responsibility; for example, "centralization of all permanent records in the Pupil Personnel Department" was given in answer to Question 16 by a school district which responded in Question 15 that "Centralization of permanent records" was not assigned to the pupil personnel department. However, all the respondents showed a program of service exceeding the minimal requirements for departmentalization.

III. DEPARTMENT OPERATION

The operation of a department of pupil personnel is contingent upon many factors and influences. The procedures stem first from the aims and objectives of the board of education, all within the demands and limitations of the requirements of law and those made possible by the financial support of the community. Additional direction will be given by the administration of the superintendent and delegation of

responsibilities. Subject to such authorities, the department functions appeared to include, in one district or many, all those services affecting the children of the community which were not directly the responsibility of the instructional staff, the business and building management, and the school personnel as distinguished from pupil personnel. Confronted by such heterogeneous procedures, yet homogeneous in the aims of child adjustment to his environment, a functional organization of the department, defined as:

A plan of school management based primarily on a clear formulation of the aims and purposes of the school and the operations required to meet these aims and purposes . . . implemented by staff members chosen for their ability to perform the operations that contribute toward the realization of the purposes,²

seems essential.

Throughout this study, emphasis upon special training of pupil personnel workers has been reiterated. In the literature we found:

Pupil personnel services give testimony to the fact that schools conceive of their responsibilities as extending well beyond the academic life of the child. The specialized services that are

²Carter V. Good, Dictionary of Education (2nd ed.) (New York, Toronto, London: McGraw-Hill Book Company, Inc., 1959), p. 378.

attendant upon a concern for the whole child call for specialized pupil personnel workers.³

Questionnaire responses and personal visitations gave affirmative evidence of the special skills and knowledge required and possessed of those whose efforts were devoted to this field.

For this specialized staff, the key to effective supervision would appear to be a director of a department to coordinate the services, said director being directly responsible to the superintendent, and through him to the board of education, for carrying out its aims and objectives for the school system.

Questions 9, 10 and 11 were designed to find the key to the specialized staff's effective performance of their functions to assist the child in the classroom situation; and from the responses it appeared that the principal of the building was the key through whom the staff reached the teacher and the pupil. The responses indicated that in 66 of the responding districts the principal most often made the referral for special services; the teacher, in 58 of the responding districts;

³Raymond H. Hatch and Buford Stefflre, Administration of Guidance Services (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958), p. 116.

in 49 of the responding districts the department also initiated services and secured teacher cooperation; while in 20 districts referrals came from others such as pupil, parent, church and community agencies as well. More than half of the answering districts (31 out of 60) indicated that the principals were instrumental in evaluation of the effectiveness of the department's work. One interested in the "service philosophy" of administering to pupil needs might take encouragement from evidence that the principal was the agent through which the staff operated. By reversing the reasoning of the results to Question 7, Chapter IV, it appeared that the principal, as a member of the administrative staff of the school system, would be more likely to have a service philosophy than would the general faculty.

IV. FINDINGS AND CONCLUSIONS

As to the hypotheses and related questions, the conclusions reached were:

A. That most of the public school districts having a population of twenty-five thousand or more in the Tri-State area (63 of 82 responding districts) did attempt to coordinate into one department the many special services which were offered their pupils, though in each there also appeared to be inter-related special services avail-

able to the pupils which were not a responsibility of the pupil personnel department, but rather were isolated under other supervision.

✓ B. That the services of school psychologist, visiting teacher, guidance counselor, child study consultant, speech and hearing therapist, health and medical staff, and other special services were inter-related because all were pertinent to the adjustment of the child, and functioned most effectively and less confusingly if coordinated by one administrator, as was indicated by the number (76.8%) of school districts so organizing those services.

✓ C. There was a relationship, but too little uniformity, in the many titles used in pupil personnel services to designate the department and identify its administrative head. Therefore, for purposes of communication, the titles and the scope of responsibilities should be somewhat comparable. It seemed that "Department of Pupil Personnel," found in the study to be the most often used, best served that purpose.

1. The administrative functions of such a department emphasized coordination, supervision and service in that order.

2. The department head was directly responsible to the superintendent in the administrative structure of the greatest number of responding school districts.

D. The titles used in pupil personnel services to designate the department and identify the administrative director were not necessarily indicative of the services performed by the personnel of that department, unless there was used "department of pupil personnel," or a title very similar in meaning, which encompassed all services revolving about the child which were not of a normal instructional nature.

E. The size of the school enrollment was a determining factor in the organization, administration and operation of a department of pupil personnel, --the size itself determining the number of specialized personnel required to serve the needs of the enrollment, the ensuing details which became multiplied as the enrollment increased, and the extent of coordination and supervision required.

It could be assumed that the findings in regard to the Tri-State area of Indiana, Michigan and Ohio were for the most part true in the other states of the United States of America, and that the conclusions and recommendations might be of real value in other than the three states studied.

V. RECOMMENDATIONS FOR ADEQUATE PUPIL PERSONNEL SERVICES, AND ORGANIZATIONAL AND OPERATIONAL PROCEDURES

One finding of this study, which could not be escaped, was the individual manner in which the school systems studied had implemented assistance to their pupils. Yet from the many responses there could be gleaned a pattern of service, a line of authority to secure effective performance, a program of more specialized training and certification--all geared to better adjustment of children in school and in life.

General Areas of Responsibilities

The areas of responsibilities of pupil personnel services affected some phase of each child's school life. Most often it was only in a collective way in the various reports essential to school records, and, in other cases, the child might have needed the moral support of some one not directly connected with the instruction, who could and did give individual guidance throughout the child's school life.

An analysis of the responsibilities disclosed that pupil personnel work was the broadest of all special services afforded school children. It had some point of contact with every child in school. Those requiring individual study and help were identified and aided by a trained staff having access to both school and agency records.

Administration

Generalizing upon the results of the study, a recommendation can be made that pupil personnel services be made a subject of ever greater awareness on the part of the entire school system staff; that effectiveness can best be achieved in a department organization, under a director who shall be in an administrative position responsible directly to the superintendent, with his functions administratively being coordination and supervision of non-teaching areas accepted as affecting pupil personnel, to be exercised in "service" to pupil, parents, the teaching and administrative staff, and community, yet with sufficient administrative status to effect the operation within the system, wherever needed, of the established policies and goals.

One of the major problems in administering pupil personnel services in a school system was to so define the areas of responsibility that the individual worker was not lost in the milieu of organization of the regular educational program. His identity must be kept on the threshold of worthwhile individual contacts with pupils, yet never bypass the all important relationship with teachers and building administrators.

Responsibilities Classified And Itemized

In summarizing, classifying and itemizing the data from the study, it could be recommended that the departmental organization include all services afforded by certified personnel not a part of the regular instruction. The following responsibilities were concluded to coordinate well in the area of pupil personnel services:

CHILD ACCOUNTING AND OFFICE RECORDS

1. Attendance
 - a. Exclusions, withdrawals and drop-outs
 - b. Tracers within and without the system
2. Child accounting; transfers; monthly, yearly and state reports
 - a. Registration approval; checking residence requirements
3. School enumeration or census
4. Centralization of all pupil accumulative personal folders and permanent records
 - a. Standardization of forms
 - b. Supervision of mechanized data processing
5. Tuition cases: private, receiving and sending

GENERAL CLINICAL AND SERVICE PROCEDURES

- 1. Conservation of human resources**
 - a. Supervision of medical staff; enforcement of state health code**
 - b. Health hygiene; physical examinations and records**
 - c. Dental hygiene; examinations and records**
 - d. Inoculation and immunization requirements and program; communicable diseases**
 - e. Visual screening**
 - f. Auditory testing**
 - g. Emergency first aid**
 - h. Safety and accident counseling**
 - i. School safety guards**
 - j. Future Nurses Club**
 - k. Cooperation with civil defense**
 - l. Inspection of sanitation facilities**
- 2. Identification of, education and therapy for handicapped children**
 - a. Transportation of handicapped children**
 - b. Speech training and correction**

GENERAL CLINICAL AND SERVICE PROCEDURES (Continued)

3. Identification and education of maladjusted children,
physically, mentally and/or emotionally
4. Child study program
 - a. System and group testing and measurement
 - b. Test scoring and interpretation
 - c. Testing special class children
 - d. Testing special cases
 - e. Diagnostic child study
 - f. Psychological and psychiatric services
5. Special classes for exceptional children
 - a. Retarded
 - b. Slow learning
 - c. Remedial reading
 - d. Intellectually superior
6. Home tutoring; summer tutoring
7. Indigent and relief cases
 - a. Identification
 - b. Donations, welfare funds; cooperation with welfare
agencies

GENERAL CLINICAL AND SERVICE PROCEDURES (Continued)

- 8. Guidance and counseling**
 - a. Conferences with pupil, parents, teachers, principals, and with parents and pupil**
 - b. Cooperation with building guidance programs**
 - c. Graduate assistance**
 - d. Aid for "quituates"**
- 9. Coordination of work with social agencies; staffing of cases**
- 10. Staff conferences; workshops; in-service training**
- 11. Severe behavior and disciplinary problems**
- 12. Job placement--part time and full time**
 - a. Liaison work with industry; apprenticeship training; related adult education**
 - b. Work permits**
 - (1) Enforcement of Child Labor laws**
 - (2) Job counseling**
 - c. Follow-up**
 - d. Vocational guidance, educational aids; use of aptitude tests**
- 13. School-home liaison and home investigations**

GENERAL CLINICAL AND SERVICE PROCEDURES (Continued)

14. School-court liaison; school-police liaison
 - a. Instituting court actions
 - b. Court appearances

GENERAL ADMINISTRATIVE STAFF DUTIES

1. Assigned research, surveys and studies
2. Enrollment projections; consultation re effect on
 - a. Faculty and staff requirements
 - b. Building requirements
 - c. Local school building boundary lines
 - d. Adjustment of class enrollments
3. Transportation of pupils
4. Consultation on curriculum, on guidance and counseling program
5. Representation on administrative council

GENERAL PUBLIC RELATIONS AND COMMUNITY ACTIVITIES

1. Participation in civic, social welfare and community groups
 - a. Sharing of background knowledge and training.
2. Organization and directing of participation in special community fund drives

GENERAL PUBLIC RELATIONS AND COMMUNITY ACTIVITIES (Continued)

3. Canteen supervision
4. Cooperation with authorities on juvenile problems, local, county, state and national
5. Preparation of publicity, reports, acceptance of speaking requests

It was realized that many school districts were unable and found it unnecessary to afford all the services ideally available for large school enrollments, which enrollments in themselves assure the necessity of coping with every type of problem.

Based upon the relative requirements and importance placed upon phases of pupil personnel services in the smaller school systems, and considering a school enrollment of 2, 500 or more, it might be recommended that the following minimum personnel might initiate and operate well within a department organization and share the non-teaching special service responsibilities:

Visiting teacher

Psychologist

Speech and hearing therapist

Medical staff - nurse

part-time doctor and dentist

Guidance counselor

Adjusted curriculum teacher

assisted by a secretary, and all responsible to a department director.

Organizational And Operational Recommendations

Organizational structures provide a concept of an effective means to secure administration and supervision that will provide operation and performance of the special service functions of the department. Each individual district must consider such factors as size of district, size of school enrollment, demand and need for services, and financial means, as well as the necessity for reflecting the basic policies, philosophies and goals of the administrative staff of the school system in contributing to the total welfare of its children and in augmenting the instructional aims of the teaching staff.

Supplementing the definition of functional organization as cited

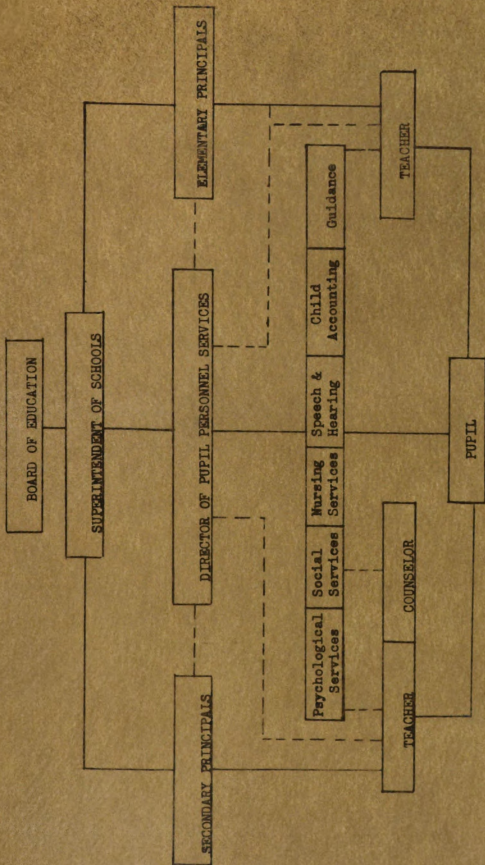
on page 133 of this chapter, from "Dictionary of Education,"⁴ to emphasize the attainment of cohesiveness and uniformity of procedure, perhaps a definition such as:

A complex integration of personnel and responsibilities whose relationship to each other is governed by their relationship to the whole, would encompass a sufficient latitude of procedure without losing sight of the focal point--the child.

Four organizational structures (Exhibits 1, 2, 3 and 4) are shown, presenting a coordination of the recommended areas of pupil personnel services within the administrative practices in use in school districts of various enrollments. As the study indicated that population size gave no correlated ratio of school enrollment, the charts were suggested for school enrollment sizes, though a combination of two or more might well provide a guide for any size school enrollment.

Exhibits 1 and 2 were suggested where the school enrollment was of insufficient size to justify assistant superintendents in charge

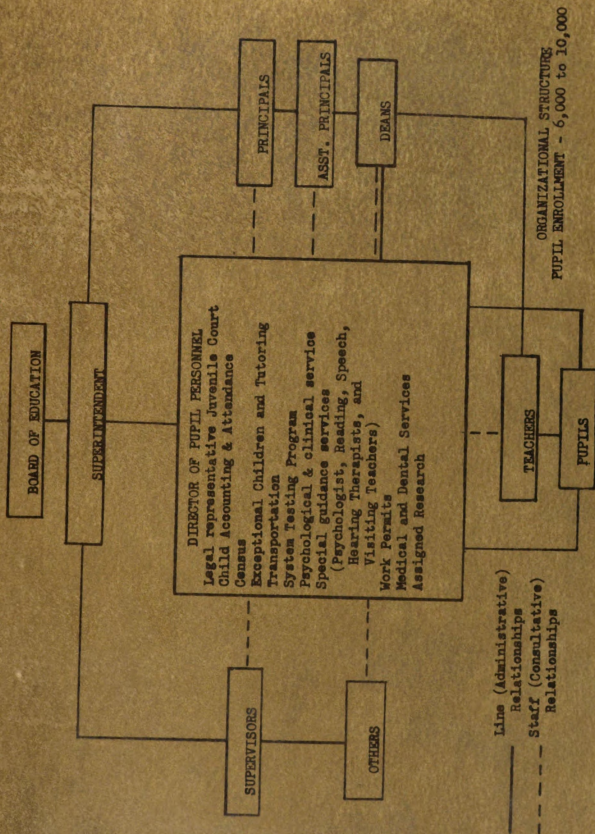
⁴Carter V. Good, Dictionary of Education (2nd ed.) (New York, Toronto, London: McGraw-Hill Book Company, Inc., 1959), p. 378.

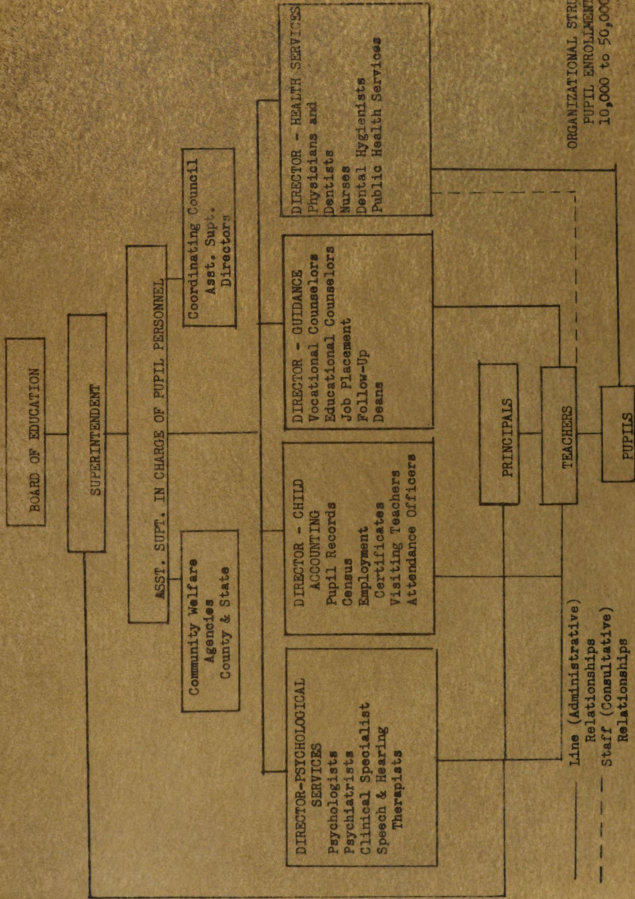


— Line (Administrative) Relationships

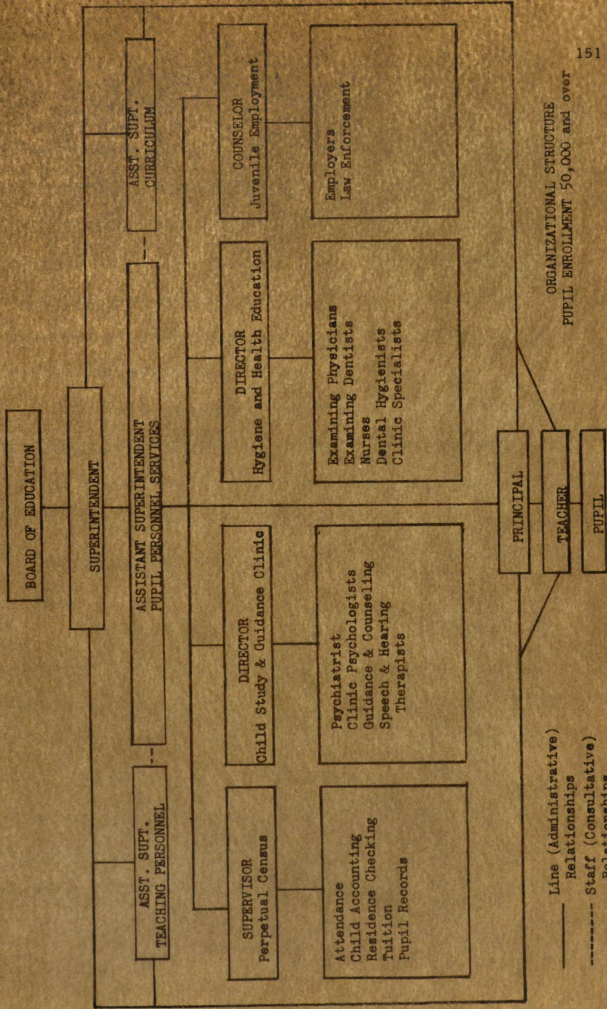
- - - Staff (Consultative) Relationships

ORGANIZATIONAL STRUCTURE
PUPIL ENROLLMENT - 2,500 to 6,000





ORGANIZATIONAL STRUCTURE
PUPIL ENROLLMENT
10,000 to 50,000



Line (Administrative)
 --- Relationships
 ----- Staff (Consultative)
 Relationships

ORGANIZATIONAL STRUCTURE
 PUPIL ENROLLMENT 50,000 and over

of the various departments of school administration, and might well serve where limited special services were afforded to children. Exhibit 1, suggested for 2,500 to 6,000 enrollment, seemed to be of value where a small school district was initiating or coordinating special service functions for pupil adjustment, having fewer defined responsibilities and less complicated organization, while emphasizing the connotation of service to the child.

Exhibit 2, suggested for 6,000 to 10,000 enrollment, suitable for a larger school enrollment, would serve well under strong leadership and coordination on the part of the superintendent, as the director of pupil personnel, principals, supervisors, and business manager are all of equal authority, subject only and directly to the superintendent.

Exhibit 3, suggested for 10,000 to 50,000 enrollment, while not showing all other administrative units of the system, suggested the relationship with the direct teaching staff and the means by which a community could be brought in and made a part of the program.

Exhibit 4, suggested for 50,000 and over school enrollment, depicted an administrative organizational structure of a large city school district, in which the general areas of responsibility were designated and that of the pupil personnel functions further detailed.

None of the above four exhibits was exactly like that of any district included in the study. However, with slight modification every district which responded to the questionnaire could be compared to one of the four. Titles and areas of responsibility differed, but the overall service was comparable.

One can assume from the research data that local conditions and administrative philosophy were determinants in the services afforded, rather than pupil needs, which in turn was reflected in the administrative and organizational structures.

General Recommendations Suggested By The Study

Terminology

1. That the term "Pupil Personnel Services" be adopted as the one most descriptive of the various special services afforded children in the public schools of the Tri-State area.

2. That the terminology of the various functions of pupil personnel workers be clarified to distinguish the work of:

- a. Visiting teacher and attendance officer
- b. Visiting teacher and school social worker
- c. Counselor and guidance worker
- d. Teacher of homebound and tutor

Training and Certification

1. That a committee of pupil personnel directors study and evaluate graduate courses of study in this field, and recommend what is needed for adequate training and preparation of pupil personnel workers.

At State Level

1. That the responsibilities of department organization be more clearly defined at state and school district levels.

2. That the many advantages of "team approach" with concomitant coordination of services be emphasized at the state level.

3. That children with physical or mental impairment should be under the direction of a state level special services division providing minimum standards in education for every child.

In view of the recognition that public school education today is more and more becoming responsible for the whole child and with every child, the demand and trend is toward ever increasing pupil personnel services and requirements of ever greater training of that specialized staff. It, therefore, behooves every one working in this field to learn whatever can be gleaned from the experience of others in order that he may fulfill the growing expectations of service.

VI. SUMMARY

The conclusions and recommendations of this chapter can be summarized as follows:

Approximately three-fourths of the responding districts had a department organization for those special services of the school system not directly a part of the regular instruction.

Between the school districts of smallest enrollment with their difficulty of efficient operation of such a department, and the districts of largest enrollment with the inherent dangers of over-departmentalization and lack of coordination, there seemed a range of approximately 6,000 to 40,000 school enrollment where such a department functioned both economically and effectively. It appeared that the special services, apart from the normal instruction, were inter-related and functioned most effectively if coordinated within such a department.

There was indication that uniformity of titles and terminology was desirable for purposes of communication, and that the department title most often used by respondents to the questionnaire, "Department of Pupil Personnel," served that purpose well.

In the greater number of school districts responding, the director of such a department was responsible directly to the superin-

tendent, and was considered an administrative assistant responsible for coordination, supervision and service within that area.

The size of the school enrollment was found to be a determinative factor in the organization of such a department of pupil personnel.

Responsibilities which might well be delegated to such a department, presuming the availability of an adequate staff and the provision of all major special services, were listed in a detailed outline. Minimum personnel to initiate such a department was also suggested.

Four exhibits of suggested organizational structures for varying enrollments were also made a part of this chapter.

The chapter concluded with generalized recommendations suggested by the study in addition to the individual recommendations of the respondents contained in Chapter IV.

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APPENDIX

APPENDIX

SPECIMEN FORMS

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QUESTIONNAIRE ON CERTIFICATION

BASIC QUESTIONS:

1. Does your State have a State Department of Pupil Personnel?
2. Does your State have a State Department of Special Services?
3. Does your State certify workers in Special Services under a different title?
4. Are certificates issued for the above responsibilities by the training institution?

YES NO

SPECIFIC QUESTIONS:

1. Does your State require certification for the following? If so, how much training? (Please check in square below)

	Yes	No	Less than 4 years	4 years training	More than 4 years	M.A. Degree	Teaching Certific.	Years Exper.	Clinical Experien.	Years Exp.	Any Other
a. School Psychologist											
b. Visiting Teacher											
c. Attendance Worker											
d. School Social Worker											
e. Speech & Hearing Therapist											
f. Pupil Personnel Worker											
g. Teacher Slow Learners											

QUESTIONNAIRE ON CERTIFICATION

SPECIFIC QUESTION (continued)

	Yes	No	Less than 4 years	4 years training	More than 4 years	M. A. Degree	Teaching Certific.	Years Exper.	Clinical Experien.	Years Exper.	Any Other
h. Teacher Physically Impaired											
1. Deaf											
2. Hard of Hearing											
3. Speech Therapist											
4. Blind											
5. Sight Saving											
6. Orthopedic & Epileptic											
7. Post Polio											
8. Cardiac & Aphasia											
TEACHER FOR:											
i. Home Instruction											
j. Guidance & Counseling											
k. Gifted Children											
1. Remedial Reading											

* 1. Does your City Public School System have a Department of Pupil Personnel?

- | | |
|----|---|
| 1. | Does your City Public School System have a Department of Pupil Personnel? |
| 2. | " " " " " " " " " Special Services? |
| 3. | " " " " " " " " require the teacher's certification of those appointed to the Pupil Personnel or Special Services Department? |

4. How many of the Personnel providing the services listed below are included in your Pupil Personnel or Special Services Department?

School Psychologist and Child Study Specialist	
Visiting Teachers	
Speech and Hearing Therapists	
Nurses	
Medical Staff	
School Social Workers	
Teachers of Slow Learners	
Teachers of Physically Impaired Children	
Teacher of Home Instruction	
Teacher of Gifted Children	
Teacher of Remedial Reading	
Guidance and Counselors	

*Note: Pupil Personnel and Special Services are terminology which often refer to the same department.

For purposes of clarification, the first two questions will determine the title which each system uses.

****Note:** Physically Impaired Children include the following:

Deaf -----Hard of Hearing

Blind-----Sight Saving

Orthopedic--- Epileptic

Post Polio ---- Aphasia

Cardiac ----- Severe Diabetic

5. Does the Pupil Personnel Department have a Philosophy of Education which differs from that of your school system? Yes ☐ No ☐

6. Indicate below the objectives and administrative functions of the department of Pupil Personnel.

a. Is this department accepted as a Service Department by your staff to facilitate the individual child's school adjustment? Yes ☐ No ☐

b. Do you evaluate this Service? Yes ☐ No ☐

1. What degree of relationship does this Service have to the Instructional Program?

Excellent	Good	Fair	Not Evaluated

7. Will you please check below the areas of responsibility for your Pupil Personnel department and the degree of service offered?

Department is responsible for:		Yes	No	Entirely	Some	Very Little	None
a.	Child accounting						
b.	Residence checking						
c.	Tuition approval						
d.	Attendance						
e.	Liaison work with Juvenile Court and/or Welfare Agencies						
f.	" " Home-Pupil-School Relationships						
g.	Research - Surveys - Studies						
h.	Testing						
i.	Case History Studies						
j.	Standardization of forms and records						
k.	Centralization of permanent records						
l.	Guidance and its functions						
m.	Physically Impaired Children						
n.	Transportation of physically Impaired Children						
o.	Mentally Deficient and Slow Learners						
p.	Gifted Children						
q.	Job Placement Service						
r.	1. For Drop Outs only						
	2. Follow Up						
r.	Public Relations						

8. Is the Director of the Department a member of the staff or a line officer?

Staff	Line Officer
<input type="checkbox"/>	<input type="checkbox"/>

9. To whom is the Director responsible? Supt. ☐ Asst. Supt. ☐ Principal ☐ Supv. ☐ Other ☐

10. Is Director an Administrative Assistant? Yes ☐ No ☐

QUESTIONNAIRE ON PUPIL PERSONNEL SERVICES

BASIC QUESTIONS:

1. What is the enrollment in your public school district?
2. Which special services are available to pupils in your district?

Other Certification		Teacher's Certification		Req.		SPECIAL SERVICES		YES	NO
YES	NO	YES	NO	YES	NO				
						School Psychologist and Child Study Specialist			
						Visiting Teachers			
						Speech and Hearing Therapists			
						Nurses			
						Medical Staff			
						School Social Workers			
						Teachers of Slow Learners			
						** Teachers of Physically Impaired Children			
						Teacher of Home Instruction			
						Teacher of Gifted Children			
						Teacher of Remedial Reading			
						Guidance and Counselors			

3. Does a specific department exercise supervision of each?

(a) Under what title? _____

*NOTE - Pupil Personnel and Special Services are terminology which often refer to the same department.

**NOTE - Physically Impaired Children include the following:

Deaf ----- Hard of Hearing
Blind----- Sight Saving
Orthopedic ----- Epileptic
Post Polio ----- Aphasia
Cardiac ----- Severe Diabetic

BASIC QUESTIONS (continued)

4. Do you favor special certification for these personnel?
5. In your opinion, should all Pupil Personnel or Special Service workers in a City Public School System be incorporated into one department?
6. If you have a special department, what are the administrative functions?
Supervision _____, Coordination _____, Service Policy _____, Other _____.
7. Does this department have a more "traditional" or a more "service" philosophy than the faculty in general? Traditional () Service ().
(a) Than the administrative staff of your school system?
Traditional() Service ().
8. Does this department emphasize the following?
(a) Facilitating individual child's school adjustment?
(b) Assist teaching staff in daily pupil relationship?
9. From whom does a referral for special services come? Teacher() Principal ()
Other ()
10. Does the department initiate the service and secure teacher cooperation?
11. Do the principals of each building make an evaluation report to assist you in judging the effectiveness of such a Department's work
12. Do you have a Director of Pupil Personnel Services?
(a) Do you have a Director of Special Services?
13. If "yes", - to whom is he directly responsible? Superintendent () Other ()
14. Would you classify him as an Administrative Assistant?

[illegible]

QUESTIONNAIRE ON PUPIL PERSONNEL SERVICES

BASIC QUESTIONS(continued)

15. Below is a list of duties frequently included in a Pupil Personnel Department,

(a) Will you please check those assigned to your Pupil Personnel or Special Service Department?

DEPARTMENT IS RESPONSIBLE FOR:					YES	NO	ENTIRELY	SOME	VERY LITTLE	NONE
a.	Child accounting									
b.	Residence checking									
c.	Tuition approval									
d.	Attendance									
e.	Liaison work with Juvenile Court and/or Welfare Agencies									
f.	Liaison work with Home-Pupil-School Relationships									
g.	Research - Survey - Studies									
h.	Testing									
i.	Case History Studies									
j.	Standardization of forms and records									
k.	Centralization of permanent records									
l.	Guidance and its functions									
m.	Physically impaired children									
n.	Transportation of Physically Impaired Children									
o.	Mentally Deficient and Slow Learners									
p.	Gifted Children									
q.	Job Placement Service									
	1. For Drop Outs Only									
	2. Follow Up									
r.	Public Relations									

16. What additional duties would you assign such a department?

(a)

(b)

(c)

(d)

QUESTIONNAIRE ON PUPIL PERSONNEL SERVICES

BASIC QUESTIONS: (continued)

17. If you now have no separate department for such services, do you plan any change to a department responsibility?

YES	NO
<input type="checkbox"/>	<input type="checkbox"/>

18. What are your recommendations for improving Pupil Personnel Services to:

(a) Benefit the pupil?

(b) Assisting further the teaching staff?

(c) Assisting Administrative Staff?

(d) Improvement of Public Relations in your school district

Euclid Board of Education

23131 LAKE SHORE BOULEVARD

EUCLID 23, OHIO

172

Department of Pupil Personnel
Leonard B. Voorhees, Director

Dear Mr.

Your school system has been chosen to participate in a survey of all Special Services afforded Public School children in the Tri-State area of Michigan, Indiana, and Ohio. This survey is part of the requirements for the completion of the doctoral program in the Graduate School of Michigan State University and will include both a questionnaire and limited personal visitation. Your answers to the questions submitted, together with your comments and recommendations will be of great help in establishing minimum standards of certification and for such services to children, their parents, the teachers, and the administrative staff (personnel).

It will be the purpose of the survey to record the existing services in each of the ninety-three public school districts chosen in terms of their local resources. Later, a comparative analysis will be drawn from these data and offered in the form of a composite, workable program - a copy of which will be available for each of the participating school districts.

Your cooperation and recommendations will be of inestimable value to the completion of the survey.

Sincerely yours,



Leonard B. Voorhees,
Director Pupil Personnel

LBV/ah


NOTE - The specific terminology used may differ between districts. However, for purposes of clarification and unification, the terms Pupil Personnel and Special Services are synonymous.

LBV

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