Western Michigan University

ScholarWorks at WMU

8-1977

An Analysis of the Role of the Principal in a Selected Middle School

Susan B. Weybright
Western Michigan University

AN ANALYSIS OF THE ROLE
OF THE PRINCIPAL IN A
SELECTED MIDDLE SCHOOL

by

Susan B. Weybright

A Project Report
Submitted to the
Faculty of The Graduate College
in partial fulfillment
of the
Specialist in Education Degree

Western Michigan University
Kalamazoo, Michigan
August 1977

ACKNOWLEDGEMENTS

With deepest appreciation I acknowledge the inspiration and counsel of Professor Carol F. Sheffer. She has taught and advised me with consistent wisdom as I have pursued my graduate study in the Department of Educational Leadership at Western Michigan University, and her assistance in this project has been invaluable. She and Professor William P. Viall have given encouragement and have contributed many helpful suggestions in the preparation of this manuscript. I am grateful to Superintendent Thomas D. Terry and Principal James J. Galt, who so capably supervised my field experience in the Middlebury Community Schools. Without the assistance of these persons and others at Western Michigan University, this project would not have been possible; however, mine is the sole responsibility for what is written here.

Susan B. Weybright

ii

INFORMATION TO USERS

This material was produced from a microfilm copy of the original document. While the most advanced technological means to photograph and reproduce this document have been used, the quality is heavily dependent upon the quality of the original submitted.

The following explanation of techniques is provided to help you understand markings or patterns which may appear on this reproduction.

1. The sign or "target" for pages apparently lacking from the document photographed is "Missing Page(s)". If it was possible to obtain the missing page(s) or section, they are spliced into the film along with adjacent pages. This may have necessitated cutting thru an image and duplicating adjacent pages to insure you complete continuity.

2. When an image on the film is obliterated with a large round black mark, it is an indication that the photographer suspected that the copy may have moved during exposure and thus cause a blurred image. You will find a good image of the page in the adjacent frame.

3. When a map, drawing or chart, etc., was part of the material being photographed the photographer followed a definite method in "sectioning" the material. It is customary to begin photoing at the upper left hand corner of a large sheet and to continue photoing from left to right in equal sections with a small overlap. If necessary, sectioning is continued again — beginning below the first row and continuing on until complete.

4. The majority of users indicate that the textual content is of greatest value, however, a somewhat higher quality reproduction could be made from "photographs" if essential to the understanding of the dissertation. Silver prints of "photographs" may be ordered at additional charge by writing the Order Department, giving the catalog number, title, author and specific pages you wish reproduced.

5. PLEASE NOTE: Some pages may have indistinct print. Filmed as received.

University Microfilms International
300 North Zeeb Road
Ann Arbor, Michigan 48106 USA
St. John's Road, Tyler's Green
High Wycombe, Bucks, England HP10 8HR

MASTERS THESIS   13-10,446

WEYBRIGHT, Susan B., 1940-
    AN ANALYSIS OF THE ROLE OF THE PRINCIPAL
    IN A SELECTED MIDDLE SCHOOL.

    Western Michigan University, Ed.S.,
    1977
    Education, administration

Xerox University Microfilms, Ann Arbor, Michigan 48106

TABLE OF CONTENTS

LIST OF TABLES

INTRODUCTION

Within the school organization a variety of processes affect and are affected by the position and actions of the principal. Proceeding from the premise that the principal's role cannot be understood or described independently from its diverse influences, this study focuses on some major sources which help to determine the principal's role. As role expectations are revealed, they offer alternatives to the principal which are characterized by various degrees of restrictiveness. These alternatives permit the role to be partially defined by the principal him/herself. This study reviews both limits and latitude allowed the principal as the role is established by organizational forces; it also explores the effects of some principal responses.

This project is developed from an internship experience in the Middlebury Community Schools, Middlebury, Indiana, during January and February, 1977. One week was scheduled in the central administration offices under the supervision of Dr. Thomas D. Terry, Superintendent of Schools. The remainder of the time was supervised by Principal James J. Galt at the Heritage Middle School. The interpretation of the principal's role as it is presented here is derived from selected incidents and information provided by this internship.

The internship prospectus was organized around contacts with several major sources contributing to principal role definition. The section "Human Elements Within the School" described experiences for exploring perceptions and activities of students and teachers.

1

Of the objectives outlined, some related directly to interaction with the principal. Others related to curricular or organizational practices which affected the principal's leadership responsibilities. These experiences are described and analyzed in Chapters One and Two, "The Principal and Student Personnel" and "The Principal and the Teaching Staff." Chapter Three was developed from the prospectus source "Nonhuman Elements within the School." Its topic, "The Principal and Key Administrative Services," treats aspects of the principal role determined by legal and managerial requirements. Another source identified in the prospectus was "Central Office." This is examined in the fourth chapter, entitled "The Principal and Central Administration"; it deals with the principal and his role in the administration of the entire school system. The fifth chapter, "The Principal and the Community," is developed from prospectus objectives concerning community expectations of the school. Principal expectations are deduced from what is identified therein.

During the internship, opportunities for observation involved a variety of references for role-definition. These included teachers in classroom settings, in conferences on student performance, in team planning meetings, and in formal discussions with the superintendent. Administrative behavior was observed in leadership team meetings, board meetings, and meetings with teachers. There were also occasions to observe the principal in formal and informal interaction with students, parents, and staff. A shadow study of a seventh grade student complemented frequent observations of students in groups.

Supervisory experience involved students in study hall

and teachers in an orientation planning committee. The task of compiling a guidebook which described details of the Heritage program concomitantly supplied information regarding the principal's role in curriculum design and development. Additional contributions were formal and informal interviews of students, teachers and other staff, the superintendent, and the principal.

Some data were provided by formal inventories of students, teachers, and community members. A 205-item survey designed by the Heritage guidance counselor was administered to all sixth and eighth graders at the beginning of the school year. It centered on student attitudes about themselves, the staff, and the school program. Other student responses were provided by a group of thirty eighth graders who responded to open questions devised by the intern. Questions related to the meaning of education, personal values, educational priorities, and the perception of the principal role. Another source was the Study of Educational Goals which was administered by the Middlebury Community Schools during the first semester of the school year. This provided information on the educational goal priorities of community representatives, teachers, and administrators. Eighteen goals were ranked by priority and the school system was given a performance rating for each. An opinion survey designed by the superintendent obtained community appraisal of past direction, present and future needs, and school management in general. The data provided information on participants' perception of the educational purpose of the school, a crucial source of principal role expectations. Certain documents and formal records also contribute to role

definition. Those studied were selected policy statements of the Middlebury Community Schools Board of Education, Middlebury Community teachers' contracts, the corporation's Cooperative Program for Teacher Evaluation, the system's accounting forms, and Heritage student progress report forms.

It was expected that information gleaned from the above contacts would yield understandings of the principal's role as it is influenced by five chief sources: students, teachers, school organizational structure, central administration, and the community. Because each of these sources contains extensive possibilities for principal inter- action, it was not feasible to prepare an exhaustive survey of the forces shaping role expectations. This project is confined to an analysis of selected elements which represent typical and crucial influences from each of the five sources. It is as broad as the sources identified, but it does not investigate the influences of the broader social system which has ordained the existence of prin- cipalships. It is fundamentally limited to expectations applicable to principals in the Middlebury Community Schools and to the role of the Heritage Middle School principal in particular. While the five sources selected for influence on role definition are inherent in any principalship, the samplings provided by this project are restrict- ed to one situation. Therefore, generalizations about the principal's role must be limited to situations possessing characteristics compar- able to those described in the following analyses.

Except where footnoted the material herein represents the impressions, opinions, raw data, and analysis of the writer; the

product is based on the writer's internship experience at Heritage

Middle School. In addition, it represents a fusion and a synthesis

of the daily log which is not included with this document, but is

located in the intern's departmental file.

In the paper, the term "principal's role" refers to the organiza-

tional position of theprincipal and the functions performed therein.

The diverse expectations identified are gathered under the rubric

"The Principal's Role."

PROSPECTUS FOR INTERNSHIP OF SUSAN B. WEYBRIGHT

SPONSORING ORGANIZATION: Middlebury Community Schools
                                Heritage Middle School

FIELD SUPERVISORS: Dr. Thomas D. Terry, Superintendent of Middlebury
                            Community Schools, and Mr. James J. Galt, Principal
                            of Heritage Middle School

UNIVERSITY ADVISOR: Dr. Carol F. Sheffer, Western Michigan University

MAJOR FOCUS OF EXPERIENCE: Concepts and Skills of a Middle School
                                       Principalship

DURATION: Six weeks, commencing January 3, 1977

RATIONALE:

Contemporary society is characterized by increasing change, and
the educational institutions which our society has established are
greatly affected by the changes of technological and social innova-
tions. The public school is created by society but it also interprets
society. For the members of a school organization the effect is to
be in the position of being shaped by the environment, yet remaining
a contributor to the environment which does the shaping. These dynam-
ics are basic to the transactional processes described in the social
systems theory of Getzels and Guba.[1] As the role for one member
changes, the roles of other members are modified.

In the case of the principalship the position is pivotal. The
principal performs according to what s/he understands to be the ex-
pectations of those with whom s/he interacts, knowing that his/her

---

[1]Getzels, J.W. and Guba, E.G., "Social Behavior and the Admin-
istrative Process," The School Review, vol. 65, 1957, pp. 423-441.

6

performance will be judged according to the expectations of those others. There are a variety of persons who are responsible to the principal and to whom the principal is responsible. Hierarchical relationships are yielding to teamwork concepts but the character of the organization retains definite expectations of accountability, and in the school organization the principal's responsibilities derive from a diversity of expectations.

Sources of these expectations include students, teachers, non-teaching staff, central office personnel, parents, the community in general, and society at large. It is changes within these sources that are changing the principal's role. Faber and Shearron give three reasons for change in the role of the principal in the last two decades: changing values of the American people, changes in administrative theories and practice, and changes in the schools themselves.[2] Changes within the schools include increase in enrollment, increase in professionalism of teachers, increase in tasks expected by the public, and changes in organizational patterns.[3]

The faded image of headmaster has been the result of increasing strength in the roles of other organizational members, so that to a great extent the principal's role has become a dependent one, both in theory and practice. Technology and social change have been actively moving the school organization from past formal and

---

[2]Faber, Charles F. and Shearron, Gilbert, Elementary School Administration,(New York: Holt, Rinehart and Winston, 1970), p. 332.

[3]loc. cit., pp. 338-341.

departmentalized structures to more fluid and open patterns. Nonhuman sources contributing to the principal's role definition are these new organizational patterns in conjunction with changes in curricula, materials, and techniques.

The Heritage Middle School in Middlebury, Indiana, was introduced into the system of the Middlebury Community Schools in January, 1976. One of the innovations of organizational change has been middle schools such as this one. At Heritage a new group of students, new staff personnel, and the principal are actively shaping their own and each other's roles. Likewise, there is considerable activity directed toward reducing unfamiliarity these persons may feel toward the nonhuman elements of this new organization.

A significant contribution to the interpretation of these role expectations has been the data collected from a Phi Delta Kappa Educational Goal Assessment Model which was administered to different elements of the school system during the fall of 1976. The purpose of the model is to establish priorities among eighteen given educational goals. It was administered to teachers, administrators, school board members, high school students, and randomly selected community citizens. The internship will include opportunity to assess these data.

It will also offer the opportunity to observe and experience the role requirements of a middle school principal in a situation in which the defining process is necessarily very active. Four general areas influencing the principalship will be considered: (1) A major focus will involve the principal's responsibilities to the human elements within the school: students, teachers, and nonteaching staff. (2) A

second focus, also within the school, will involve nonhuman forces

such as the instructional program and school management procedures.

(3) The interaction between the principal and the central office will

provide a perspective of the principal's duties in relation to the

school corporation. (4) The school-community relationship will afford

a view of the obligations and activities expected by local citizens,

including parents of students. It is anticipated that direct contact

with elements of each of these four areas will provide a composite

of the most significant role-expectations which form the responsibil-

ities of a middle school principalship.

PROFILE FOR INTERNSHIP EXPERIENCE

I. Human Elements within the School

GENERAL OBJECTIVES	LEARNING EXPERIENCES AND CONTACTS	EVIDENCE OF TERMINAL SKILLS
	The intern will . . .	The intern will be able to . . .
1. To identify value areas important to middle school students.	discuss with students what they prize for themselves, their school, and society; observe the school program for activities which reflect student values.	relate some of the values of middle school students to various aspects of the school program.
2. To identify the role of the Student Council in curricular activities.	compile a list of activities in which the Student Council cooperated during the past year; read policy statements regarding Student Council responsibilities and limitations.	describe areas of the curriculum which are determined or influenced by the Student Council.

3. To recognize the exigencies of managing undesirable student behavior.	interview the parties involved in one or more incidents needing disciplinary intervention and discuss with the principal procedures for solving the problem(s).	suggest appropriate corrective measures for incidents requiring student disciplinary action.
4. To understand the primary functions of the guidance program.	analyze data from the Educational Goal Assessment Model and student inventories; list all activities described by the guidance counselor as comprising the guidance program.	utilize priority goals of students, staff and community to evaluate activities of the guidance program.
5. To determine factors which should be considered in planning in-service activities for a group of teachers.	observe preparations for a teacher in-service day and participate in the activities; discuss the value of the activities with teachers and the principal.	discuss criteria for developing successful teacher in-service activities.
6. To select appropriate procedures and agenda for faculty meetings.	observe faculty meetings; note topics discussed, participants involved, and source of final decisions.	analyze the content of items discussed at faculty meetings for responsibilities allotted to administration and teaching staff.
7. To recognize factors which are critical to the success of teacher observation.	cooperatively develop, implement, and evaluate a procedure for observing teachers in the classroom.	describe characteristics of a specific plan for observing the instructional practices of teachers.

8. To acquire an understanding of the varied expectations and responsibilities of the different positions on the school staff.	study job descriptions and policy statements regarding duties of all staff positions; discuss with the principal his expectations for various staff members.	describe the major job requirements of any position on the school staff.
9. To understand the processes of interaction between the principal and various members of the school organization (staff and students).	observe dialogue between the principal and teachers, other staff, and students.	apply theories of administration to principal behavior in examples of interactions with school personnel.
10. To be informed on matters concerning the processes of collective negotiations.	locate memoranda or other publications which explain Indiana law on negotiating; discuss implications of the law with the superintendent and principal.	interpret current legislation regarding teachers' rights and administrators' obligations in acts of collective negotiations.
11. To understand the terms and intentions of teachers' contracts.	acquaint herself with the content of contracts for teachers at different levels of the system; discuss the contracts with the principal or superintendent.	interpret stipulations common to the contracts of all teachers in the school system.

II. Nonhuman Elements within the School

GENERAL OBJECTIVES	LEARNING EXPERIENCES AND CONTACTS	EVIDENCE OF TERMINAL SKILLS
	The intern will . . .	The intern will be be able to . . .
12. To identify the steps involved in schedule-building.	analyze the school's master schedule and discuss with the principal the means of establishing schedules.	describe some determinants in organizing schedules; explain the sequence involved in building schedules.
13. To discern the critical features of a system for maintaining student personnel records.	examine a variety of records for form and content; discuss with the guidance counselor and principal the procedures for reporting, recording, filing, and destroying records.	describe the school's system for maintaining student records and provide the rationale for the procedures involved.
14. To be cognizant of the law concerning maintenance and content of student personnel records.	locate references explaining current legislation on students' rights and school record-keeping; discuss implications of such laws with the principal.	explain the effects of current legislation on access procedures to and content of information in student personnel records.
15. To identify several basic concerns which affect the school curriculum.	discuss the subject of curriculum revision/development with the principal and experienced teachers; identify the issues which they regard to be most relevant according to their experience.	state some general guidelines on the practicable aspects of developing or evaluating a curriculum.

16. To identify methods of evaluating progress of the individual student and the school organization.	study samples and recorded results of standard evaluation instruments used by the school; inquire of the principal what evaluation procedures are most influential in determining student placement and assessing organizational achievement.	discuss typical evaluation procedures which could be used for (1) determining pupil placement and (2) directing change in the curriculum.
17. To be acquainted with procedures for handling requisitions for materials/equipment.	view all the forms used by both staff and office personnel in materials requisition; discuss with the principal the necessity for information required when a request is under consideration.	detail the steps for purchasing materials, indicating sources for granting requests and considerations involved in granting requests.
18. To be acquainted with accounting procedures and other aspects of business management.	examine samples of all the types of records in the school's accounting system; note the methods of filing and bookkeeping; discuss with the principal the extent of his liability in handling monies.	interpret fundamental routines in the school's accounting procedures, indicating those dealing with the principal's accountability.
19. To identify the major responsibilities of the principal in supervising the school's physical facilities.	tour the buildings and grounds with the custodian; discuss with the custodian and the principal those features of the plant which they regard as most crucial for (1) successful operation of the school program and (2) the health and safety of the students.	delineate critical items of the school plant which should be personally inspected by the principal at regular intervals.

20. To identify some salient features of a quality school library.	visit the library; discuss library facilities (real and ideal) with the librarian; discuss library budget needs with the principal; locate criteria for evaluating a school library from a recognized source of authority.	discuss some features pertinent to a school principal's appraisal of library services.

III. Central Office

GENERAL OBJECTIVES	LEARNING EXPERIENCES AND CONTACTS	EVIDENCE OF TERMINAL SKILLS
	The intern will . . .	The intern will be able to . . .
21. To identify the expectations a school superintendent holds for the school principals.	interview the superintendent regarding his expectations for building administrators; view a formal statement of duties of principals in the school system.	provide a job description for principals which is based on the perspective of the superintendent.

IV. Community

GENERAL OBJECTIVES	LEARNING EXPERIENCES AND CONTACTS	EVIDENCE OF TERMINAL SKILLS
22. To identify value-orientations which characterize the community served by the school system.	The intern will . . . secure data of community priorities from the Educational Goal Assessment Model.	The intern will be able to . . . summarize the predominant value-orientations of the community and classify them according to a values theory.

23. To conceptualize the community's image of the role of the school principal.	discuss with the principal the implications of community priorities revealed by the data from the Educational Goal Assessment Model.	apply the community's stated expectations for the schools in developing a list of expectations which it holds for its schools' principals.
24. To identify local variations of educational goal priorities within the larger community.	arrange data from the Educational Goal Assessment Model according to the geographical sub-publics of the Middlebury community.	compare the educational expectations of the communities served by each of the elementary schools with one another and the community as a whole.
25. To understand a variety of methods used in reporting student progress.	discuss the system of reporting with the school principal, focusing on methods and scheduling.	discuss advantages and disadvantages of the most frequently used methods of reporting student progress.

I. THE PRINCIPAL AND STUDENT PERSONNEL

Introduction

Schools exist to prepare society's immature members for the intelligent and responsible behaviors expected of them. Although students lack some socially desirable understandings and skills, they do not come to school without having developed values and opinions based on previous observations and experience. Student influence and perspective on formal educational opportunity is the main focus of this chapter. It is developed from Objectives 1-4 of the internship prospectus.

The chapter begins with a discussion of the values indicated by Heritage Middle School students. Interviews and written surveys provided the means of identifying student value-indicators. In this study the term "values" refers to ideals and actions regarded (by students) as more significant and worthwhile than competing values and actions. There is no attempt to define values in a specific individual sense; instead, the search has been for _indicators_ of areas of values common to students. Neither has there been an attempt to discriminate between value-indicators as the result of current developmental needs or intentional choices. The purpose of this study has been to determine the value orientations of the student who is the candidate for learning.

The value-indicators indentified are then used as bases for assessing the Heritage curricular program. The program is examined

16

for evidence that characteristics congruent with the expressed value-indicators are present. From this a concept has been derived of the program means of relating to general student values.

The objectives and activities of the guidance department are analyzed in greater detail than the general curricular program. This is because the guidance counseling function plays a key role in determining fulfillment of student needs. In this analysis educational goals are considered a legitimate expression of external and internal student needs. Target goals established from priorities identified in the Middlebury Community Study of Educational Goals provide the criteria for relevancy. The major program emphases are examined for their contributions to these target goals.

A review of selected characteristics of the Heritage Student Council discusses the role of student authority and the students' perception of Council members' ability to handle authority. Council activities are evaluated for their effects on student development and for their contribution to goal achievement.

The remainder of the chapter deals with the principal's responsibilities in the area of student management. This facet of the principal's role is examined first for its organizational and legal responsibilities. Next, some of the exigencies in managing behavioral problems are presented. Also considered is the principal's role in responding to student violence, including the place of physical restraint. The role of student responsibility in behavior management is examined briefly. This is supplemented with a presentation of the principal's role as perceived by some Heritage students. Finally, a

list of procedures for student disciplinary interviews provides a
framework for enhancing student development within organizational
limitations.

Student Values

Heritage student values

To state the value-areas of a particular group of middle school
age students requires a certain amount of knowledge and a certain
degree of presumption. Knowledge of the needs and characteristics of
this age group enables interpretation of their responses while pre-
sumption permits positive conclusions. Even a comprehensive values
study would be tentative due to its personal and modulating sources.

What is presented here may be treated as value-indicators of the
Heritage student. That is, the areas identified have been suggested
by student comment, but behaviors have not been recorded to identify
comment-behavior parallels. Further, most of the sampling was limited
to a small group of students whose spontaneous responses may have
omitted topics that would have been chosen had they been suggested.

Three population sources contributed to the identification of
these value-areas. One was a group of students who were interviewed
individually on topics considered relevant to the school program.
Another group consisted of eight seventh graders and twelve eighth
graders who provided oral responses from which questions asked to a
second group were designed. This second group of thirty eighth
graders wrote responses to a set of questions which explored school
curricula in general and Heritage curricula in particular. Other

questions explored personal values and sources of influence, and conceptions of the principal's role.

Some degree of credibility of the above-described survey was established by comparing results with an earlier student survey conducted by the guidance counselor. This guidance-sponsored survey was administered in November 1976 to 189 sixth graders and 175 eighth graders. It was a five-position opinionnaire, which provided for student assessment of the curricular program of the school, and also included specific items that related to values.

In both student interviews and written responses there were five topics which were examined:

(1) The merits of being educated.
(2) Personal interests and concerns.
(3) Positives and negatives of their own school.
(4) Capabilities of the Student Council.
(5) Desirable characteristics for a school principal.

The first two topics were more reflective of personal values while the remaining ones yielded a rudimentary evaluation of school opportunity according to student standards.

Opinions regarding the merits of education

The topic dealing with the merits of being educated had three facets: (1) the importance of formal education, (2) informal learning in the school situation, and (3) consideration of a situation requiring a priority choice between cognitive and affective learning.

In discussing the pros and cons of being educated, students strongly agreed that some sort of formal education was essential. When asked which should be the last subjects to be dropped from the

school curriculum there was a consensus for math and language arts.
Twenty-three of the thirty written responses named these subjects.
Only one of the thirty did not include mathematics. The interviewed
students mentioned these subjects more than four times as often as
any others. Their responses are shown in Table 1.

Table 1

Student Opinion on Merits of Education: Formal Learning Priorities

Item: List the three most important subjects the schools teach.

Written Responses (thirty students):

Math 29
Language Arts 23
Social Studies 15
Practical Business . . . 9
Science 5
Industrial Arts 4
Physical Education . . . 4
Art 1

Item: What are the last two subjects which should be dropped from
a school schedule?

Oral Responses (nineteen students):

Reading and Writing . . 19
Math 10
Social Studies 5
Other 4

The written responses also specified some informal learnings
fostered by the school. The replies were diffuse, but of the fifty-
two mentioned items, thirty-nine could be classified in the realm of
social behavior. Typical comments were "get along with different
people," "make friends," and "learn how to behave." Remaining items

were chiefly of three categories: how to play games, orientation to the building, and sex information. See Table 2.

Table 2

Student Opinion on Merits of Education: Informal Learning Experiences

Item: Tell about something you have learned in school which has not
      been a scheduled subject.

Open written responses (twenty-seven students):

```
        *Make friends . . . . . . . . . . . . . . . . . . 7
         Games  . . . . . . . . . . . . . . . . . . . . . 6
        *Manners  . . . . . . . . . . . . . . . . . . . . 6
        *Get along with different people  . . . . . . . 5
        *Sex  . . . . . . . . . . . . . . . . . . . . . . 4
        *How to talk with others  . . . . . . . . . . . 3
         School song . . . . . . . . . . . . . . . . . . 3
        *How to get along with opposite sex . . . . . . 3
        *How to behave  . . . . . . . . . . . . . . . . . 3
        *What not to do . . . . . . . . . . . . . . . . . 3
        *Stack lockers, break pencils . . . . . . . . . 2
         Drugs  . . . . . . . . . . . . . . . . . . . . . 1
        *How to tell when in love . . . . . . . . . . . 1
        *Get around teachers  . . . . . . . . . . . . . 1
        *Different rules of life  . . . . . . . . . . . 1
         Find way around building . . . . . . . . . . . 1
         Care for school  . . . . . . . . . . . . . . . 1
```

*Social behavior

To gain some sense of priority for cognitive versus affective learning, the students were asked what a teacher should do in a second grade reading class if two students began to hit each other during "a very important lesson." Responses are recorded in Table 3, page 22. There was a choice between stopping the lesson to help the students with their behavioral problems or separating them and promptly resuming the lesson. The interviewed students were evenly

divided in their opinions. Nineteen (two-thirds) of the group writing answers favored taking time for a lesson in self-management, and some of these provided rationale indicating that such behavior jeopardizes learning.

Table 3

Cognitive-Affective Learning Priorities

Item: What should a teacher of a second grade class do if two students begin to hit each other during a very important reading lesson?

	Oral Responses	Written Responses	Total
Stop the lesson and discuss the problem with the students	6	10	16
Quiet the students and promptly resume the lesson	6	19	25

Responses relating to student values

The topics of personal interests and concerns pertained to what students considered significant in life without particular attention to the school setting. Areas probed included: (1) use of leisure time, (2) desirable personality traits, (3) subjects discussed with significant others, and (4) private thoughts.

The first area for values-identification addressed leisure time spent with others and alone. There was no limit to the number of activities a person could list. Written response identified a total of forty-six activities in time spent with others. A classified

listing of these is in Table 4.

Table 4

Student Values: Use of Leisure Time with Others

Item: Write two sentences telling what you do in your spare time
(1) with others; (2) alone.

Open written responses of twenty-eight students:

	Physical Stimulation	Social/ Intellectual Stimulation
Structured Activity (28)	skate ride horses launch rockets hunt play games play basketball (3) ride bike (3) walk swim (2) play pool (2) play football (2) play tennis play baseball go camping	go to games watch TV (2) play cards go out on date work on engines
Unstructured Activity (18)	play outdoors (2)	make out (2) goof off (2) talk on phone go to mall mess around talk (3) ride around walk around and talk be smart cruise (2) go places
(46)	(24)	(22)

In analyzing activities for observable objectives, twenty-eight
of them could be said to have an identifiable purpose (structured
activity): basketball, football, watching television, horseriding, etc.
The remaining eighteen activities seemed to have more obscure objec-
tives (unstructured activities). Included in this group were responses
such as "goofing off," "talking," and "riding around." The listings
were also grouped according to the apparent stimulation they provided.
Twenty-two seemed to offer primarily social or intellectual stimula-
tion and twenty-four were classified as physical in nature. Reported
use of solitary time is recorded in Table 5, page 25. Of the forty-
seven activities reported, forty indicated a recognizable outcome and
thirty-seven provided primarily intellectual stimulation.

A second value-area examined was friendship. See Table 6, page
26. The interviewed students named trustworthiness, honesty and
openness, and kindness as qualities most prized in a friend. In
written responses, the two characteristics most frequently mentioned
were being "nice" or kind, and having similar interests. Other
written responses were diverse and no one quality represented the
majority.

Based on the assumption that people discuss what they value
with those with whom they are close, discussion topics provided
another source of value-indicators. The students were asked to make
three lists naming what they discuss with parents, teachers, and
friends. Topics are listed in Table 7, page 27. School was the
number one item students discussed with both teachers and parents.
Twenty of the students discussed school-related matters with teachers;

Table 5

Student Values: Use of Leisure Time Alone

	Physical Stimulation	Social/Intellectual Stimulation
Structured Activity (40)	work cook or bake ride motorcycle wash hair play pool play basketball bike (2)	build models (5) watch TV (7) listen to radio, tape listen to music read a book (9) forecast weather listen to records (3) draw (2) do artwork study nature tie-dye
Unstructured Activity (7)	sleep lie in sun	sit in park sit and think stay in room talk on CB talk on phone
(47)	(10)	(37)

Table 6

Student Values: Qualities Prized in Friendship

Item: What do you like about your best friend?

Oral Responses (nineteen students):

    Trustworthiness 4
    Openness and honesty . . 4
    Kindness 2
    Other 9

Written Responses (twenty-seven students):

    Nice, pleasant, kind 8
    Similar interests 7
    Speaking habits 2
    Funny 2
    Respects others 2
    Trustworthy 1
    Skills 1
    Serious 1
    Unpopular 1
    Popular 1
    Honesty 1
    Even-tempered 1
    Sassy 1

Table 7

Student Values: Topics Discussed with Significant Others

Item: Make three lists, one for parents, one for teachers, one
      for friends. Write at least one thing you discuss with each.

Written responses (twenty-eight students):
      (Number indicates times mentioned.)

Discuss with Parents	Discuss with Teachers	Discuss with Friends
School (9)	School (20)	Opposite sex (14)
Nothing (5)	Nothing (9)	Sports, hobbies (10)
Problems (3)	Sports, hobbies (4)	School (7)
Opposite sex (3)	Self (1)	Problems (6)
Friends (3)	Problems (1)	Anything (4)
Work (3)	Opposite sex (1)	Nothing (4)
Sports, hobbies (5)		Activities (1)
Food (1)		Old times (1)
How to do things (1)		Money (1)
Respect (1)		Self (1)
Finances (1)		How to do things (1)
Anything (1)		Ball games (2)
Home (1)		

of these, four mentioned other topics as well. Nine students indica-
ted that they discuss nothing with teachers. Regarding parents,
nine students reported that they discuss school and five replied
that they discuss nothing. The most popular subject discussed with
peers was boy-girl relationships (including sex); this was noted by
ten of the students. School, sports, and "problems" were frequently
mentioned, with a variety of fourteen subject areas in all. (Inter-
viewed students did not respond to this particular topic.)

A fourth area of values-identification sought to uncover private
thoughts which may seldom be discussed with anyone. During the inter-
view students were asked what they think about when they are alone.
Students writing their responses completed the sentence "I wonder if/
about . . ." Since some students identified more than one theme,
tabulated responses outnumber students participating. In the combined
groups there were seventy-five individual themes identified. Table 8,
page 29, distributes the data according to immediate and future
orientations. Thirty-seven were classified as oriented to the present
and thirty-eight as future-oriented, evidencing about equal concern
for imminent needs and teleological thoughts.

Conclusions

A composite of the inclinations of these students must be formu-
lated carefully; the gamut of activities, personality preferences, and
subjects of discussion here described speak for their diverse interests.
(The interest range of a larger and more heterogeneous sampling
predictably would be greater.) A priority in operating a school

Table 8

Student Values: Private Thoughts

Item: What do you think about when alone?

Oral Responses (nineteen students):
(Numbers indicate times mentioned.)

Present Orientation	Future Orientation
School 10	The future 5
Opposite sex 8	Occupation 4
Activities 2	Ecology 2
Family 2	Driver's license . . 1
Friends 1	
Decisions 1	12
Personal appearance. 1	
25	

Item: Finish the sentence "I wonder if/about . . ."

Written Responses (twenty-eight students):

Present Orientation	Future Orientation
Friends 4	Death 7
Opposite sex 2	The future 3
I'll get my CB back. 1	Occupation 3
Clothes 1	Dates 2
Places 1	Sex 2
Self-worth 1	Marriage 2
Teachers 1	Driving 2
Parents 1	Disasters 2
	Physical growth . . 1
12	God 1
	Ecology 1
	26
TOTAL 37	38

program seems obvious: The learning situation must accommodate a great variety of tastes and concerns.

While the presence of diversity would certainly be anticipated, it is significant in contributing a sense of caution to the selection of key value-indicators. The fact of diversity lends credence to those values which are indicated by the majority. Identifying common value-indicators is critical to the school which must proceed with organizational arrangements built around large and small groups.

The common themes extrpolated from individual student statements are indicators of group values. According to the foregoing, the ideal Heritage program would be characterized by the following:

(1) Provision for individual differences.
(2) Language arts and mathematics curricula which are practical and complete.
(3) Opportunity to develop skills in responsible social behavior.
(4) A balance between structured and unstructured time.
(5) A balance between intellectual and physical activity.
(6) A balance between a present-oriented focus and a future-oriented focus.
(7) A social environment characterized by kindness and mutual respect.

Relevancy of School Program to Student Values

When asked about their school, over half the students surveyed referred to the building facility and somewhat fewer alluded to the human component of staff and students. In general, evaluative comments were too minute or specific to apply to the overall school program.

Therefore, conclusions relating the program to student values have been made primarily from the survey administered by the guidance

department, course descriptions, interviews with teachers, and general observations.

Provision for individual differences

A primary commitment of the Heritage program has been to nurture individuality. The block schedule allows considerable curricular flexibility which facilitates the regrouping of students, time adjustment of classes, and individualized instruction. The building is designed and equipped for adaptability. Examples of this are the folding doors between classrooms; semi-open classrooms; individual study carrels in the library, math, and reading areas; and portable furnishings throughout. Examination of course objectives in each of the areas reveals that individualization is an important element in the instructional processes. How well the teachers succeed in implementing these objectives is suggested by the response to the student survey item "The teachers at Heritage are willing to give me individual help"; eighty-three percent answered affirmatively.

Meeting language arts and mathematics priorities

It is clear that the school enterprise itself is important to students since it comes at the top of the list of subjects discussed with others. The subjects regarded by students as most critical to the school experience are language arts and mathematics. There is some indication that what is regarded as having educational merit is not necessarily on a level with pleasure. In the student survey administered by the guidance department, seventy-six percent of the

students said they like to read books and stories and eighty percent
said they like math. However, only fifty-six percent like learning
how to spell and just thirty-six percent like learning to punctuate
sentences.

In the Heritage program, team teaching arrangements provide for
interdisciplinary study with a language arts-social studies core
and a mathematics-science core. Developing skills in communication
and computation is in fact a commitment of all teachers in the school.
In addition, the school board and administrators have recently
selected development of communication skills as a target goal for
the corporation for the next few years. Their decision was based on
the direction given by community citizens, faculty and high school
students, who gave this goal top priority during an exercise in
educational goal assessment. Heritage students are well-supported
in their opinion regarding the importance of the language arts.

Opportunity to develop skills in responsible social behavior

Students appreciate the informal learning situation primarily
for its opportunity to develop skill in social behavior. They appear
to place equal value on both affective learning (which includes self-
understanding) and cognitive learning.

Demands for accountability nearly always refer to the "hard"
subjects, although schools also receive generous criticism for
their contribution to such matters as juvenile delinquency or social
prejudices. While the primary purpose for public schools continues
to be to provide opportunity for learning "fundamental" skills or to

impart general knowledge, there is a growing consciousness of the significance of developing responsibility in utilizing skills and knowledge. Formally, this function is performed by the guidance department at Heritage; the particular program will be discussed in more detail later.

Potent affective education must permeate the curriculum and is directly dependent upon the sensitivity and spontaneity of each individual teacher. At Heritage, the objectives of some courses acknowledge this. The student survey indicates that pupils feel they receive less help with affective learning than with cognitive. Eighty-two percent responded that teachers know their subject matter well, but only fifty-six percent see teachers as people with whom they can discuss their problems.

Balance between structured and unstructured time

That students choose to spend nearly half their leisure time in unstructured activity may be in part the effect of the structuring of time as imposed by the school. If this is so, it adds significance to the fact that they report some preference for activity with specified purposes. The significance to the school is that students value both organized time with its commitments and time for personal creativity, fantasizing, or other engagements free of external re-sponsibilities. The school has a legal and moral obligation to define learning experiences; hence most of the school day is spent working toward objectives outlined to meet these requirements. There is no way of knowing exactly what proportion of class time is spent in

structured/unstructured activities. Structure is a matter of propriety for the school organization since "organization" clearly connotes purpose; therefore, some structure may be assumed. The need for unstructured time, however, might go unrecognized. Given the rationale that scholastic purpose is enhanced when there is regard for the student, there must be some manner of providing for free time. The most obvious place the Heritage schedule allows free time is during the noon hour. Eighty-two percent of surveyed students "enjoy the noon hour." Regarding structured time, a clue to the school's success in eliciting a personal sense of purpose is also suggested in the following response to one of the guidance survey items: eighty-eight percent say Heritage teachers "challenge me to do my best."

Balance between intellectual and physical activity

When interacting with others these students appear to be only slightly less concerned with social and intellectual stimulation than with the physical. In contrast, primarily intellectual and creative endeavors were pursued in time spent alone. These data question a popular assumption that preadolescents are predominantly physically active. What should be recognized in planning a school program is that students do not always value physical activity over other ways of spending time.

There is evidence that Heritage students find a balance of various kinds of stimulation which approximate their desires. Descriptions of course objectives at Heritage indicate active interaction with the content; the types of supplies used also require

physical movement of varying degrees. Nothing short of a comprehensive study of the teachers' instructional methods would make a final determination possible, but a shadow study in which the writer observed a seventh-grader for a full school day showed her spending just slightly more time engaged in physical movement than sitting quietly.

Balance between present and future curricular orientation

None of the students indicated that they spend time wondering about the past. This is in agreement with findings of the student survey in which just thirty-nine percent of the students stated that they like reading unassigned history books, but seventy-five percent find it satisfying to read about teenagers. It may be concluded that these students will not greatly value studying the past except as it is perceived to have personal usefulness. Concern for both the present and the future is apparent in the school's goals:

(1) Further the general education begun in elementary school.
(2) Introduce a specialized program which anticipates the requirements of the high school.
(3) Promote academic exploration.
(4) Present a broad range of academic and vocational options.
(5) Nurture both individuality and social responsibility.

A review of the various course descriptions reveals an emphasis on development of lifetime skills and appreciations. A thorough analysis of course content would be informative, but informal observation of the instructional program suggests an awareness of the need to make learning applicable to real life. Most learning situations at Heritage are organized so that the student will learn by doing, such as creating in expressive arts, simulations in social studies,

and laboratory work in science. Presumably these present-oriented experiences will have future value to the students. The most conscious and pragmatic effort toward future-related learning is in the guidance department with its thrust in career awareness. This effort seems fairly successful in meeting this type of student need: seventy-three percent of those surveyed said, "With the counselor's help I can find out lots of things about the world of work."

Social environment characterized by kindness and mutual respect

The desirable qualities of kindness and respect, identified by most of the students, have implications for faculty-student communication and the general atmosphere of the school. A climate of kindness bespeaks nurturance, consideration and friendliness. If genuine, it builds the trust which can move human interaction from the superficial to the existential. Narrated evaluations of its presence can be crude. Heritage teachers and staff were perceived as being kind and as having respect for students by over three-fourths of the students surveyed. Human nature seeks one hundred percent achievement of such attributes yet at once makes them unattainable. There is no defense for student criticism on such issues, for they are at the heart of personal experiences. Dr. Edgar Dale of Ohio State University indicates that these values are characteristic of being human:

> "To develop the humane qualities of comradeship and
> friendship among all people is to share both painful
> and joyful experiences . . . . The teacher wants the
> attention of the children so she can teach them some-
> thing. The children want the attention of the teacher
> so that they can teach something, their own joys and

sorrows. Mutuality is a cooperative enterprise."[4]

One Heritage student said, "I wonder if I could ever become friends with teachers -- not for a joke!" The move toward "humaneness" is in progress at this school; it may well be the source of awareness which provoked this testimony.

The Guidance Program

Description of the Heritage program

A bona fide guidance program for students in grades six through eight is an innovation for this school system. Although the program objectives have been specified, this is the first year a counselor has been employed at this level, and the potential of related activities is being explored.

A job description of the counselor's position identifies the chief purposes of the guidance program to be those of assisting the students in: acceptance of others; decision-making skills; independence; adjustment to various environments; maximizing potential; and understanding how the school is related to life styles. All activities of the guidance counselor are directly or indirectly aimed toward these student-centered purposes. The counselor is also expected to assist school staff members and parents in understanding students and in meeting individual needs. In addition s/he is to interpret the guidance program to parents and other community members.

------

[4]Dale, Edgar, The Humane Leader (Bloomington, Indiana: The Phi Delta Kappa Educational Foundation, 1974) p. 17.

Probably at the core of all the guidance functions is the process of effecting a relationship between what happens at school and individual life styles. School goals are established to identify direction toward which students are to make progressive changes. Specific direction of some goals belongs to subject-matter curricula. Other goals refer to socially desired behaviors, such as the social use of facts and skills acquired through subject-matter contact. Even goals academic in orientation influence both the substance and process of student guidance.

Heritage educational goals

The job description for the guidance counselor is properly a statement of administration-sanctioned goals and an expected means to their attainment. Assuming that the guidance program is reasonably faithful to what is stated in the goal statement, there is merit in examining how the program facilitates the achievement of priority goals of students, the community, teachers, and administrators.

A school's goals presumably have the acceptance of most persons affiliated with the organization, but different groups represent different perspectives of aspirations and obligations. Consequently they will generate varying interpretations of the ends the goals represent and varying expectations of the means to their fulfillment. If the guidance program is to encourage a connection between the school offerings and the individual's inner recognition of relevancy, there must be an understanding of the expectations of the participating groups, primarily students and teachers.

There is no conclusive information available regarding educational goals of the Heritage student, but some tentative formulations may be made on the basis of the desirable program characteristics identified by students and described on page 30. It can be assumed that the most important school tasks are perceived as being development of communication and computation skills. Two other areas to which students made various references were social behavior and self-esteem. (The latter was implied in remarks valuing kindness and friendship.) The order and frequency of their open-ended responses suggest slightly more concern with social relationships than personal identity, although student survey statements did not indicate a priority distinction for either. Since the two concepts are interdependent in development, it is not surprising that there would be a lack of priority indication.

The goals of the other groups are based on data directly pertaining to school goals. In the fall of 1976 four groups participated in a corporation study to establish educational goals. They were: the entire teaching staff, the school board and administrators, high school seniors, and randomly selected community representatives. An assessment model distributed by the Commission on Educational Planning of Phi Delta Kappa[5] was the research tool. Table 9, page 40, shows the positions the participating groups gave to the five top goals according to combined ranking.

---

[5]Commission on Educational Planning, Educational Goals and Objectives: A Model Program for Community and Professional Involvement (Bloomington, Indiana: Phi Delta Kappa, Inc.) This planning model was developed by the Northern California Program Development Center, Chico, California. It consists of eighteen educational goals which are ranked for priority and performance rating.

Table 9

Comparative Ranking of Participating Groups in Five Top Goals
of Educational Goal Assessment, Middlebury Community Schools

Educational Goals	Combined Rank	High School Seniors	Community Representatives	Corporation Teachers	Heritage Teachers	Board/Administrators
Develop skills in reading, writing, speaking and listening	1	1	1	1	1	1.5
Gain a general education	2	2	4	2	2	1.5
Develop good character and self-respect	3	4.5	2	3	3	3.5
Develop pride in work and a feeling of self-worth	4	4.5	3	4.5	9	3.5
Learn to respect and get along with people with whom we work and live	5	3	5	6	5	5.5

The position of these top priority goals bears a similarity to
priorities indicated by Heritage students. Since the two high-ranked
goals include communication and mathematics skills development, the
third and fourth pertain to self-esteem, and the fifth to social
behavior, it appears that the middle school students and the high
school seniors are in agreement. Actually there is only one point
of discrepancy between the responses of all groups including the

Heritage students, and that is the lower ranking the Heritage teachers
gave to "Develop pride in work and a feeling of self-worth." The
exception represented by Heritage teachers is one that merits inves-
tigation; the goal concerns student self-concept which is at a
malleable stage during the middle school years. Otherwise the high
consensus on goal priorities indicates clear direction for the school
and reveals a situation free of the need to assimilate dissenting
opinion.

After considering the data from the PDK Goal Assessment and
Evaluation, in January, 1977, the administrative team of the Middle-
bury Community Schools recommended two target goals which were then
accepted by the school board. They were: "Develop skills in reading,
writing, speaking and listening," and "Develop good character and
self-respect."

Analysis of the guidance program

An analysis of the guidance program might be more useful for
developmental direction if founded on these two target goals than
on those goals formulated by administrators at the inception of the
Heritage guidance program because the design of the latter was
created without benefit of the now-existing target goals. The primary
focus of the guidance program would naturally be on the goal repre-
senting the affective domain, "Develop good character and self-respect."
So far as the communication skills are concerned, the task for the
guidance counselor would be to support instruction developing these
skills in order that character and self-respect may be enhanced.

An observation which may be made about the affective goal is that it contains sentiments of the other two goals ranking just behind it, good character being associated with respect for others and self-respect with a sense of achievement and self-worth. Thus development of these other goals would assist the target goal.

The counseling and guidance program at Heritage is characterized by two major emphases: to develop self-awareness in general and to develop career awareness in particular.

The following is a list of the functions of the guidance department:

(1) Career education.
(2) Administration and interpretation of standard and special tests.
(3) Student placement.
(4) Supervision of pupil personnel records.
(5) Coordination with referral agencies, courts, and outside specialists.
(6) Coordination with the special education program.
(7) Individual, small group, and large group counseling.
(8) Programs of orientation to the middle school and from middle school to high school.
(9) Supervision of the Student Council.
(10) Provision for homebound instruction.
(11) Supervision of high school aides.
(12) Parent-student-teacher conferences.
(13) Assist teachers in the counseling role.

The counselor's log for the first three months of the program offers some insight as to the proportion of time allotted various activities. After an initial brief time period spent in orientation activities with staff, outside resources, student records, etc., the majority of time was spent doing individual and group counseling. Except for time spent on Student Council activities, all other activities were an extension of the counseling task.

Individual counseling time for the period was distributed according to the following purposes: personal (53%), academic (33%), vocational (10%) and other (4%). The primary theme for group counseling is career education, and activities are planned with this in mind. The year's agenda for group counseling and presentations appears in Table 10.

Table 10

Number Group Counseling Sessions per Grade by Topic

Topic	6	7	8	Total/ topic
Job cluster exploration and work awareness	5	8	23	36
Self-awareness	3.5	4.5	0.5	8.5
Interpersonal communication	1.5	3.5	0.5	5.5
Decision-making and goal setting	0	6	1	7
Open meeting	0	0	1	1
Total sessions/grade	10	22	26	58

A key question in evaluating guidance functions for goal achievement is: To what extent does career education contribute to the development of good character and self-respect? Almost two-thirds of the group activities, which are planned to meet program goals, relate directly to career education. Yet only ten percent of the personal counseling, which may be assumed to arise from critical need, relates to career concerns. The small percentage of time devoted

to career counseling may be evidence that the planned career education is doing a superior job of meeting this need. Or it may mean that the program is failing to attend to more urgent needs, at least so far as the individual counselees are concerned. During the first three months, one-fifth of the student population were individual counselees. Since some of these would be expected to continue individual counseling further into the year, it seems fair to estimate that less than half the students will receive counseling focused on their particular needs. A continued analysis of the purposes of private counseling would reveal more reliable information on the nature of student needs.

The data suggest that over half the students receive counseling service limited to large group guidance activities. The counselor spends approximately two and one-half hours per week in career education or vocational counseling compared to fourteen hours on other topics. In a year a substantial majority of the students would receive an average of twelve hours of career counseling compared to seven hours on other subjects.[6]

To participants in the PDK Goal Assessment program, developing good character and self-respect includes more than career education.

---

[6]From the counselor's reported average fifteen hours per week for private counseling, 10% = 1.5 hours vocational counseling with a remaining 13.5 hours for other topics. Given 58 hours for group counseling for the school year of 36 weeks, it may be determined that 1.6 hours per week are spent in group counseling or presentations. Sixty-two percent of this time goes for career awareness which equals .99 hours weekly (36/58 . 1.6). The remaining .6 hours weekly (22/58 · 1.6) are spent in self-awareness type experiences. Annual student hours in group counseling are determined by averaging the hours among the three grade levels: 36/3 = 12 hours for career education and 22/3 = 7.3 hours for other activities.

Of the eighteen goal choices, in the combined ranking the two con-
cerning job preparation and job selection were placed at positions 9
and 10.5. Ratings based on a discrepancy factor disclosed that most
participants felt that the schools are giving too much priority to
these goals. Performance ratings for the target goal "Develop good
character and self-respect" were "fair", and discrepancy factors
showed the participants perceived a deficiency in curricular priority
for this goal.

The dilemma of whether to help a person be productive in order
to raise self-esteem or whether to strive to raise self-esteem in
order to release productive capability is represented in the above
discussion. The philosophy behind the entire career education move-
ment is that there can be little positive self-image without work
that is at least partially satisfying. Psychologists Glasser[7] and
Maslow[8] observe that for persons living beyond the need to work for
physical survival there must be a personal significance to work
which includes more than material rewards. Since self-understanding
enables purposeful and appropriate career choices, it seems probable
that the developing youngster needs much assistance in knowing him/
herself. The theories emphasize the desire to be a person with char-
acter and self-respect rather than to be a breadwinner. The vocation
may be the same, but the purpose for working may be different and so,
probably, would be the work performance.

---

[7]Glasser, William, The Identity Society (New York: Harper
and Row, 1972).

[8]Maslow, A.H., Motivation and Personality (New York: Harper
and Row, 1954).

Conclusions

Given the presented data, the Heritage guidance program should be reviewed with attention to the amount of time devoted to vocational exploration. Particularly at the eighth grade level there should be an increased emphasis on other goals. Some consideration might be given to increasing teacher awareness, skills, and confidence in implementing affective techniques in regular classroom instruction. There may be a relationship between the relatively low priority which Heritage teachers gave to the goal "Develop pride in work and a feeling of self-worth" and student statements which reflected low self-esteem. Since the self-concept is so ambivalent at this age, it is especially important for teachers to be reinforcing this crucial personality aspect.

The Student Council

Student authority

The guidance activity which varies from the typical counseling role is that of supervision of the Student Council. Ideally the supervisor serves as a liaison between the school administrator and the student representatives. The increasing awareness and legal support for students' rights has prompted school administrators to be more eager and more cautious in delegating authority to representative student organizations. In dealing with students of middle school age, it is especially important to determine the students' degree of decision-making capability and willingness to accept the consequences

of responsibility. Moving students from the waning dependency exhibited by elementary children to the independency desired of high school students is the challenge of the middle school.

During the election of Heritage student council members, students were asked to consider such qualities as dedication to task, honesty, leadership, responsibility, generosity, reputation, and compatability. Even though student representatives usually demonstrate these qualities, they are still handicapped by inexperience in such matters as planning time and anticipating consequences. Measuring the amount of authority such a student council can manage is difficult because of the differences in individual maturity. To learn to handle authority the learner must truly be handed authority. Fortunately or unfortunately, absolute authority for students on any matter is not legally possible since the principal is held accountable for what occurs in the school.

Students themselves expressed doubt about the scope of responsibility council members should have. Twenty-eight students were asked to write their answers and give reasons in response to the question, "Do you think the Student Council could make rules which would take care of all school needs?" One-fourth of the students said yes; one-fourth replied with a qualified yes or maybe; almost half said no; and one student had no opinion. The chief reason given for not wanting such an arrangement was that student-made rules would not be strict enough. Most students surveyed feel discipline should not be a council responsibility, and consequently they probably respect the veto power of the principal.

Heritage Council activities

At Heritage, the Student Council usually meets once weekly.
The frequency depends upon whether some sponsored activity is being
organized or is in process. Activities for the 1976-77 school year
include: two convocations with outside entertainers or speakers;
school Christmas decorating; a charity fund-raiser; School Spirit
Week; Heart Day; sixth grade orientation; interschool council member
exchange; and an end-of-school Fun Day. In general, these activities
relate to the students' social needs. Spirit Week particularly is
designed to develop cohesiveness by reinforcing the school as a
source for meeting social needs. To increase participation in Spirit
Week, a competition was organized between the grades and subsequent
to the announcement of the sixth grade winning, the sixth graders
were rewarded with a party by their faculty sponsors. This may
serve to further an interest the next year, but it also seemed
to promote an already existing class rivalry by increasing class
spirit.

Other council activities which took place during the internship
were Heart Day and the exchange of visiting days with Heritage council
members and council members of another school. On Heart Day, each
girl was given a paper heart which had to be surrendered to a boy if
he could cajole her into talking with him. The event provided social
experience which involved total student participation.

The interschool exchange of council members seems to be primarily
a social learning experience for the participants; to what extent it

serves the involved schools depends on the students' ambassadorial propensities. Enthusiasm for this event was high among council members and with clear objectives it could be utilized for a variety of learnings, such as having students observe a lesson at the host school and then teach it in their own.

The greatest opportunity to stimulate development of student knowledge is probably the student convocations, though entertainment is usually the motive in deciding what the program will be. The charity project and sixth-grade orientation have a service character-istic which would seem to facilitate the development of "good char-acter and self-respect."

In varying degrees all the above activities would move students toward the affective target goal "develop good character and self-respect." The type of activities under council jurisdiction could be encouraged with justification. It is noteworthy that scholastic ability was not one of the qualities suggested to the student body when council members were being elected. Especially since council activities are nonacademic in nature it is an opportunity for the less scholarly to develop leadership skills.

Student Management

Administrative responsibility

As leader of the school organization the principal is naturally positioned to guard its structure and also to demonstrate those human qualities of caring and genuineness which are inherent in the purpose and process of the school: viz., relevant learning. When student

behavior evokes a dilemma for the principal in fulfilling obligations to leadership dimensions of organizational structure and human concern, it is the challenge to the school system which is openly threatening. Obviously, without a system to provide for the learning experience or without supervision of such, cooperative intellectual pursuits are in jeopardy. On the other hand, the school is a system which cannot proceed with goals of exploration of truth and knowledge without accepting the unpredictable, which includes the viability of student challenge. Docile, unquestioning students are a covert threat to the school because they move the organization toward a static condition rather than one of searching and growing. One of the biggest problems in maintaining discipline is the implicit approval of the uninvolved student who never challenges or reports deviant behavior.

From an administrative point of view, the principal is interested in maintaining the organization. The organization is maintained in order to provide specified learning opportunities. Student behavior which enhances such opportunity is encouraged, but behavior which impedes the desired learning is a threat to organizational progress. Therefore, principal intervention in student behavior should be based on a rational judgment that desired learning opportunity is jeopardized for the offender and/or other students.

The significance of the principal's authority to the student is that s/he represents the reality of society's demands from a context wider than the home or even the classroom. Indiana law acknowledges the responsibility of students, teachers, parents, and administrators for controlling student behavior, but ordinarily only administrators

will decide to suspend a student. This right recognizes that the physical and educational security of the students is ultimately administrative responsibility.

Disciplinary dynamics

Society and the courts have traditionally granted teachers and principals "in loco parentis" privileges in the management of students. Parent models are appropriate for those charged with furthering the development of children but confusion over parenting and children's rights contributes to an uncertainty as to what is proper behavior for an authority figure. However obscure the interpretation of the parental element in the authority role, the fact that students are to some degree immature makes some sort of parenting desirable.

Combinations of dependency, disharmony, and disruption which characterize family patterns in all groups composed of parental figures and dependent members are readily identified in student-principal interaction. Goldfarb captures some of the dynamics experienced by both roles:

> (The parental role) is an uncalled for and possibly
> unwelcome delegation of one person by another. On
> the other hand it may sometimes appear to be a warm,
> friendly, inviting, admiring attitude which appeals
> to and seduces the delegated protector. At other
> times it may be directed at the selected person as
> a coercive ("love me or I'll kill myself") painful
> attack.[9]

The disciplinary act compresses the dilemma between society's

---

[9]Goldfarb, Alvin I., in Social Structure and the Family: Generational Relations, eds. Ethel Shanas and Gordon F. Strieb (Englewood Cliffs, N.J. : Prentice-Hall, Inc., 1965), p. 41.

charge to impose conformity and the principal's personal investment in the student into an intense convergence. The dynamics of the exchange demand a skill which blends both concerns. Ideally there is an existential involvement which facilitates principal as well as pupil agreement on a common purpose, but practically such rapport cannot always be attained. The principal who possesses personal insight and self-acceptance as well as understanding of the student is not easily lured into the games suggested by Goldfarb, but the student may not be willing to engage in frank dialogue. In this kind of situation compliance must be manipulated or coerced if school organization is to remain intact. On the other hand the disciplinarian should recognize the student who opposes a rule or procedure because of genuine conflict with personal values. In this case, school goals which seek to nurture individuality and social responsibility are at stake. Either the rule has to be ignored or changed, or the student removed from the school setting.

In the principal's office at Heritage, there were numerous occasions when students were offered an accepting atmosphere for discussing and examining their misconduct. In most cases they would concede that their actions infringed on the rights of others or violated their own personal standards. Consistently the preliminaries to solving behavioral problems involved giving the students an opportunity to relate their side of the story. After being recognized for the ability to make sound judgments, the students would be asked to evaluate their behavior; usually responsibility for the behavior and consequences were willingly, if unhappily, accepted.

Persistent defiance, denial, and refusal to enter into discussion were typical student responses which blocked communication in the office setting. An often-repeated reason for not participating in discussion was the reluctance to get anyone else in trouble. Loyalty to personal friends was stronger than loyalty to the school society. When questioned, some students expressed fear of retaliation outside the school if they reported particular offenders. There were also explanations indicating a different ethic than one which holds a person responsible for reporting misconduct of others. One incident which illustrated the lack of courage or responsibility in reporting destructive behavior was an episode of breaking fixtures in the boys' restroom. Only when the anonymity of reporting students was guaranteed was there any suggestion of the offenders' identity. In the case of the restrooms, it was explained in a principal memo to the students that this was a case where the abuse of privileges by a few had to be counteracted by withdrawing the privilege from the entire group of students. There were other occasions when blanket punishment was forthcoming, not to the entire school, but to all the accused. This happened when there were conflicting and unprovable accounts of an incident or when students simply refused to enter into any discussion. Although he could not always learn all the facts in such occurrences, the principal retained the authority of his role. This may well have been the most constructive contribution to an education in social reality that could have been offered: Order must be maintained even if it means sacrifice on the part of non-offenders.

It is the quest for reassurance that a "parent" is present which

seems especially active when a group of students tests a new authority figure. Perhaps because the potential for intimacy is nearly absent in a large group setting, individual behavior tends to be less responsible. Responsibility for the group will be designated to some leader. It is critical that the adult supervisor establish indisputable authority and its attendant leadership rights. The importance of this was demonstrated during a particular study hall supervised by the writer during the internship. Near the end of the period, students were given the privilege of changing locations for study. Although the practice was not new, the source of permissions was new, and no guidelines had been professed to suggest that leadership existed in the supposed authority figure. The result was that leadership was promptly assumed by eager proponents of that wild free spirit which is said to be ever present in human nature. In a critical note on Golding's Lord of the Flies E. L. Epstein describes the nature of the phenomenon which propels such behavior:

> This force or psychic structure (is) the fundamental principle of the Natural Man. The tenets of civilization, the moral and social codes, the Ego, the intelligence itself, form only a veneer over this white-hot power, this uncontrollable force, "the fury and the mire of human veins."[10]

Student violence

This visceral quality in uncontrolled group behavior needs to be tempered by a more powerful visceral response in a leader. To

---

[10]Epstein, E.P., "Notes" in Lord of the Flies, William Golding, (New York: Capricorn Books, 1959), p. 190.

summon that from one's person ultimately requires great risk. Although the behavior of the students in this particular study hall was disruptive, it was not menacing or destructive. However, the growing amount of student violence in some school systems makes the principalship a position of genuine physical vulnerability. In the 1973 report of the National Commission on the Reform of Secondary Education it is stated that school officials should continue to handle petty offenses, but incidents of assault and systematic intimidation are matters for the criminal justice system.[11] To attempt the role of resident law enforcement officer is not an appropriate item for the principalship, but the necessity for using physical contact to subdue or remove a student is appropriate, especially when it speaks to the wild or giddy animal nature which wills not to respond to the control of reason. The most desirable course is to prevent any opportunity for such episodes, but when they do occur it is essential that offenders, and particularly their leaders, be promptly removed from the scene.

It could be concluded from the above discussion that physical strength is a desirable attribute, if not a prerequisite, for a principal. The preponderance of men in the administrative areas of education suggests that such has been the belief of educators, if not of society as a whole. The increase in problems of student control has coincided in time with forces seeking to place more women in

---

[11]National Commission on the Reform of Secondary Education, The Reform of Secondary Education, (New York:McGraw-Hill Book Company, 1973), p. 118.

administrative positions, thereby sharpening the challenge to determine what type of strength is needed to command. It would seem that physical force is more appropriate in martial order than in parental-type control. Societal arrangements acknowledge the different situations. When juvenile behavior presents an overpowering physical threat to authority, society has delegated the task of restraint to the police, whether the scene be the home, school, or elsewhere.

To what extent corporal punishment succeeds in establishing the right to control is a much-debated issue. It could logically be concluded that if there is a positive relationship between the ability to inflict physical pain and successful school administration, it is clearly a task to be reserved for the hefty. However, since society does not see fit to remove children from their homes once they grow stronger than their parents, neither would it seem that society should deem size or strength as an a priori for student control.

In the final analysis any kind of physical contact between an adult and a larger youth is done only with the younger person's permission, unless the adult has a weapon and the youth has not. Vestiges of the infant image of the powerful parent may facilitate compliance but increasing maturity requests the dignity of voluntary cooperation. In the case of the former, a child who questions action of an authority will either comply in fear or become rebellious; in the case of the latter, the student will either accept it or question it openly and rationally.

Heritage student perception of the principal's role

Vacillations of fear and rebellion were common when Heritage students were confronted with accusations of misconduct. They had to be encouraged to consider their behavior analytically. Evaluating the actions of the principal thoughtfully and then expressing them openly was a bigger step, a process at least as educational to the students as to the staff. At the end of a day when strict restroom regulations were imposed as a result of property damage, students were given time to discuss the procedure with their teachers and also to record opinions for the principal to read. The support expressed by the majority served as more than positive feedback to the principal; it was in essence a commitment to cooperate with this method of caring for the school and its inhabitants.

The responses of a group of eighth graders to questions about the principal's role show that they perceive a need for the dual characteristics of authority and cooperation. In the students' eyes disciplining students seemed the most important thing a principal must be able to do; a third of them mentioned spanking in conjunction with this. Less than one-third of all the listings pertained to matters not connected with student management. In answering what kind of person a principal should be, only two of the twenty-seven students offered descriptions connoting fearsomeness, such as "mean," "strict," "big." A third of all the students referred in some way to respect for others; frequently used adjectives were "nice," "understanding," "friendly," and "fair." Just three students alluded to physical strength: "man, big"; "man"; and "tall."

The composite picture for a principal is one who has the right to manage students, perhaps to the extent of using corporal punishment, yet who remains open and approachable in communicating with students. It is a recipe for mutual respect. The students seem to be saying that where they are recognized they will recognize the principal's right to enforce behavioral standards including expedient actions which are not understood momentarily. It is possible to trust the principal's judgment in providing security as long as they feel free to express their views and know they will be heard.

When it comes to the students' perceptions of the principal's role, there are as many differing views as there are students. While consistency in fair treatment is a must expressed by nearly every student, the need for individual consideration is re-emphasized with the diversity of student expectations. In the same context any thread of agreement in expectations is most significant in discovering what constitutes "fair treatment."

Procedures for disciplinary interview

Following are some steps for interviewing students charged with misconduct. They have been derived from observation of and discussion with the Heritage principal. They clearly employ the transactional elements needed to promote mutual respect and cooperation and still impart respect for authority.

1. Praise desirable behavior whenever possible;mention past examples of responsible action as well as positive contributions which occur during the interview.

2. Seek information.
   a. Ask questions regarding the scene, position of

participants, description and sequence of action.
b. Hear all the student has to say.
c. Solicit names of everyone who was involved.
d. Probe persistently for details.
e. Indicate to students when their reports conflict.

3. Explain reasons why the behavior was an offense.

4. Solicit from the student suggestions for alternatives to the undesirable behavior.

5. Examine cooperatively the alternatives and determine what is acceptable.

6. Promise punishment if the behavior is repeated.

7. Administer punishment when there is every reason to believe the student knew the action was not permissible.

Summary

Surveys of Heritage students reveal a great variety of value-indicators, emphasizing the need to provide for individual differences. Students indicated a high priority for the traditional subjects of language arts and mathematics. They also indicated an awareness of the importance of developing responsible behaviors. Individual and group diversity was reflected in responses which gave nearly equal value to structured and unstructured time, to intellectual and physical activity, and to present and future concerns. In personal relationships, kindness and mutual respect were mentioned more frequently than other qualities.

The Heritage curricular program relates to these values in various ways. Individual differences are nurtured through scheduling practices, instructional techniques, and the design of the building facility. Language arts and mathematics skill is assisted through practice in content areas. Provision is made for social and emotional

development in some courses at Heritage, but students indicate that this facet of the curriculum is less helpful than provisions for cognitive development. The school schedule provides for structured and unstructured time and most students seem satisfied with the present arrangements. Observation of students and descriptions of courses indicate about equal time spent in physical activity and less physically active intellectual pursuits. Time-orientation of the curriculum was difficult to assess but school goal statements reflect concern for both the present and the future as do course content and guidance education. Attributes of kindness and respect are not characteristics readily measured, but most students perceive their teachers as having these qualities.

In assessing the guidance program for its contributions toward achievement of the target goals of the Middlebury Community Schools, it was acknowledged that the assessment was for formative purposes since the target goals were established after the functions of the guidance program were defined. Two areas emerged as deserving further evaluation. One was the strong emphasis on career education which may preclude satisfaction of other student needs. The other was the possibility that there is a need to actively promote development of students' self-esteem.

The Student Council exercises authority in providing for students' social development. When asked whether Council members would be capable of assuming the task of formulating school rules, most students felt they could not, suggesting that they are content with the Council's scope of authority as it is.

Procedures for student management require a combination of concern for society's requirements and individual nurturance which resembles a parental role. Heritage students indicated that they expect a principal to be able to discipline, yet be friendly and cooperative. Disciplinary interviews at Heritage seek to assist the student in finding ways of meeting social expectations. When interviewing students involved in misconduct the principal commends appropriate behaviors, seeks to understand details of what occurred, and solicits student participation in finding solutions to the problems presented when the misbehavior occurred. When punishment for an act is forthcoming, it is administered without equivocation.

II. THE PRINCIPAL AND THE TEACHING STAFF

Introduction

Two dimensions identified in principal-student relationships have their correlates in principal-staff relationships. The principal is recognized by the students as the source of disciplinary control; to the staff member s/he is viewed as the administrator, the manager of the organization. To both groups the position represents the power to evaluate performance. Students see the principal ideally as a responsive and caring parent figure; to the staff member s/he is a supporting and helpful supervisor. This latter view recognizes the personal authority of the principal and is built from trust and acceptance. A particularly challenging problem to the principal is the integration of these sometimes conflicting administrative and supervisory role requirements.

Characteristics peculiar to the principal-staff relationship are the shared responsibilities to supply guidance and to exercise authority with students. The natural dominion inherent in the headship of an organization is questionable since the specialized knowledge of both certificated and noncertificated staff personnel limits the scope of the principal's ability to evaluate. Because of this, it is necessary to distinguish between evaluation of ends and means, between product and process.

Since the administrative function includes assuring that there is measurable progress toward achievement of organizational goals, the

62

principal's evaluative duties focus on goal-related task accomplishments. School goals influence the structure of the organization; they shape curricular design and are the origin of performance requirements. The principal must continually compare the reality of learning opportunity and teaching performance with the expectations established through curricular design and performance requirements.

The supervisory function focuses on the utilization of the skills necessary in goal pursuit. These means to goal achievement are dependent upon the unique contributions and talents of each organizational member (including students). Therefore, the principal's contributions in supervision are those of accepting, assisting, or otherwise facilitating the means.

The certificated staff personnel are distinguished from other school members as experts in specialized fields and consequently serve as leaders in their respective areas. One result is that both principal and teacher roles carry an accountability for a school's success to a degree not expected of students and noncertificated staff. The principal who encourages teacher leadership demonstrates a dependence on their appropriate response; likewise the teachers depend on the principal to provide opportunity for realizing their potential. This interdependency necessitates the participation, trust, and cooperation of both principal and teachers if the school is to progress toward its goals.

This section will survey some of the tasks essential to fulfillment of goals of the Heritage organization as they are expressed in expectations for the teacher role, part of which is the performance

which the principal must evaluate. This will be followed by an
analysis of board-designated functions involving interaction between
the Heritage principal and teachers. Finally several key areas which
influence the administrative and supervisory roles of the principal
will be considered: teacher observation, inservice training, faculty
meetings, and teacher contracts and collective bargaining. Prospectus
objectives five through eleven are the focus of this chapter.

Sources of Teacher Role Definition

Four major sources contributing to the performance expectations
of a teacher on the Heritage staff will be considered: the board
policy statement, the corporation's Cooperative Program for Teacher
Evaluation, the characteristics of the school and the particular
assignments, and the personal expectations of the principal.

Board policy on teacher functions

The following is a summary of the teacher's functions according
to official board policy:

1. Meeting curricular and cocurricular prescriptions
   of the administrator
2. Maintaining maximum educational conditions as
   directed by the principal
3. Informing the principal of physical and educational
   conditions in the classroom
4. Systematically appraising physical and educational
   conditions of the classroom and suggesting modes
   for improvement
5. Providing inspiration to all by word and deed
6. Strengthening the instructional program through
   community contacts
7. Growing in personal and professional efficiency

8. Exemplifying a professional spirit[12]

The first four of these functions are the inverse of administrative functions; that is, the administrator is to prescribe curricular and cocurricular duties for the teacher, to define maximum educational conditions, and to anticipate and solicit descriptions, appraisals, and suggestions regarding the physical and educational conditions of classrooms. Basic standards for fulfilling these tasks would be established by the principal. The remaining functions would have to be mutually explored by the teacher and principal before any kind of performance standards could be established with fairness.

As the one expected to prescribe, direct, and receive suggestions, the principal is endowed with final responsibility for the success of the instructional program. The implication for the principal is that s/he must make administrative judgments as to whether a teacher's right to innovate interferes with instructional success. However, the teacher's autonomy is not restricted in the functions relating to self-development (items five through eight). Initiative and change in this area may be advanced by a supervisory approach on the part of the principal. The administrative authority over the instructional program is one of evaluating instructional effectiveness, while the means to effectiveness is a supervisory task of facilitating the teacher's development.

---

[12]Middlebury Community Schools Board of Education, Policy #4116, Approved April 24, 1973. (mimeographed)

Cooperative program for teacher evaluation

This is regarded as so important that the corporation's Cooperative Program for Teacher Evaluation[13] allows administrators time equal to one percent per year for each teacher under their supervision. To comply with this the Heritage principal needs to spend about one-fourth of his time on matters associated with teacher performance. This includes much more than formal conferences; it also entails formal and informal observation, availability for communication, and provision of any services connected with the objectives established. All this is facilitated by the fact that principal and teacher have mutually established which teacher behaviors are to be supervised and evaluated.

Through this program teachers have the opportunity to contribute something to their own job descriptions. Those who fail to be active in the determination of their own performance objectives relinquish some environmental control to the administrator, thus reducing the benefits of participation for themselves as well as the organization.

In this program both parties cooperatively engage in the implementation and evaluation of specific objectives they design for improving the teacher's performance. Criteria from eighteen areas have been identified to guide the performance objectives of Middlebury

---

[13]This was developed locally in September, 1973, under the direction of a steering committee cochaired by Dana Snider, Director of Guidance, and William Hooley, an intern from the Educational Leadership Department of Western Michigan University. Its primary goal the improvement of teaching performance, it is an adaptation of a model by Dr. George B. Redfern, How to Evaluate Teaching (School Management Institute, Westerville, Ohio, 1972).

Community teachers. They accurately reflect teacher functions

stated in board policy:

1. Subject area knowledge.
2. Techniques of instruction.
3. Understanding students.
4. Planning and goals.
5. Individualizing instruction.
6. Management skills.
7. Positive reinforcement.
8. Consultation with students.
9. Student evaluation.
10. Student management.
11. Parent contacts.
12. Intra-staff relations.
13. Relationships with principal.
14. Communication.
15. Ethics.
16. Professional participation.
17. Personal competencies.
18. Inservice growth.

The "cooperation" in this program requires the principal's

supervisory assistance; the end-of-the-year evaluation is ultimately

an act of administrative discretion. It is the principal who finally

recommends future action regarding employment: tenure, contract re-

newal, or dismissal. The teacher influences that decision through

actual performance, open dialogue, and his/her own performance

evaluation.

Organization of the school program

The organization of the school program also ordains some general

and particular requirements for the positions it contains. The block

schedule and teaming arrangements of Heritage require personal abil-

ities to coordinate, adapt, and cooperate. Instructional leadership

tasks are delegated to team leaders and from the team assignments

specialized tasks are derived for each teacher. A one-hour planning

period at the beginning of each day is actually an administrative statement that cooperative and careful planning is essential to the program. Teachers are expected to participate in decision-making through contributions to curricular design; an outstanding example of this was the incorporation of teacher advice in the design of the building.

Extra-curricular assignments

Extra-curricular assignments capitalize on unique talents of the teachers and provide opportunity for social contacts. Each teacher is expected to sponsor or direct an athletic team, music group, cheerleading, yearbook activities, or the audio-visual program. Another part of the program which is built around special talents of teachers is an activity period which is scheduled for two weeks of each nine-week period. Teachers prepare activities based on their own interests and these are offered to the students on an elective basis. (Examples of topics offered are sledding, crocheting, sign language, science lab, and sand art.)

Teacher handbook

Expectations for building routines and other means to curricular success are detailed in a teacher handbook written by the principal. Most of the content would be universally applied to performance of all teachers, but there is some distinction in expectations when the duties of one teacher are to provide services to the others, such as the librarian or audio-visual director.

Priorities of the building administrator

In discussing critical elements in teacher performance the principal identified the following:

1. Full participation in the Cooperative Program for Teacher Evaluation, particularly in assuming responsibility for proposing performance objectives.
2. Ability to maintain an atmosphere in which learning can take place including student discipline.
3. Accountability for thorough preparation.
4. Concern for the individual student.
5. Pleasant and approachable demeanor.
6. Volunteering beyond contractual obligations.

In this list the concern for task accomplishment is prominent in the first three items while the concern for process is a characteristic of the latter three. Although the list was generated spontaneously, the principal's administrative and supervisory commitments emerge in a pattern echoing the board policy and teacher evaluation lists: The overriding concern is for the instructional program with recognition of supporting personal attributes.

In summary, a Heritage teacher's job is dominated by the need to provide sound instruction, incorporating professional and specialized skills in the process. The teacher is expected to contribute unique skills and ideas through the Cooperative Teacher Evaluation Program and in curricular planning. There is an additional requirement for human relations and communication skills for interacting with all members of the school organization and the community.

Administrative Style and Teacher Performance

Standardization and individual needs

Society's mandate to its schools to provide learning experiences for its children has produced a client-serving organization with two classes of clients: the society, which establishes expectations for the end result, and students, who, as active recipients of the learning, are part of the process. The effect on the school organization is that it must adhere to a structure which will meet the social mandate and at the same time respond to the fluctuations of interaction which arise through student involvement. The principal's dilemma in dealing with students in a face-to-face disciplinary encounter is perhaps less complicated to analyze than the administrator-supervisor dichotomy in relationships with teachers.

With teachers the principal's administrative obligations still hold, but teachers are not clients; they are colleagues with the principal in delivering the educational product. They do not simply assist in facilitating the process but they are charged with responsibility for direct supervision of learning.

While the need to meet society's demands pushes the schools toward bureaucratic organization, the order is challenged by the innate student-serving nature of the learning process itself. The hierarchic order of authority must yield to the necessity for autonomous decision on the part of the primary learning facilitator, the individual teacher. Even when the principal and teacher have a full commitment to common goals, it is the teacher who is most directly influenced by the

student in the daily interaction which inevitably brings new inter-
pretation to goals.

Charles E. Bidwell describes the dual expectations of teachers
to achieve specified standards and to nurture individual differences.
The effect of the demand for universal standards of achievement is
to sustain bureaucratic order but the nurturing relationship coupled
with special professional skills provokes a tendency to disregard
rules, thus moving the schools toward debureaucratization.[14] With
these givens the principal must find some way other than authoritarian
rule to maintain the organization.

A democratic style of administration allows the principal to
fulfill duties of coordination and articulation for the school and at
the same time allows the teachers to contribute resources, analyze
goals, and participate in decision-making. "The operating purpose
of the principal is to encourage staff members to elect self-control
as preferable to organizational control."[15]

The demand of teachers for control over more areas of the organ-
ization and a growing appreciation of children's unique human qualities
call for special skills on the part of the principal. It is essential
that the principal's expertise include an understanding of human

---

[14]Bidwell, Charles E., "The School as a Formal Organization," in
Handbook of Organizations, ed. James G. March (Chicago: Rand McNally
and Company, 1965) pp. 972-1022.

[15]Eye, Glen G., "The Principalship: Antidote to Oligarchy,"
Journal of Educational Research 68 (September 1974), 4.

relations as well as of organizational change. It has been shown
that open and cooperative principal behavior has a positive effect
on pupil productivity.[16] An open attitude on the part of the principal
moves through the teachers to the pupils. The greater the degree
of openness, the more authentic the communication with the result
that teacher-administrator interactions serve to satisfy both task-
achievement and needs satisfaction. This creates an organization
which is optimally effective.[17]

Axiomatic theory applied to Heritage school administration

A direct analysis of a particular administrative style is too
extensive for this paper, but some generalizations may be deduced
through examination of structure and process variables in the Heritage
organization. The Axiomatic Theory of Organizations developed by
Jerald Hage[18] identifies the necessity for tradeoffs between mechan-
istic and organic elements in an organization. The school administra-
tor who strives for an open climate would cultivate the organic
components and place secondary priority on the mechanistic components

---

[16]Miller, William C., "Can a Principal's Improved Behavior Result
in Higher Pupil Achievement?" Educational Leadership 33 (February
1976), 336-38.

[17]Hoy, Wayne K. and Appleberry, James, "'Openness' in the Organ-
izational Climate of 'Humanistic' and 'Custodial' Elementary Schools,"
in Change and Innovation in Elementary and Secondary Organization, eds.
Maurice Hillson and Ronald T. Hyman (New York: Holt, Rinehart, and
Winston, 1971) pp. 415-20.

[18]Hage, Jerald, "An Axiomatic Theory of Organizations," Admin-
istrative Science Quarterly 10 (December 1965) 289-320.

which create a bureaucratic arrangement. Hage has identified eight ever-present components which he classifies as means variables and ends variables. Means variables are: complexity, centralization, formalization, and stratification. Ends variables are: production, efficiency, adaptiveness, and job satisfaction. The nature of each component is to enhance either the mechanistic or organic character of the organization. The relationship is inverse so that if one quality is emphasized the other is deemphasized.

The mechanistic (bureaucratic) school is high in centralization, formalization, stratification, production, and efficiency, while the organic (democratic) school is high in complexity, adaptation, and job satisfaction.[19] This paper will include a cursory examination of several Axiomatic variables which predominate at Heritage School. These variables are identified in practices described in the discussion related to teacher role expectations and so can only be suggestive of organizational climate in general. An exhaustive examination of curricular and instructional practices would be necessary for definite conclusions.

The policy of the school board is one source of both mechanistic and organic components contributing to the teacher's assignment. (See page 67.) Restricting the functions of "prescribing" and "directing" curricular tasks to the administrator is an act of centralization and formalization. However, teachers' "appraising"

---

[19]Sergiovanni, Thomas and Starratt, Robert, Emerging Patterns of Supervision: Human Perspectives (New York: McGraw-Hill Book Company, 1971) pp. 62-63. Definitions for this analysis were provided by this source.

and "informing" with regard to classroom conditions is a distribution
of administrative duties and so contributes to organizational com-
plexity, an organic component. Also contributing to complexity are
the means variables described in functions of inspiring, strengthening,
growing, and exemplifying professional qualities. These also serve
ends of school adaptiveness and job satisfaction; in either case they
contribute to an organic environment. Although there is considerable
recognition of factors which would contribute to a democratic admin-
istrative style, the final option is left to each building administra-
tor who has power to describe how the curriculum will be "prescribed"
and "directed."

The effect of the Cooperative Program for Teacher Evaluation is
to dilute this prerogative somewhat in that it provides for teacher
input in determining performance objectives in areas which directly
affect the instructional program. The cooperative process of deter-
mining, implementing, and evaluating these objectives is high in all
the organic components. In this procedure the mechanistic constella-
tion is not obliterated because the principal's appointed position
exhibits a deference in stratification for wielding final powers of
decision. Nevertheless the scope of the participative areas is
extensive and should be a powerful and pervasive influence in creating
the open atmosphere desirable for learning effectiveness. To the
extent that teachers fail to take initiative in this program the
organization is inadvertently tipped toward bureaucracy when decisions
are made on the basis of stratification and centralization.

The principal's leadership influence is obvious in the plan of

instructional organization. The teaming arrangement with a planning period scheduled at the same time for all teachers makes it difficult for teachers to abdicate responsibility in determining direction of the instructional program. It is a strategic move on the part of the principal to increase complexity to the end of increased adaptiveness.

Responsibility for curricular direction is more explicit in the extra-curricular assignment which is a part of each teacher's contract. In this instance production is a priority, the end result being clearly defined by the nature of the extra-curricular sponsorship. Sponsorship itself is an assignment of formalization, so that this portion of the teacher's assignment tends toward the mechanistic. By matching the task to the teacher's interests, it also contains elements of complexity and serves to promote job satisfaction. However, the task is probably geared more toward mechanistic than organic ends.

Guiding an activity period is an assignment higher in adaptiveness than extra-curricular sponsorship because it involves freedom to select and manage the details. It is a natural source of job satisfaction for students as well as teachers even with the rudiment of formalization which enables it. (Some teachers may not be in favor of activity periods.) The activity period at Heritage makes a strong contribution toward an organic environment.

The teacher handbook was written by the principal and is primarily a collection of rules and regulations for operating the organization. It is a symbol of centralization and formalization and satisfies the end of efficiency, an almost completely mechanistic item. During the internship, a teacher-prepared supplement to the handbook was created.

This was to serve the needs of new teachers and to augment a teacher orientation program which it described. The content of the supplement and the program described were cooperatively developed by teachers who were appointed by the principal. The work met an administrative requirement (formalization and stratification) but was also dependent upon the input of a variety of teachers in order to be a useful product; it was concerned more with the development of instructional skills than knowledge of rules. In Hage's terms, complexity was the means to adaptiveness.

All the expectations identified in the above discussion contain elements of both mechanistic and organic constellations. The Axiomatic theory is difficult to apply in discerning these variables in the principal's stated expectations of teachers. (See page 69.) Some distinctions become visible when the statements are analyzed for the ends toward which the expectations are directed. "Maintaining a sound learning atmosphere" and "accountability for preparation" seem important for production and efficiency and would therefore be considered mechanistic. The remaining expectations involve "participation," "concern," "pleasant demeanor," and "volunteering," which are characteristic of organic variables. Table 11, page 77, classifies the functions of teacher and principal roles which have been noted in this analysis.

In the items of principal-teacher interaction selected for examination there is a balance in favor of the organic constellation. Most of the functions contain both mechanistic and organic variables, indicating an integration of structural and human dimensions. The evidence indicates a democratic administrative style.

Table 11

Functions of Heritage Principal-Teacher Interaction Classified
According to Constellations of the Axiomatic Theory

Mechanistic (Centralized, formalized, strat- ified means to ends of production and efficiency)	Organic (Complex means to ends of adaptiveness and job satisfaction)
Principal prescribes and directs curricular and cocurricular tasks.	Teachers contribute profess- ional skills in implementation of curricular and cocurricular assignments.
Principal elicits information on classroom conditions; makes decisions.	Teachers appraise and inform principal regarding classroom conditions,
	Teachers exemplify personal and professional growth and other- wise inspire members of school.
Principal assures that teachers' performance objectives are established.	Teachers and principal cooper- atively determine yearly performance objectives.
	Teacher implements performance objectives and provides monitoring procedure.
Principal determines what supplies may be provided (e.g., initials purchase orders).	Principal provides resources and personal encouragement to facilitate teacher performance.
Principal makes recommendation regarding future employment of teacher.	Principal and teacher discuss and cooperatively evaluate teacher performance.
Principal schedules planning time to provide for teacher team meetings.	Teachers team to plan curric- ular objectives and teach.
Principal formulates rules and regulations and apprises teachers through Teacher Handbook.	

Table 11, continued

Principal delegates personally selected managerial and supervisory tasks.	Teachers prepare orientation program; plan building design for respective areas.
Principal determines acceptable standards for learning atmosphere.	Teachers manage students according to their individual teaching styles.
Principal establishes standards for acceptable scholastic achievement.	Teachers determine type and quantity of preparation necessary for quality instruction.
	Teachers display open attitudes and approachable behaviors; principal maintains "open door" policy.
	Teachers volunteer for any duties which forward the educational task.

Teacher Supervision

The individual teacher

The principal's commitment to secure quality instruction for the students through the teachers is the foundation for teacher supervision. The school enterprise depends upon the release and directed utilization of teacher skills. There must be an ongoing program for realizing a teacher's attributes through instructional procedures and during curricular progress. Teacher supervision is a most critical part of the guidance and appraisal of the entire school program.

The chief modes of teacher supervision include classroom visits,

observations, and conferences:

> The principal receives informal and direct feedback
> concerning the climate of instruction and the quality
> of teaching from students, parents, and other teachers
> and from his observations as he moves through the build-
> ing, but these cannot substitute for direct visits,
> observations, conferences, and consultations with each
> teacher.[20]

A principal with a laissez-faire philosophy about direct teacher

observation fulfills neither the administrative nor the supervisory

requirements of the role. Properly implemented, the act of observation

serves as an opportunity to objectively assess the contribution toward

immediate and long-range curricular objectives. It is also an oppor-

tunity to assist the teacher in actualizing his/her potential, thereby

enhancing self-esteem as well as strengthening the school program.

The dichotomy of ends and means priorities is discernible in

supervisory philosophies which disagree as to which purpose should be

the major aim of teacher observation. Should the observation be

dominated by specific behavioral objectives or by attending to the

teacher's need to realize personal capability? An emphasis on be-

havioral objectives has an evaluative focus, a priority concern for

goal attainment. Administrators need to know the operating condition

of their school systems if they are to make responsible decisions

about policies, programs, materials, teaching, and learning. This

involves analysis and diagnosis of instructional procedures and

---

[20]Lipham, James M. and Hoeh, James A., Jr., The Principalship:
Foundations and Functions, (New York: Harper and Row, 1974), p. 249.

prescriptions for solutions.[21] Supervision focuses on efforts to draw out potential, to identify and satisfy the teacher's particular needs. In the supervisory process, the teacher as person receives priority over organizational goals.

Although these two dimensions are mutually enhancing, equal emphasis on both is not appropriate for all teachers, or even for the same teacher all the time.[22] Some may be more motivated by the intrinsic satisfaction of task achievement while others may find reward in recognition from others or in material compensation. The principal must be flexible and perceptive in coordinating each supervisory experience to the needs of the particular teacher involved. Confidence increases the ability to perform, but success in performance increases confidence. It is a spiral cycle in which each dimension precedes the other in a process of increasing growth. The principal's function is to see that growth continues; the teacher's part is to indicate which dimension requires primary attention, though the act of indication may be passive or subconscious.

In the observation process teacher participation is essential due to the principal's limited expertise in particular content areas. Since the teacher has the greater knowledge of what constitutes mastery, it is not merely desirable, but it is the responsibility of the teacher to judge the degree to which teaching has been successful.

---

[21]Feyereisen, Kathryn V.; Fiorino, A. John; and Nowak, Arlene T.; Supervision and Curriculum Renewal: A Systems Approach (New York: Appleton-Century-Crofts, 1970), pp. 305-12.

[22]Sergiovanni, Thomas J.; Metzcus, Richard; and Burden, Larry; "Toward a Particularistic Approach to Leadership Style: Some Findings," American Educational Research Journal 6 (January 1969) 62-79.

Teacher participation in planning and analyzing an observation is indispensible for both task performance and satisfaction of personal needs.

There are four major steps in teacher observation visits: (1) the pre-visit conference, (2) the observation visit, (3) supervisory analysis and proposed strategy, and (4) the post-visit conference.[23,24] The pre-visit conference, though initiated by the principal, is a cooperative endeavor to identify objectives for the observation. In the observation which follows, the principal records the targeted behaviors, using a monitoring procedure mutually selected during the initial conference. The third step, developed by Reavis, gives recognition to the principal's role as one with particular responsibility for facilitating optimum teaching skills. As Reavis interprets it, this step is one of informing and suggesting from the supervisor's special repertoire of analytical and facilitative skills. It is not a measure to control the outcome, but a matter of preparation for the final step during which teaching effectiveness is mutually assessed. The final step is the mutual assessment of the instructional effectiveness of the particular techniques observed.

If the visitation objectives are not accomplished, it may be due to a lack of relationship between the techniques observed and the material taught. The observation may also fail due to a poor choice in strategy during the pre-visit conference. This was the case in

---

[23]Lipham and Hoeh, op. cit., pp. 250-53.

[24]Reavis, Charles A., "Clinical Supervision: A Timely Approach," Educational Leadership 33 (February 1976) 360-63.

one instance where the writer was to note the number of times the teacher spoke to each student during a physical education class. During the observation visit exchanges were numerous, but the observer was unable to keep an accurate record since she did not know the names of the students. When failure to meet the objective seems to be the result of ineffective instructional methods, it is then the principal's task to provide the teacher with resources and assistance. This step leads to a starting point for another observational cycle, a plan for alternate techniques being the source of objectives to be formulated.

The Cooperative Program for Teacher Evaluation is the framework for teacher supervision in the Middlebury Community Schools. It is organized around teacher participation in the design and evaluation of performance. Teacher command over the process is actually advanced one step beyond that which has been presented here in that they are not obligated to employ the principal as monitor although data must be handed to the principal for analysis and post-observation conferences.

The advantage of using other monitoring procedures, some of which may be mechanical, is to increase accuracy and dilute individual biases of one observer. Especially in the teaming arrangement there would be the distinct benefit of having available observers who are specialists in the same areas of instruction. In some cases students could serve as monitors, a method which would also encourage student appreciation and responsibility for the instructional process. (A student could have succeeded as observer in the physical education class mentioned above.)

This is built on the assumption that trust and openness prevail. Because trust tends to breed trust and since the principal is involved in the initial meeting in which performance objectives are established, it is unlikely that s/he would be considered an intruder in the case of a classroom visit even if another person had been chosen to do some specific monitoring. It is possible, however, that where there is little rapport between a teacher and the principal, the teacher might choose another observer in order to avoid the principal. In such a case, the principal would either have to risk the resentment of imposing a visit or be content to rely solely on second-hand information for the evaluation.

In-service education of Heritage teachers

An aspect of teacher supervision which has much in common with observation is in-service education. In both instances the purpose is to increase the quality of the educational product through the improvement of instructional skills. Success is dependent upon teacher participation in identifying areas of need and determining strategies for improvement. The principal's role is to provide formal and informal opportunities which promote growth in teacher effectiveness.

The one-hour planning period in the Heritage schedule is an example of in-service opportunity for teachers. It is a time when teachers are guaranteed freedom from any duties other than those they themselves initiate. Much of this time is used in curricular planning as teacher teams work together. It could also be said that the interaction serves as an informal study experience.

A formally organized in-service program is planned by the entire school system. Three days are reserved for "teacher in-service." One of these days was devoted to orientation activities at the beginning of the year. A general staff meeting was used to familiarize staff with critical corporation policies. The majority of the day was reserved for building meetings which were the principal's responsibility to organize. On the second in-service day teachers were required to participate in the local program of goal assessment. (See page 39 .) In December a half day in-service session was added in response to teachers' expressed needs for program development. The utilization of this time was left to the principal and staff. The third scheduled day came near the beginning of the second semester. Plans had been made by the administrators to schedule an outside speaker for the morning and leave the afternoon to the discretion of building administrators and their respective staff members, but due to weather conditions the schedule had to be readjusted. The entire day was then commissioned to the building personnel to use as they saw fit.

Ten Heritage staff members were interviewed by the intern for feedback regarding these in-service experiences reviewed above. They were also asked to indicate what they considered to be valuable vehicles of in-service growth. All the teachers felt that corporation-wide meetings were appropriate for dispensing administrative information and stimulating new ideas. At the same time they expressed unanimous preference for building-centered experiences. Most felt the day given to goal assessment demanded too much time, although the purpose was

held to be valid; they felt the need to develop their own program was more important. Teachers found the day devoted entirely to planning in their respective buildings to be valuable because of the large block of time available for interaction of team members. (The curricular innovations instituted at Heritage during the past year have required extensive preparation.) The consensus was that in-service ordered from the superintendent's office could be valuable in keeping teachers apprised of developments in education, but the main criterion for evaluating it should be whether it has a practical purpose. It was also stressed that the mid-year timing of the last in-service day was beneficial in assessing the progress of current programs.

These opinions concur with the observation of Stradley whose comment refers particularly to middle school curriculum development:

> Continuing, practical in-service sessions that stress action research make up a most effective training program because the staff is involved in the development of its own program designed with a specific staff and a specific student body in mind and in implementing, evaluating, and improving its own structure in terms of revealed needs and new suggestions for change.[25]

Administrators have a perspective of the entire system which obligates them to coordinate diverse elements toward a united purpose. They have established in-service days to that end in this school system, and any teacher-directed time has been permitted because it serves a purpose for the entire school system. When there is teacher dissatisfaction because that time is not forthcoming, it could be

---

[25]Stradley, William E., *A Practical Guide to the Middle School*, (New York: The Center for Applied Research in Education, Inc., 1971), p. 175.

due to several reasons: (1) Teachers may **resent** their lack of power to determine how the in-service is to be utilized. (2) Teachers may be genuinely convinced that local curricular planning is of more consequence than broader corporation-wide concerns. (3) Teachers may have become acclimated to having in-service time at their disposal and thus simply be exhibiting change resistance.

In contrast to the corporation's teacher evaluation program which guarantees the teacher an active role in determining how his/her time will be spent, the use of in-service days is determined or delegated by the administration. As members of the administrative team, principals are the teachers' vehicle for influencing in-service activities. These in-service arrangements provide an example of the role-conflict which exists within organizations in general and for principals in particular; they must decide for each in-service whether to select the program or to permit teachers to do so.

One of the most frequent in-service opportunities which recurrently require the school principal to resolve the autonomy-coordination dilemma is the faculty meeting. The faculty meeting is a somewhat formal situation in which the principal is required to funnel administrative directives and expectations to teachers and at the same time solicit and incorporate teacher concerns into organizational strategy.

Heritage faculty meetings

At Heritage bi-weekly faculty meetings were scheduled by the principal who also presided over them. Most meetings were predominantly

information-oriented, centering around announcements concerning schedules and duties. Although the principal was the most active group member at the meetings, teachers were encouraged to respond to the issue at hand, and the agenda always included an opportunity for teacher comment about any matters they might wish to raise. Ordinarily there were few matters initiated by the teachers; typically their remarks related to interpretation of rules, discussion of student management, or expressions of courtesy. There were three occasions during the internship when teachers' active participation at faculty meetings equalled or exceeded that of the principal. They all involved situations of unfamiliar problems. The first was the day of the rescheduled teacher in-service and it involved two major items. One was an assessment of the time lost due to weather conditions. This centered around implications for teachers' personal and professional rights and the meaning of fuel shortage for society in general. The other item pertained to the effect the loss of school days would have on student achievement and curricular plans. Addressing the issue of teacher rights, the principal acknowledged that the final decision for any action rested with the school board but explained that teacher input was both desired and desirable for the welfare of all. The discussion on the curricular program was concluded with instructions and a challenge to maximize the time available for extensive team planning.

The staff were summoned to a special meeting on the morning of the restroom curtailment. The meeting was called to inform the teachers of the reason and procedure for disciplinary action. Considerable

teacher response appeared in the form of questions related to putting the regulation into effect. There were no reactions questioning the appropriateness of the measure. This meeting was actually concluded at an informal gathering in the school office at the end of the day. There was extensive feedback on student response and considerable comment as to the effectiveness of the action. Although one or two alternatives were mentioned, they were not suggested in seriousness, and there was no detectable challenge to the principal's course of action. In this case the principal initiated action which was immediately recognized by the teachers as urgent and justifiable. They actively supported his decision.

A third instance when teachers actively engaged in problem resolution was during a discussion item revolving around the presence of one of the high school aides at lunchtime in the teachers' lounge. The question was brought to the principal by one of the teachers. The principal's approach at the meeting was to present the problem and then open the discussion to the teachers. After teacher views were expressed, the principal followed the consensus of the group stating that the student would continue to be permitted to eat with the teachers. Here the principal had a clear choice between issuing a directive or including teachers in making policy and he chose a democratic approach.

The teachers' awareness of the need for structure and direction is demonstrated in the nature of the interaction at faculty meetings as well as in verbalized expectations of the administrative role. Five teachers who were asked about their expectations of the principal's role all referred to the need to establish guidelines and exert authority.

They also expected a principal to extend him/herself personally and
to be supportive, especially in student disciplinary action. They
want the security of administrative parameters containing an atmos-
phere of trust for their own capacity to make decisions.

Administrative-supervisory balance in teacher supervision

Three different types of structured situations have been examined
for administrator-teacher interaction. Each represents a distinct
degree of personal distance between the teacher and the administrative
representative. At each level of increased distance, there are indi-
cations of a greater amount of administrative control. In the case
of the Cooperative Program for Teacher Evaluation, the teacher has
a great deal of control in directing the program. In this instance,
the teacher and the principal implement a program on a personal one-
to-one basis. A second level of structured distance is represented
in the faculty meetings in which the principal and teachers have the
benefit of personal acquaintance and interact directly with each
other to make decisions. This arrangement involves one individual,
the principal, protecting organizational interests and a group of
individuals (rather than one) whose interests are to be incorporated
into the goals of the particular school. A greater distance between
administrators and teachers is evident in the corporation-wide in-
service program. This involves the variety of teachers from all school
buildings in the system and the increased complexity of coordination
through their representatives, the principals. The full responsibility
for deciding how the time is to be used rests with the administrators

who may or may not delegate the task to the teachers.

The number of persons in a group has a direct bearing on the means of establishing control. (The same principles relate to student discipline.) The Heritage teacher evaluation program is implemented by a dyad, the faculty meetings by a small group interacting directly with a familiar leader, and the in-service experiences by a large, diverse group under the direction of an outside administrator, the assistant superintendent. Swensen describes the difference in the relationships which attend these situations:

> In a group, one person talks to another person, and
> the other members of the group serve as judges of
> what happens. In a dyad there is no other person,
> so there is no impartial or impersonal judge.[26]

The presence of others tends to depersonalize while it increases objectivity. Thus the task-people dichotomy is subject to laws of group dynamics, as well as to the influence of personal and social space. If the situations described represent a balance shift from personal cooperation to a more prescribed type of interaction, the business of collective bargaining may be considered the arena.

Collective Bargaining

Legal obligations of Middlebury Corporation contract

In the Regular Teacher's Contract form prescribed by the Indiana State Superintendent of Public Instruction are paragraphs binding both

---

[26]Swensen, Clifford H., Jr., Introduction to Interpersonal Relations, (Glenview, Illinois: Scott, Foresman and Company, 1973), p. 205.

employer and employee to the Collective Bargaining Law between School Corporations and Their Certified Employees. The ground rules for forming employer-employee agreements are contained in Indiana Public Law 217 of the Acts of 1973, the Collective Bargaining Law. In bargaining, teachers interact with an entity having a broader base even than the corporation administrators; that is the local governing body, the school board.

The guidelines and parameters delineated in Public Law 217 are the source of the Master Contract between the Board of School Trustees of the Middlebury Community Schools and the Middlebury Community Classroom Teachers Association. The context from which the law was created is stated in the first section. Briefly, the citizens of Indiana have an interest in cooperative relationships between school corporations and certificated employees, and collective bargaining is recognized as a viable means of resolving conflict between the two parties. It is emphasized that constitutional and statutory requirements make the obligations of public school employers different than those of private employers. As "school employer," the local governing body has the indisputable responsibility of insuring fulfillment of the mandate to educate.

The law further defines the management rights of the school board. Incorporated directly into the Master Contract is the law's clarification of the board's legal authority to manage and direct the school in behalf of the citizens they represent. Among its responsibilities are hiring, transferring, retaining, and relieving employees. The board (governing body) is also authorized to direct their work,

establish policy, maintain the efficiency of the operation and

"carry out the mission of the public schools as provided by law."[27]

The Collective Bargaining Law lists the items on which both

employer and employee have the right and obligation to bargain:

salary wages, hours, and wage-related fringe benefits. In the Middle-

bury contract this has resulted in articles describing specific terms

on the following subjects: duty-free lunch period; mileage; insurance;

retirement pay; jury duty; sick leave and sick leave bank; leaves of

absence; absence without compensation; extra-curricular pay schedule;

professional compensation; and advancement increments.

The law also deals with subjects which are to be discussed be-

tween employer and certificated employees but which are not required

to be bargained: working conditions not legally recognized for bar-

gaining; curriculum development and revision; textbook selection;

teaching methods; selection, assignment, or promotion of personnel;

student discipline; expulsion or supervision of students; pupil-teacher

ratio; class size; and budget appropriations.[28] Although a number of

Indiana's school corporations include some of these subjects in bar-

gaining, the Middlebury Corporation does not.

---

[27]Master Contract between the Board of School Trustees of the
Middlebury Community Schools and the Middlebury Community Classroom
Teachers Association, Article III, Middlebury, Indiana, 16 August 1976.
(Mimeographed).

[28]Indiana, Collective Bargaining between School Corporations
and their Certificated Employees, Public Law 217, (1973), section 1.5.

The scope of bargaining in Indiana

Considerable pressure exists to widen the scope of bargaining in state legislation. In February 1977 a bill to this effect narrowly passed the Senate but was killed in the House Education Committee in March. Committee chairman Phillip T. Warner indicated that the scope of the proposed legislation would pave the way for increased budgets which neither the local nor state publics would be able to finance. Of major significance was his position that there was an inherent threat to "the public's right to determine the kind of schools they want their children to attend."[29] The executive director of the Indiana State Teachers Association cited the action as a negation of the democratic process since the bill was never debated.[30]

The proceedings in the legislature provide an example of an almost-successful effort to bring more power to the teachers. A difficult question to be faced by administrators, school board members, and legislators is: To what extent should administration be dissatisfied with maintaining the status quo and to what extent should it be discharging the obligation to safeguard citizens' rights to determine the course of public education? The premise of Public Law 217 is that the governing body must always act in accord with the latter. However, the humans entrusted with this responsibility should continuously scrutinize their intentions, always recognizing their vulnerability

---

[29]The Goshen News (Goshen, Indiana) 30 March 1977, p. 1.

[30]The Goshen News (Goshen, Indiana) 31 March 1977, p. 4.

to accusations of acting for personal gain:

> As administrators continue direct efforts to seek
> control over people, they enjoy organizational se-
> curity in terms of position, power, and the like . . .
> Administrators who practice enlightened supervision
> seek organizational control over the accomplishment
> and extension of school goals, not people.[31]

The process for collective bargaining has presented itself as
a solution to the need to expand formal structure to contain an in-
creasing diversity of skill and demand, yet at the same time uphold
a loyalty to requirements of the State and Federal Constitutions.
The resulting law protects the governing body as well as the individual
rights of school employees. It is as important to determine the
obligations of the parties as it is to define what constitutes a
violation of rights in this system of employer-employee interaction.
Unfair practices include refusal to bargain collectively on the des-
ignated subjects; also unfair are infringements on the structure and
composition of the employee organization.

Role of Indiana Education Employment Relations Board

The local governing body (Middlebury School Board) and the
employees may agree on the identity of the "exclusive representative."
Generally, the representative should have membership of at least twenty
per cent of the employees eligible for a unit. In case of challenge
or failure to reach an agreement or identity, the exclusive represent-
ative is determined by the state Indiana Education Employment Relations

---

[31]Sergiovanni and Starratt, op. cit., p. 167.

Board. The IEERB also has authority to provide for the functions of
unit determination, unfair labor practice processing, conciliation
and mediation, fact-finding and research.[32] It is this external
control which keeps the negotiating arrangements intact. Its existence
represents a limitation on the powers of employer and employee alike
since it is the final authority in case of impasse.

Formulation of the contract

Once the contract has been established, keeping integrity with
the agreement becomes the specific responsibility of both parties for
the year. It is also provided that both parties to the contract are
to determine the particular methods of handling alleged infringements,
although the IEERB is always available to assist if the parties are
not satisfied or cannot reach a mutual agreement. The strongest
employee group in the corporation is that of certificated employees
and it is this group which is the focus of the following discussion.

Grievance procedures

The Middlebury contract provides distinct steps for a teacher to
follow in filing a grievance; this may be done with or without the
assistance of the teachers' organization. The principal is the first
administrative official contacted. Initial presentation of the
grievance is oral. If no oral agreement is reached within five days
a written "Statement of Grievance" is presented to the principal who

---

[32]Indiana, Public Law 217 (1973), section 1.9.

has an additional five days to respond in writing. The interaction with the principal is the only step which provides for handling the grievance through conversation. Of all the steps in the grievance procedure this first informal meeting with the principal holds the greatest possibility for solving the problem by building mutual respect and determining common goals. The principal who has active communication established with his/her teachers has the potential to resolve the grievance. In addition the freedom from written statements is an advantage to both; a discerning principal will frequently recognize when the ostensible grievance is not the real issue. The remaining steps are increasingly bound to resolution by formalities and the proceedings bear the mark of personal distance. The principal is to respond to a written grievance within five days. This administrative obligation must be dominated by a concern for the organizational welfare; this is also true of the succeeding steps with the superintendent and the school board.

Failure on the part of the teachers to utilize the grievance procedure can lead to trivial or overgeneralized concerns being brought for discussion or bargaining at the time the new contract is being formulated. This would happen if a teacher is unwilling to assume responsibility of encounter for a personal issue or if there has been no attempt to apprise him/herself of proper procedures. It should not be overlooked, however, that a principal who establishes an open climate will also influence a decision to follow grievance procedures rather than to seek the comparative anonymity of presenting issues for discussion and bargaining.

Power dynamics in bargaining procedures

The structures established for collective bargaining position the principal and teachers as adversaries at the same time that they are increasing their efforts at teamwork within the school. The effect is not that of a need to decrease administrative control while increasing interaction as persons, but a need to expand in both directions. Boyan makes the point that decision-making on educational policy must be maintained by a school's governing board while there should be an increase in the distribution of authority over employment conditions.[33] This is the course suggested by Public Law 217 which has also been pursued by the Middlebury Community Schools.

Yet simply adhering to structural division will not be sufficient without understanding why it is needed and what teachers really want. Many of teachers' "real" needs can surface only through continuing dialogue. West speaks for a number of observers when he concludes that teacher unions are often a way of compensating for the inability to self-actualize within the school system.[34] So long as this is the case, it seems that teacher unions will continue to strive for more legalized power, for increasingly wider bargaining scope.

To have local boards and administrators relinquish their authority

---

[33]Boyan, Norman J., "The Emergent Role of the Teacher in the Authority Structure of the School," in Organizations and Human Behavior: Focus on Schools, eds. Fred Carver and Thomas Sergiovanni, (New York: McGraw-Hill, 1969) pp. 207-8.

[34]West, Phillip T., "Self-Actualization: Resolving the Individual-Organization Conflict," Clearing House 47 (December 1972) 249-52.

roles is not the solution either. Boyan[35] indicates that teachers themselves feel more powerful in systems that are "high" in bureaucracy. Heritage teachers affirmed this in their statements that a principal should be a strong authority figure. Campbell, Cunningham, and McPhee indicate that bureaucracy protects professionalism:

> Increase of knowledge and demand for efficiency in the organization require more specialization of work. We know of no way by which a formal organization can be made accountable to the larger society except through a hierarchy.[36]

Boyan also warns against solving the teachers' personal and professional needs by expanding the list at the bargaining table, because the deciding power actually goes from boards and administrators to an outside party.[37] This could be the state-appointed IEERB or even legal advisors to either party whose influence could be more insidious. The natural consequence might be a broader and more diffuse bureaucracy than has ever had control of the public schools.

As teachers continue to develop their skills and self-esteem, their drive for further fulfillment will impel them to seek satisfaction through the right to increasing power. It appears that the stronger their support among the existing authority positions, the less they will have a need to define their powers legally. This support is developed through increased personal interaction between

---

[35]op. cit.

[36]Campbell, Roald F.; Cunningham, Luvern L.; and McPhee, Roderick; The Organization and Control of American Schools, (Columbus, Ohio: Charles E. Merril Publishing Company, 1970), pp. 254-55.

[37]op. cit., p. 206.

teachers and administrators. The key facilitator is the building
administrator, who has the greatest proximity to teachers. Shuster
and Stewart[38] suggest that negotiations might be the means to strength-
en communication, especially if building units of teachers and admin-
istrators would be developed to research problems and make recommenda-
tions to the board. The novelty of this idea lies not in principal-
teacher research committees being formed, but in the possibility of
incorporating this in an agreement between school boards and teacher
associations.

<center>Summary</center>

From all the discussion centering on teacher-principal relations,
whether in teacher evaluation agreements or grievance arrangements,
it may be concluded that the principal's most eminent goal is to accept
the responsibility of maintaining the school's existence and to do
that in an atmosphere of flexibility and responsiveness. The principal
relates to teachers both as administrator and as supervisor. As the
one responsible for evaluating organizational success, s/he serves
in an administrative role. As supervisor s/he strives for teacher
success. Since teacher expectations determine many of these adminis-
trative and supervisory responsibilities for the principal, an under-
standing of the teacher role contributes to understanding of the
principal's role.

---

[38]Shuster, Albert H. and Stewart, Don H., _The Principal and the_
Autonomous Elementary School, (Columbus, Ohio: Charles E. Merrill
Publishing Company, 1973) p. 358.

Policy statements of the Middlebury Community School Board and the Cooperative Program for Teacher Evaluation identify areas critical to teacher performance. Teachers are expected to perform the instructional task under administrative direction, but they are responsible for their own personal/professional development. Heritage teacher roles are also defined by the organization of their school, duties of extra-curricular sponsorships, the Heritage Teacher Handbook, and particular expectations held by the Heritage principal.

Hage's Axiomatic Theory of Organizations was applied to the above sources of role definition in order to reveal the type of administrative style they elicit in the Heritage situation. It was found that variables contributing to both bureaucratic and democratic styles were present, but that the predominant administrative style is open and democratic.

Teacher supervision was reviewed in three types of situations at Heritage: teacher observation, in-service training, and faculty meetings. It was found that observation procedures are associated with the teacher evaluation program and so exhibit a high amount of teacher authority. Faculty meetings are dominated by the principal, but teachers are active participants. In-service education is authorized by the corporation administrators who alternatively plan and delegate the form of the experience. The greater the number of teachers involved, the greater evidence there was of administrative control. It was also evident that teachers were granted more authority over the instructional process while administrators retained authority for instructional direction.

Collective bargaining is a process which provides legal clarification of administrator-teacher roles in the employer-employee relationship. Indiana Public Law 217 outlines the rights of both parties and provides a board to mediate disputes over contracts. The law limits the bargaining scope to salary-related items, but requires parties to discuss designated items pertaining to teacher conditions.

The Middlebury Community Master Contract describes grievance procedures which proceed from personal discussions with the principal to appeals to the superintendent and school board. Bargaining has resulted from a combination of structural division within the organization and teachers' personal needs for autonomy. In the bargaining process and in handling grievances, administrators may use their position to serve the interests of both organization and teachers.

III. THE PRINCIPAL AND KEY ADMINISTRATIVE SERVICES

Introduction

As the leader of the school, the principal is responsible for identifying both internally and externally defined goals. The instructional program must meet societal expectations and at the same time demonstrate its effectiveness in meeting learner needs. The curriculum should be directed toward the goals of the community as well as those of the students. Since society is continually changing and students are always unique, a particular curriculum can never be considered permanent. All the school services are dependent on a clear understanding of society's direction and students' potential if they are to be relevant.

This chapter will first consider methods used to evaluate the Heritage curricular program, including teacher comments about curricular evaluation. The next subject will deal with pupil evaluation and its contribution to pupil placement. This will be followed by an assessment of the media center, a major source of enrichment and supportive service. Finally, there will be a discussion of some selected administrative services focusing on effective management in areas of scheduling, student records, the school plant, and business affairs. Experiences associated with objectives twelve through twenty of the intern's prospectus provide the substance for this section.

102

Curricular Direction and Evaluation

Sources of direction and evaluation

Curricular evaluation and pupil evaluation represent two different levels for assessing total school effectiveness. A curricular evaluation is concerned with the success of the entire school system as it relates to school goals. ("Curriculum" includes, but is not limited to, "instruction.") Pupil evaluation relates to individual achievement of objectives which contribute to the broader goals, and so may be regarded as subsystem evaluation. Both system and subsystem have standards against which the school's effort and achievement are weighed. In the case of pupil evaluation, standards are determined by curricular goals and inner capabilities; achievement is described in subjective teacher/pupil evaluative comment and in objective measurement. In the evaluation of the entire curricular program there are standards imposed by the community and society at large which must be interpreted for the particular situation by all school personnel. Goal achievement is determined by change in subsystems and the system as a whole, thus incorporating pupil evaluation and assessment of services into a composite evaluation of the functioning of the entire school unit.

In any school a great part of curricular direction and success comes from the informal feedback of teachers, students, and parents. These informal sources of input are invaluable in clarifying the context from which formal evaluative criteria derive and to which they are applied. Communities and individual students have personalities

which temper a judgment about quantitative measurements. One of the methods for securing this type of input at Heritage was through active encouragement of parent involvement in conferences with teachers, the principal, and the guidance counselor. Students were often involved as well. This was promoted by the responsiveness of the staff when home contact was made; open letters and memoranda from the principal's office also encouraged this kind of parent participation.

At times, feedback was solicited. During the 1976-77 school year three major sources contributed to formal assessment of the Heritage program. These were the corporation-wide goal assessment program, the student survey conducted by the Heritage guidance department, and the standardized testing program.

Established target goals as criteria

The ranking of the top-priority goals established in the corporations's Study of Educational Goals is given in Table 1, page 20. As a result of this evaluation, two target goals have been chosen by the administrative team and school board to be focal points in the direction of the Middlebury Community Schools: "Develop skills in reading, writing, speaking, and listening," and "Develop good character and self-respect."

In projecting the Heritage program for the coming school year it will be necessary (1) to interpret these goals for the middle school context with its students and philosophy, (2) to review and evaluate the current program in view of these goals and (3) to revise the existing program and/or conceive new practices. At Heritage the

goals would be implemented through the task of curricular development which is carried on by the teaching teams; the principal would serve as coordinator for the entire curricular program. The structure for cooperative goal definition and direction is built into the present teaming arrangement. These teaching teams with the principal-coordinator would also be the means for gathering data, diagnosing the current program, and prescribing revisions and innovations.

The student survey and the standardized testing program both contribute to an assessment of the curriculum in light of the two target goals, and each makes a primary contribution to a particular goal. The cognitive goal to further communication skills would be addressed directly by data from the testing program. It has been noted elsewhere (page 41) that the guidance program would naturally assume major responsibility for the affective goal "Develop good character and self-respect." In addition, the goal evaluation program included a rating process, and an opinion inventory yielded direction for evaluation and implementation of both goals.

The scores of the standardized achievement tests in the language arts area will provide a quantitative basis for comparison of progress for the school as a whole, for grade levels, and for individual students. They also provide for comparison of the effects of different instructional methods. The Iowa Tests of Basic Skills are administered near the end of the school year to all eighth graders. Scores for the current and immediately succeeding years may reflect the major innovation of the middle school as an institution. In the next several years, test scores will be influenced by this new environment as well as by

the increased emphasis to be given to the target goal in communication skill development. Future analysis of these test results may be complicated by the fact that in this situation there are two contingencies to improvement: implementation of appropriate instructional objectives and proper development and utilization of the new middle school design.

What is essential to the development of good character and self-esteem has already been explored in discussion of student values and the guidance program. Further assistance for developing curricular objectives may be found in the community opinion inventory. Probably the most pertinent objective which emerged for the Heritage program was the one regarding sex education. When asked whether they approve of the local schools teaching courses in sex education in grades six through twelve, eighty-four per cent of the community citizens replied in the affirmative. Since there have been no formal courses in sex education at the middle school level, a sex education program could be considered for ways it might contribute to achievement of character and self-respect.

The teacher and curricular innovation

The team members responsible for implementing change are naturally concerned with evaluation and implications of data collected. As managers of the learning situation, they are accountable for interpreting, developing, and evaluating curricular objectives. They also share with administrators a role of guardianship of the interests of the larger society and so are committed to see that curricular content

includes more than a concern for the immediate.

Five experienced Heritage teachers responded to an informal query about curriculum development and revision. They were asked to identify relevant issues which might indicate practical guidelines for curricular innovation. The following is a composite of the suggestions for curricular evaluation and/or change:

1. Build a philosophy from the school goals.
2. Recognize state and local requirements but guard against excessive restriction of the program.
3. Identify the needs of the student, then strive for relevancy and enjoyment.
4. Organize; determine major areas of focus and delete all extraneous material.
5. Plan for flexibility; there is an evolutionary process which occurs when the curriculum is in action.
6. Be resourceful; consider a number of options before making a final decision.
7. Utilize available professional and commercial resources in developing an idea.
8. Designate a trial period for any innovation and annually review the curriculum in its entirety.

The steps of data-gathering, analysis, diagnosis, and prescription are all evident in the above list. In addition there is evidence of the need to perpetuate the evaluation cycle and to inspect the whole program at regular intervals.

Evaluation of the Individual Student

Role in curricular evaluation

Students, community members, and school staff can offer observations of the curricular program which provide the subjective element needed for evaluation. Such observations are substantiated, clarified, or negated by objective measurement of curricular areas. Student evaluation narrows the scope to the individual and shifts attention

from the **structure** and process of learning to the person to be changed.

Evaluation of the individual student serves the curriculum evaluation process by providing feedback as to its efficiency. Although large group norms satisfy the need for generalizing, a school committed to the growth of individuals needs information on the progress of each individual also. The school relies on the positive feedback of observable change in the direction of its objectives as well as negative feedback of failure in order to assess its proficiency in the educational task. Since learning is dependent upon an environment which meets the needs of the learner, proper student placement is critical to learner success which is actually the only real curricular success.

Student placement at Heritage

Heritage is a graded school, but student placement has more options than might be suggested by the three grade levels it contains. The major design for placement is made by team members who frequently plan departmental instruction to meet various learner needs. Thus mathematics sections for a grade level may be divided according to the mastery of facts required for a certain curriculum. Students have some voice in placing themselves in many class activities. The most noteworthy of such opportunities is probably the Developmental Reading Laboratory where students of all reading levels are encouraged to participate. Special Education classes offer an option to students who cannot meet minimal achievement requirements for a regular grade placement.

Decisions for placing a student seldom present a problem unless a child does not demonstrate the ability to perform at the grade level filled by most of his/her age-mates. The teachers who work with a student are the ones who initiate evaluation to determine whether a child should be retained or placed in special education classes. Conferences with the parents, the student, and the guidance counselor precede a final decision. In case of special education placement, and in most cases of retention, special testing is administered by the psychometrist. Ultimately, the decision to change a student's placement is a cooperative one, although in most instances the teachers assume final responsibility for it.

Evaluating student progress at Heritage

For most students the purpose of evaluation is more to determine the progress they have made from a specified beginning point than to identify where they should be placed in the school program. The most typical means of expressing progress is through teacher-determined grades. This is the method used at Heritage. According to a survey made by a Heritage teacher, grades are an objective expression of academic achievement. Although teachers believe that grades have a high motivational value for students, they do not abuse their objective usefulness by holding them as threats.

The following characteristics of the grading process were derived from material developed by the New Teacher Training Committee at Heritage:

1. Grades should be based on a wide variety of student experiences.

2. Students should be informed of their grade status
   at frequent intervals during a grading period.
3. Grades should be defensible by evidence.
4. Personally written evaluations supplement grades.
5. Each instructional situation calls for unique
   grading procedures.

According to the above, Heritage grading should reflect the school emphasis on individualization; varied data for grading and personal evaluations are advisable. Personalized evaluation is expected at the end of each grading period; Heritage report cards have space for teacher comments for each class in which the student is enrolled. The list also reflects the Heritage commitment to flexibility. It is suggested that grading be adjusted to suit the course work. The same philosophy is behind the variation in symbols used by different departments in reporting grades. Expressive arts teachers use symbols for outstanding (O), satisfactory (S), and unsatisfactory (U) categories; other departments use letter grades "A" through "F".

The grading process at Heritage allows for formative and summative evaluation in the classroom and throughout the school. According to the above list, teachers should keep students posted on their achievement as the course progresses. This was also indicated in teacher remarks on curricular innovation, which stressed acknowledging student needs and maintaining flexibility. The school has a system for reporting student progress in cases where report card grades are considerably below the student's capability. In a conference with the principal or counselor students establish a grade goal for one or more subject areas. During the following grading period a biweekly progress report is circulated among all teachers involved. In addition to teacher comments, there is a five-point scale to note progress in both academics

and behavior.

Summative evaluation is most crucial for making decisions about student placement. Collective and individual scores also supply objective data for evaluation of the curricula. The Heritage principal stresses that the teachers begin their courses with pre-tests in order that post-testing can reveal where and how much change has taken place. This also brings more validity and reliability to interpretations of the teacher-made test. In addition, the standardized achievement test scores are valuable objective measures of a school's progress internally as well as in comparison with other schools.

Assessment of the Media Center

To facilitate student success it is important to ensure that environmental conditions enhance learning opportunities. Acceptable standards would be expected to vary with the community, but there are minimal criteria which could be applied to most schools in program areas other than instructional management. Probably the single most important support service to the instructional program is the media center. The principal's role as coordinator of the instructional program demands a basic knowledge of the essentials found in a functioning and well-equipped media center.

Table 12 represents the conclusions of an evaluation of the Heritage media center. This evaluation was processed by the librarian and the intern. The format and criteria are those of Ruth Ann Davies and are based on recommendations of the 1969 Standards for School

Media Programs.[39]

Table 12

Heritage Middle School Media Center Evaluation

Media Center Service Profile

A. Personnel: Poor   (Less than one full-time media specialist per 250 students)

B. Materials: Fair   (Five books per pupil plus nine pieces of nonbook media per pupil)

C. Organization: Superior   (All print media classified and catalogued; all nonprint media catalogued)

D. Quarters: Good   (Space to seat largest class plus reception, conference, office and storage areas)

E. Equipment: Superior   (Shelving and cabinet storage to accommodate the entire media collection with growth allowance; furniture to implement all activities; hardware to activate all media)

F. Budget: Poor   (Less than one per cent corporation cost per pupil)

G. Program: Good   (Recreational reading and curriculum support programs available to students and faculty on an open schedule)

---

[39]Davies, Ruth Ann, The School Library Media Center (New York: R. R. Bowker Company, 1974), pp. 265-67, 391-99.

Table 12, continued

Evaluative Checklist (A nine-point scale from "very weak" to "very strong.")

I. School System Educational Media Services

   A. Commitment to the Media Program: Strong -- The school system has building media centers but no director for the system. Certified staff are inadequate at the elementary levels.

   B. Commitment to Educational Media as an Integral Part of Instruction: Strong -- Generally schools are provided with the variety and quantity of media and services needed.

   C. Commitment to Providing Educational Media Facilities: Very Strong -- All new buildings are equipped for the greatest possible uses.

   D. Commitment to Financing: Strong -- Educational media program is financed entirely from regularly appropriated school funds.

   E. Commitment to Staffing: Weak -- Responsibility for most staffing is assigned to persons whose primary commitments are in other school jobs.

II. Educational Media Services -- Curriculum and Instruction

   A. Consultative Services: Very Strong -- Educational media professional personnel work as a part of their regular assignments with teachers to meet their needs.

   B. In-service Education in Educational Media Utilization: Strong -- Continuous activities concerning selection, production, development, and use of educational media are provided.

   C. Faculty-Student Use of Educational Media: Strong -- Most use appropriate media in their classrooms.

   D. Involvement of the Media Staff in Planning: Average -- Librarian is occasionally involved with teachers in production of materials.

III. The Educational Media Center

   A. Location and Accessibility of Educational Media: Very Strong The center is highly accessible and equipped to support a a quality instructional program.

   B. Dissemination of Information: Strong -- Information is usually disseminated to teachers and staff as a matter of policy.

Table 12, continued

III. The Educational Media Center, continued

    C. Availability of Educational Media: High Average -- The
quantity of media and the distribution system enable delivery
on short notice.

    D. Storage and Retrieval of Media: Strong -- Space is adequate
with room for expansion.

    E. Maintenance of Media: Average -- Media are cleaned and re-
paired whenever the staff has time to do so.

    F. Production of Media: Rather Weak -- Media specialist usually
prepares materials due to limited production facilities for
teacher preparation.

IV. Physical Facilities for Educational Media

    A. Facilities in Classrooms: Strong -- Classrooms are designed
for optimum use of all types of educational media.

V. Budget and Finance of the Educational Media Program

    A. Reporting Financial Needs: Strong -- Regular reports on status
and needs are made to the principal.

    B. Basis for Budget Allocations: Above Average -- The budget is
generally based on immediate needs, though often consideration
is given to long-range goals.

    C. Development of Media Budget: Strong -- The budget of the entire
school system is developed by media staff in consultation
with administration.

VI. Educational Media Staff

    A. School System Media Staff: Weak -- A professional media person
has been assigned to manage the program, but the shortage of
assistants limits her performance mainly to clerical duties.

    B. Building Media Staff: Rather Weak -- There is a full-time
media specialist but only one part-time assistant other than
student help.

To summarize the characteristics of the media center and its services at Heritage, it may be said that it is "strong" or well above average in resources available, in physical facilities and location, and in services offered and utilized. The major weakness is in meeting optimum staffing requirements; this apparently does not receive top priority in either the building or the system. Although the profile rating for budgeting places it as "poor," this is contradicted by higher ratings in budget elsewhere; higher ratings in other areas are also indirect contradictions of a poor rating. If media center staffing were increased by at least one person, this center would be nearly ideal according to Davies' standards.

Management of School Plant and Business Affairs

The principal's role in management of the school plant and business affairs has a supervisory aspect parallel to that of instructional management. The work is organized and performed by specialists and the principal's task is to facilitate their performance toward the end of goal achievement.

Supervision of the school plant

The origins of plant supervision lie in the planning of the facility. The Heritage building was developed through the coordinated efforts of staff members. The needs of middle school students, the school philosophy, and curricular objectives determined the design of classrooms and the building as a whole. They also determine the means for its continued maintenance.

The math/science area has two center classrooms separated by folding doors so that team teaching may be easily arranged. A preparation/storage room is located between every two classrooms, making a maximum of supplies available for various sorts of work. All classrooms surrounding the media center are shared by the language arts/social studies core. Skills of finding and using resources are encouraged with the semi-open concept. Each classroom in this area has twelve-foot entrances so that teachers may send part of the class to the media center while others continue work in the classroom. Folding doors permit teaming arrangements in this area also. Science/math and language arts/social studies teams each have a planning room shared by all teachers on the team. The arrangement is meant to encourage sharing of ideas and organizing of inter-disciplinary work.

The large group room can accommodate one entire grade. It offers an efficient method for showing films, hearing speakers, etc. The floor consists of wide carpeted steps with no chairs. This allows flexible seating arrangements and also permits the energetic student to stretch and shift. A small stage completes this mini-auditorium.

The elevated levels of the music room make it possible for it to double as a performing stage. It is separated from the cafeteria seating section by folding doors. Other expressive arts rooms are located in a separate part of the building. Home economics, industrial arts, and art rooms are adjacent to one another. This makes it possible to share certain tools and other equipment. The industrial arts and art rooms are joined by a common drawing room; a dark room is shared by both.

The gymnasium has both a regulation basketball court and a volleyball practice area. A ventilated divider allows two different groups to participate at the same time. Bleachers roll onto the practice portion to accommodate seating for athletic games and school assemblies.

The principal's role in plant supervision is to ensure an environment which is safe and conducive to learning. Although the custodian is expected to regularly inspect the building for any hazardous conditions, the principal is responsible for the physical safety of the students. It is imperative that s/he know the location of cutoff switches for gas, electricity, and water. A thorough annual inspection is part of the job for the custodian, though the principal should seek assurance that the building is prepared to pass scheduled state inspections.

The principal and teachers all assume responsibility for notifying the maintenance department when repair service is needed. Since the custodian orders supplies directly from the central administration offices, the principal's role in providing a safe building is mainly that of apprising and being apprised. Individuals who intentionally deface property are required to personally provide their services for immediate cleanup.

Sometimes students assist with custodial duties such as sweeping, laundry, general cleaning, or snow shoveling. As students expend effort to maintain a beautiful and functioning building they establish an identity with the school itself. This generates a supportive attitude which usually extends to the entire program of the school.

This arrangement requires that the custodian must accept a type of teaching role. It is important that all custodians understand and support the school philosophy. The mutual cooperation of all school personnel is absolutely vital for program integrity.

The Heritage building is impressive tangible evidence of the staff's extensive innovation and the principal's coordinative efforts. The involvement which was a part of the planning stage is continued in building maintenance. Staff members who participated in designing the building have a natural interest in caring for it. Teachers and other staff members promote proper care through example and student supervision. Students take an active part in assisting the custodian in maintenance duties.

Business management

The interdependency of organizational roles is as evident in business management as it is elsewhere. Teacher estimates, clerical competence, and administrative structure must all be coordinated in directing financial resources to enable the school's operation. The principal's responsibilities in the school's financial program revolve around the tasks of budgeting and managing the flow of funds. The middle management position of the principal places him/her as an adviser in the formation of both corporation and building budgets, one who relays concerns at both levels. It is also necessary that s/he understand enough of the accounting system of central administration to implement complementary building procedures.

As an active participant in the school enterprise, the principal

has an interest in the financial planning of the entire corporation. Certain areas of the budget are of major concern to the school's instructional task. From the budget of the Middlebury Community Schools the following areas of expenditure have most influence in determining the curricular program: instruction, health services, pupil transportation, operation of plant, maintenance, community services, and capital outlay. Of these, current policy is to allocate funds to each building in the areas of instruction, maintenance, and capital outlay. Other areas of expenditures are administered by the superintendent; however, a principal may influence the use of these funds in discussions with the superintendent.

The amounts allocated for maintenance and capital outlay are based on arbitrary per-pupil figures so that a building's appropriation is influenced by enrollment and the grade levels it contains. Extenuating circumstances might be a basis for securing additional funds such as equipment for special projects. It is also possible that some circumstances would be judged as deserving less than would normally be allotted. This was the case at Heritage when the capital outlay was greatly reduced because the building had just been opened and was equipped with new furnishings.

The allocations for instruction are determined on a per-pupil basis for audio-visual and library supplies. The amounts provided for other instructional supplies are based on building needs presented by each principal. While principals are free to use discretion in budgeting items within any of the allocated areas, they have the greatest obligation and opportunity to influence the amount of the

allocation in the area of instruction.

The amount requested for Heritage instructional supplies is the result of conversation between the principal and department heads. Once the allocation is approved by the principal, teacher responsibility continues for ordering and keeping departmental records of expenditures. Teachers may make purchases locally or order from companies at some distance. Twice a year general orders for supplies are sent to companies which offer materials made available for general use throughout the school. Teachers are expected to alert the office clerk of any unusual requests before these orders are mailed.

A flow chart has been designed to facilitate accounting procedures in each of the corporation's buildings. The process relies on the proper use of purchase order forms which route the information from the school office to the administrative center to the vendor. A teacher making a requisition completes this form and provides a cost estimate, then presents it to the principal for signature. This gives the principal opportunity to be aware of possible irregular requests and also to ensure the availability of funds. A copy of the order is filed and three remaining copies are forwarded to the administrative center. After the request is approved at the central office level, it is given a purchase order number and one copy is returned to the school office where it is retained until the order is received. It is then returned along with any invoices to the administrative center where payment is made for all purchases.

The school building office clerk keeps a record of encumbrances

which is adjusted monthly when the central offices send a record of disbursements. For a smaller order of items being acquired locally the school uses a separate order form which needs only the principal's signature before the purchase is made. A copy of this purchase order is sent to the administrative center by the merchant and payment is charged against the school account as are all purchase orders. With all orders no monies are handled at the building level, thus reducing the principal's liability and the bookkeeping demands in the school office.

The cash which comes into the Heritage building each day is collected by cafeteria or clerical personnel or teachers and handed to an extra-curricular bookkeeper and treasurer. Money is collected, counted, and recorded, then deposited daily. The largest daily cash inflow comes from the cafeteria. Other significantly large sources come from the book rental fund, course fees, athletic and music fees, yearbook fund, insurance and school pictures. The records are audited at least once a year. In addition, the state requires monthly and quarterly financial reports on cafeteria funds.

In the system described, the Heritage principal's personal vulnerability is minimal. Cash is in the building only for brief periods; the bookkeeper collects cafeteria money soon after it has been received; other cash is kept for a short part of the day. The greatest responsibility of the principal is at the point of decision-making when instructional needs are inventoried and when purchase orders are presented for signature. The predominant concern in the ongoing program is to keep posted on the availability of budgeted funds.

Schedule-Making

An administrative service left almost entirely to the principal is that of schedule-making. A schedule should reflect the needs and purposes of a particular situation, if it is not to propel the school program toward failure. Another factor to be acknowledged before the schedule-making can proceed is that all must be accommodated within a predetermined time because the length of the school day is dictated by state and corporation requirements.

The Heritage curriculum is committed to developing attitudes of exploration and to nurturing appreciation of individual differences. To these ends a type of block schedule has been developed which allows considerable flexibility. It facilitates regrouping of students, time adjustment of classes, individualized instruction, large group activities, field trips, team planning and instruction, and inter-disciplinary activities. Sixth graders are given the advantage of one teacher for two subjects with the plan. This design helps them adapt from the self-contained classroom to departmentalization. Three one hundred-minute blocks provide the framework for schedule and content at each grade level:

Grade	Core	Core	Core
6	Language Arts/ Social Studies	Expressive Arts	Math/Science
7	Math/Science	Language Arts/ Social Studies	Expressive Arts
8	Expressive Arts	Math/Science	Language Arts/ Social Studies

It has been necessary to modify the schedule to include some

inflexible program segments. Band and choir are taught by high school staff members who are available only at certain times. Other factors are teacher preparation time and the contracted duty-free lunch period. These needs have been met by adding a period to the schedule at the beginning of the day prior to the regular block schedules. The middle block is divided by the lunch period. Within the blocks assigned to each team area, teachers are free to adjust groups and schedules as needed.

A remaining need is to adjust to individual and intraschool requirements. There is little schedule conflict for individual students in the middle school since most of their schedule is prescribed. A situation which has arisen has been that of students who do not elect certain music activities. The solution has been to schedule such students in a study hall where they also are available to assist the staff in requested tasks. The greatest challenge to satisfy particular departmental requirements has been in the expressive arts. To facilitate student preparation time for these courses the entire hundred-minute block is given to home economics, industrial arts, and art classes on an alternating basis. Thus each day is either an "A" day or a "B" day and students follow whichever program is assigned them for the day. Another all-school scheduling adjustment develops from the periodic activity offerings. To accommodate this the blocks in the schedule are shortened and a period at the end of the day is created for the activities.

The process involved in building the Heritage schedule has been determined by the following factors which are listed in priority

sequence:

    1. State laws and corporation requirements.
    2. Heritage philosophical commitments.
    3. Unalterable circumstances of conflict.
    4. Individual student problems and departmental needs.
    5. All-school curricular objectives.

Maintaining Student Records

Family Educational Rights and Privacy Act

If children are not as consciously aware of the significance of
student record-keeping as they are of their schedules, the time will
probably come to them when its importance is realized even as it is
now by teachers, parents, and the law. The scheduling service makes
the arrangements for learning; the record-keeping service provides
testimony of its occurrence.

Whether student records are called "permanent" or "cumulative",
they are usually respected as private and important. Their power
of influence could have received no greater recognition than that
given by the creation of U.S. Public Law 93-380, the Family Educational
Rights and Privacy Act of 1974. The intent of the law is to protect
the constitutional rights of privacy of students. Since the law's
passage, parents of a minor enrolled in the public schools are entitled
to access to their child's records, and to the right to challenge
the accuracy of the contents in a hearing. The law also specifies
that parents must give written consent to have the record released
to anyone other than school officials or those of a transferring
school, designated government authorities, or in case of a subpoena.

(in which case the parent must always be notified in advance.)

To meet these requirements policy on the student record system is affected by data selection, maintenance of data, and record access procedures. In a report from the Director of Legal Services for the Indiana School Boards Association are the ground rules for establishing a sound management system for student records:

> The criteria for success in dealing with school records is the same as that for establishing school rules - they must be reasonably necessary in the educational process, and where a fundamental constitutional right is involved, there must be a compelling educational interest in making and keeping the record.[40]

The most questionable content for records is usually that of disciplinary action. Notations of nonconforming behavior and unproven disciplinary charges should be excluded from the records. Maintaining such records is legally comparable to keeping a record of arrest and acquittal.[41]

The law states that a record should be kept of the examiner's name, date, and purpose whenever a record is viewed. There may be occasions when a principal must use discretion in permitting access, even when the parent gives permission:

> Consent to an act is comparable to waiver of a right. Unless the person who gives the consent or waiver knows or is informed of the consequences of consent, it is invalid. The more sensitive the material, the more informed the consent must be.[42]

---

[40]Rund, Robert, "Public Law 93-380: Family Educational Rights and Privacy Act," 28 October 1974, School Law Report 74-6, Indiana School Boards Association, Bloomington, Indiana, p. 57. (Mimeographed.)

[41]loc. cit., p. 56

[42]ibid.

Heritage record-keeping system

At Heritage, student records are viewed by staff personnel, certified and clerical, and are available to parents, though parental requests to see them have been negligible. Because there has been no precedent of challenging the content of a student's record, and because persons other than staff rarely view them, to date there has been no urgent need for an elaborate record of examiners. It would be advisable to secure and retain a written note of explanation from any examiner other than staff members or parents, including those whom the law provides may do so without parents' consent.

The records of the Heritage students are under the management of the guidance counselor. Permissible content is information of parents' residence and place of business, health records placed by the school nurse, grades placed by teachers, photos, and standard testing scores. The counselor is responsible for removing extraneous and legally offensive material. Anecdotal material or any other records which may offend students' legal rights are not permitted. Confidential psychological measurements and evaluative comments are stored in the counselor's files. The principal maintains a file on student disciplinary incidents. Storing such information in this manner provides the counselor and principal with information necessary for managing student problems without incorporating them into the public records.

Summary

A key responsibility of the principal's is to lead the school in

an instructional program consistent with the goals established by the community it serves. The target goals established in the Middlebury Community Study of Educational Goals can provide criteria for assessment of the general curricular program at Heritage. Standardized test scores should reflect the new emphasis on communication skills by showing an increase in related scores in the future. The affective goal concerning the development of good character and self-respect should be reflected in the substance of the guidance program and in course objectives as well.

The progress of the individual student is important because individual achievement is at the foundation of education. Evaluation of the individual student is a factor in determining student placement. It is also the basis for evaluating curricular success. Placement of the Heritage student is based on testing scores and the subjective assessment of parents, teachers, and the counselor. Student achievement is expressed through grades and teacher comments. These written marks keep the student informed of current progress and also summarize achievement for a given period of time.

Because of the crucial service it provides the instructional program, the principal has a special interest in the media center. An evaluation based on the 1969 Standards for School Media Programs found the Heritage media center to be well above average. The major characteristic rated below average was the number of staff employed.

In managing the school plant, the principal may influence decisions regarding design and maintenance. The Heritage building was designed cooperatively by teachers and the principal. All school

members assume some responsibility for its maintenance, and students are frequently expected to contribute to routine building care.

In business management, the Heritage principal relies on teachers to identify needs for equipment and instructional materials. These are the bases for budgeting requests made at the corporation level. The school's accounting procedures keep the principal apprised of the nature of expenditures and the availability of funds. Cash is deposited daily by the bookkeeper, making the principal's liability in handling monies minimal.

Schedule-making is a service limited by several factors. Examples of limitations at Heritage are legal restrictions and availability of certain staff personnel; there are also confining curricular requirements and individual student needs to be met. Although there are restrictions, the schedule is a successful means of enabling the school philosophy. The Heritage block schedule provides for primary program commitments of flexibility and individual development.

The maintenance of student records must avoid violation of the students' rights to privacy. For this reason temporary testing records and anecdotal reports at Heritage are stored in the counselor's and principal's private files and destroyed when no longer current. Permanent records are accessible to parents and certified and clerical staff.

In working with the nonhuman elements of the school, the principal functions in a supervisory role. The management of nonhuman resources is conducted more by others than by the principal directly. However, the administrative dimension generally surmounts the need to supervise

in these supportive services since the principal must continually assess whether the materials, environment, and organizational sub-systems are contributing toward efficiency in learning. The principal's performance of these tasks must be governed by efficiency, legalities, and precision, for the tangibles associated with such tasks are what society links with accountability.

IV. THE PRINCIPAL AND CENTRAL ADMINISTRATION

Introduction

The principal's role is defined not just by the context where s/he has an office, but also by the larger corporation context which decrees universal policies for all the schools it embodies. The principal becomes a representative to and for both contexts. S/he is responsible for making decisions at both the building and central administration levels. S/he is also accountable to the superintendent who has hierarchical power over him/her. These two relationships encompass the role of Middlebury Community principals at the central staff level. As members of the leadership team, principals are colleagues and consultants to the superintendent. As staff members whose performance is subject to the superintendent's approval, they are subordinates. The following discussion pertains to the intern's prospectus objective twenty-one.

The Leadership Team

The leadership team includes all building administrators, the director of guidance, and the central office administrators. A federally financed team development project centers on the following objectives:

1. Each team member will, by the end of one year, exhibit significantly increased leadership skills as measured on the evaluation instrument listed.

2. The team will, by the end of one year, exhibit significant growth in communication and effectiveness as measured by the evaluation instrument listed.

130

3. The team will plan, implement, and evaluate, over an eighteen month period, a systematic model for program and curriculum improvement.

Measurement of objective one, which pertains to individual leadership skills, is accomplished by a questionnaire. Team members and selected subordinates evaluate the skills of each team person on topics concerning decision-making, delegation, use of time, involvement at meetings, communication, human relations, leadership, and program development. End-of-year assessments are compared with a baseline established at the beginning of the project by the same evaluators. Measurement of objective two uses the same process, but evaluators are limited to team members. Group skills evaluated are trust and openness, group decision-making, individual involvement, use of group resources, group loyalty, communication, and group effectiveness. Success of the group's project (third objective) is to be evaluated at its completion. For this, team members will complete an evaluation form which they will analyze along with records of meetings and innovations developed.

The Leadership Team Development Project is a structure which secures a role in central administration for the principal. The requirements of these three objectives are the same for all members and the concept of teamwork is strongly affirmed in the mutual evaluation requested. In addition to this, the objectives themselves provide for growth in various skills conducive to cooperative effort.

Superintendent as Principal's Supervisor

According to board policy, "all building level administrators

are directly responsible to the superintendent of schools or his designee."[43] The superintendent serves as supervisor and evaluator of principal performance according to two sources of objectives, those developed by the principal and those based on board policy. In an arrangement comparable to the Cooperative Program for Teacher Evaluation, each principal establishes performance objectives which are the basis for a contract with the superintendent. These are developed from each building situation and the unique needs of the principal. The plan commissions the development of the particular building program to the principal and at the same time makes her/him accountable to the superintendent for that program's quality and direction.

In conjunction with the principal-selected objectives, there is an evaluation based on fourteen areas which are derived from the board policy on the functions of principals.[44] Each area has from two to four performance criteria which regulate the selection of specific objectives. (These objectives may be incorporated into the contract described above.) The performance criteria are organized according to the following topics:

1. Organizational climate.
2. Program integration and development.
3. Staffing.
4. Supervisory support of staff.
5. Pupil services.
6. Pupil organization.

----

[43]Middlebury Community Schools Board of Education, Policy #2212, Approved 19 April 1976. (Mimeographed)

[44]ibid.

7. Staff evaluation.
8. In-service training.
9. School-community relations.
10. Budget and business supervision.
11. Professional growth.
12. School plant.
13. Relations with other school leaders.
14. Processing of materials, reports, and information.

Both consultant and line relationships are involved in this evaluative task. Objectives are cooperatively determined and the evaluation forms provide equal space for appraisee's and appraiser's comments. Ultimately, the superintendent's comments as appraiser prevail over the principal's by virtue of a stated function of the superintendent's: selection, evaluation, and development of staff members.[45] Since principals are scheduled for performance evaluation conferences three times during the year, there is ample opportunity for feedback in order that a principal may take corrective action should the performance be substandard.

Superintendent's Expectations of the Principal

The superintendent of the Middlebury Community Schools is compelled by board policy to demand principal performance in accordance with the performance criteria. The criterion-based objectives and participation on the leadership team are included in the principal's job description. A particular description would vary according to the building level, the program to be administered, and the particular objectives for a year.

---

[45]Middlebury Community Schools Board of Education, Policy "2112, Approved 15 March 1976. (Mimeographed)

A synopsis of expectations the current Middlebury superintendent holds for his principals highlights some critical aspects of effective performance:

1. Lead the building staff in pursuit of the school's own program and interests.
2. Demonstrate confidence, generosity, openness, and a sense of humor in dealing with people.
3. Be responsible for instruction through teacher supervision and evaluation.
4. Delegate and direct -- in office management, instructional decisions, student management, and parental contacts.

Summary

The principal has both colleague and subordinate relationships with the superintendent. In the Middlebury Community Schools the Administrative Team is primarily a cooperative leadership arrangement. Superintendent and principals use a group approach in problem-solving and planning. The principal's individual performance is subject to the supervision and evaluation of the superintendent. The principal is expected to define annual performance objectives which satisfy performance areas determined by official board policy. Evaluation of performance is a cooperative activity but the superintendent makes recommendations regarding employment status.

In addition to participation in the above, the Middlebury Community Superintendent of Schools views the following as critical role-expectations: (1) leadership of the school staff, (2) a confident and open personality, (3) instructional supervision, and (4) ability to both delegate and direct in all areas of the school mission.

V. THE PRINCIPAL AND THE COMMUNITY

Introduction

Public schools in the United States depend upon the citizens for existence and for direction if they are to be truly a creation of the people. The dilemma for citizens in making educational decisions is that of determining to what extent they should rely on professional advice and to what extent on their own ability to define goals and expectations. For the educator, the dilemma is essentially the same, but with ethical overtones of professional obligation and the ability to influence the citizenry. Prospectus objectives twenty-two, twenty-three and twenty-five determined the content for this chapter.

In contemporary society, the conflict in establishing direction is becoming increasingly emphatic as the environment presents rapid change, greater knowledge and more social options. Harold G. Shane describes the impediments of "saturation" to effective decision-making:

> Since the 1950's there has been a considerable sharing
> of power amongst subgroups in our culture -- more people
> are "in on" more decisions, particularly at the local
> level, in school control and in various forms of policy
> making. However, while the "chiefs" have to some extent
> lost their arbitrary power, there is little clear evidence
> that the community participants have been more effective
> in guarding and improving human rights, or that they have
> been any less politically motivated.[46]

---

[46]Shane, Harold G., "Social Decisions and Educational Policy," in The Future of Education: Perspectives on Tomorrow's Schooling, ed. Louis Rubin (Boston: Allyn and Bacon, Inc. 1975), pp. 106-7.

135

If Shane's comments are accurate, one of the most constructive

moves school administrators could make (if they are to manage schools

in the public interest) is to assist citizens of their communities

in raising their awareness of opportunities for participative decisions,

in clarifying the purpose of education, and in probing the rationale

behind their positions. This can only come about through active com-

munication. The schools cannot be properly managed without a knowledge

of the desire of the people, and the people must be informed of the

school's potentialities and actualities if they are to make relevant

decisions and responses.

The curriculum approved by a community has the restrictions of

community perspective, a situation inimical to democracy, not suppor-

tive of it, according to Dewey:

> One of the fundamental problems of education in and for
> a democratic society is set by the conflict of a national-
> istic and a wider social aim . . . . The secondary and
> provincial character of national sovereignty in respect to
> the fuller, freer, and more fruitful association and inter-
> course of all human beings with one another must be instilled
> as a working disposition of mind.[47]

Values Orientations of the Community

Principal's role in understanding community values

A democratic education would not be limited to the vantage

point(s) offered by a particular community. But who is to assure

---

[47]Dewey, John, Democracy and Education, (New York: The Free Press,
First Free Press Paperback Edition, 1966), pp. 97-98.

that it will not be limited? Most likely it would be the school administrators, who paradoxically then assume the role assigned to Plato's guardians. Yet the guardianship is not oppressive if the administrator is a facilitator who surfaces a variety of options for community decision. Leadership attributes of foresight and perspective are necessary contributions to the facilitative process, but unless educators understand the values and prejudices of their constituency they will neither be able to identify nor to communicate needs unrecognized by the community.

No principal could be expected to arrive at a totally comprehensive understanding of a community's values; there are too many individual possibilities and countless continual changes. Still, as an educational leader of the community, s/he should have a distinct idea of its prominent, binding values. Much of this may be derived from general observation and casual interaction with community members, but objective information can clarify the accuracy of these impressions.

Identification of Middlebury community values-orientations

The discussion following will present the educational goals of the Middlebury community as they were expressed in the corporation's Study of Educational Goals.[48] The goals will then be analyzed according to some values classifications which will help characterize the

---

[48]Wilson, Gerald A., "A Study of Educational Goals, Middlebury Community Schools, 1976-77" February 1, 1977 (mimeographed). Material from this study is the source of the discussion on Middlebury community goals.

values-orientations of the Middlebury community, at least so far as it views the enterprise of public education.

An inquiry into community assessment of educational goals was initiated by the Middlebury school board and administrative team in November and December, 1976. A Phi Delta Kappa program for ranking and rating eighteen educational goals[49] was the major instrument used for the project. Community representatives were randomly selected from voter registration lists, school parent lists, and the Community Advisory Council. For purposes of values identification the community ranking of these goals is presented in Table 13, page 140, along with classifications of values-areas.

Beginning with the premise that the American population is confronted with contrasting values, Getzels offers a system for class-ifying them so that contrasts may be discerned.[50] Values at one level are the sacred, those which nearly everyone honors ideologically. The main values represented by this group are democracy, individualism, equality, and human perfectibility. Conflict develops not over these, but over the secular values, the ones which are practiced. Getzels observes that in our culture the secular values include four key value-areas which are undergoing transformations which in turn reflect transformations of the culture. Each area originated from a tradition-al value and passed or is passing through a stage as transitional

---

[49]Commission on Educational Planning, Educational Goals and Objectives: A Model Program for Community and Professional Involvement, (Bloomington, Indiana: Phi Delta Kappa, Inc.)

[50]Getzels, J.W., "Changing Values Challenge the Schools," School Review 65 (Spring 1957) 93-95.

value to become an emergent value:

Work-success ethic --> Sociability --> Social responsibility
Future-time orientation --> Present-time orientation --> Relevance
Independence --> Conformity --> Personal authenticity
Puritan morality --> Moral relativism --> Moral commitment[51]

This scheme permits a rough measure of community perspective which
can be of assistance to the school administrator. For example, if a
community is characterized by predominantly traditional value-orientations,
the educator must assume responsibility for initiating change toward
an emergent value-orientation in the curricular program.

In considering the values suggested by the goal statements, an
analysis was made of the lists of related goals which were offered
to participants to help clarify meaning as they made their decisions.
From these, each goal was assigned to one of the four secular value-
areas described by Getzels. It was then decided whether the goal
statement represented the traditional, transitional, or emergent stage
of the value-area. Most of the goals suggested more than one of the
areas, but one always seemed predominant. Participants were limited
to the mode of expression found in the statements, so the more reliable
disclosure of their values is found not in the classification of a
particular goal statement so much as the ranking given the value
through the goal which represented it.

In applying this scheme of Getzels' to the ranked goals of the
Middlebury community representatives it must be emphasized that what
is found is only suggestive. Probably those who responded to the

---

[51]Getzels, J.W., "On the Transformation of Values: A Decade After
Port Huron," School Review 80 (August 1972) 515.

Table 13

Ranking and Value-Areas of Educational Goals
of Middlebury Community Representatives

Goals by Rank Order	Predominant Value-Area
1 Develop skills in reading, writing, speaking, listening	Work-success**
2 Develop good character and self-respect	Moral commitment*
3 Develop pride in work and a feeling of self-worth	Personal authenticity*
4 Gain a general education	Work-success**
5 Learn to respect and get along with people with whom we work and live	Personal authenticity* Social responsibility*
6 Learn how to be a good manager of money, property and resources	Social responsibility*
7.5 Develop a desire for learning now and in the future	Relevance*
7.5 Learn how to examine and use information	Social responsibility*
9 Gain information needed to make job selections	Relevance*
10 Understand and practice the skills of family living	Moral commitment*
11.5 Develop skills to enter a specific field of work	Work-success**
11.5 Practice and understand the ideas of health and safety	Personal authenticity*
13 Learn how to be a good citizen	Moral commitment*
14.5 Learn about and try to understand changes that take place in the world	Relevance*

Table 13, continued

Goals by Rank Order	Predominant Value-Area
14.5 Appreciate culture and beauty in the world	Personal authenticity*
16 Understand and practice democratic ideas and ideals	Personal authenticity*
17 Learn how to respect and get along with people who think, dress, and act differently	Personal authenticity*
18 Learn how to use leisure time	Social responsibility*

**Traditional value
* Emergent value

invitation to participate in the assessment already had a pre-disposition toward future-oriented values. One township was greatly underrepresented; if the reason for this was lack of interest, persons of this area apparently have different values tendencies. (Due to the limited sampling of this group and the additional fact that data was not organized by geographical groups, it was not advantageous to identify values-orientations of the respondents by townships or other subpublics.) Two additional qualifications concern this discussion on Middlebury community values. One is that choices were limited to public school education as it was expressed by this particular model; countless other values directly and indirectly affect what is indicated here. It must also be recognized that influences and conclusions are based

on the writer's interpretations of the goal statements and Getzels' terms.

All but three of the goals seemed to portray emergent values representing various areas. The three exceptions all promoted the work-success ethic. These were: "Develop skills in reading, writing, speaking and listening," "Gain a general education," and "Develop skills to enter a specific field of work." These goals are ranked 1,4, and 11.5 respectively, which suggests that when given a choice between the work-success ethic and other values, "work-success" tends to be favored. Yet the high rankings given to the goals "Develop good character and self-respect" (second) and "Develop pride in work and a feeling of self-worth" (third) reveal additional strong concern for emergent values. This seems particularly true since these goals refer to general needs for esteem and are capable of encompassing the remaining goals. Their ranking may lend support to the preeminence of the work-success ethic in the community mind, for the particular emergent values represented do not evolve from the work-success ethic, but belong to another value-area. This idea is supported in the lowest ranking given the goal which refers to leisure. This goal represents a change in the work-success value-area. This outlook was further articulated in the rating of school performance on this goal; thirteen per cent felt the schools are doing "too much."

Without clear alternatives in other traditional value-areas it is impossible to determine conclusively that the community leans toward traditional values over emergent values. The Middlebury community may tentatively be characterized as devoted to a work-success

ethic with strong support for values of moral commitment and personal
authenticity.

Projected effects of Middlebury community values-orientations on goal achievement

The administrators of the school corporation have selected the
community's two top-ranking goals as targets for direction for the
next several years. In developing strategies for goal implementation
it may be useful to consider that the dominant values persuading these
choices are the work-success ethic and moral commitment. Achievement
of these target goals would depend on programs which reinforce these
areas.

Loyalty to the work-success ethic and moral commitment would do
more than merely contribute to curricular definition; it would have
the advantage of ready community support when a congruent program is
initiated. A compelling task for educational leaders at this time
is that of promoting a concern for moral commitment (character and
self-respect) through programs developed for the top-ranking goal
concerning language arts. The effect should be one of progress toward
social responsibility, which is the emergent goal of the work-success
ethic and a companion to moral commitment. To this end, the principal
should avoid instructional programs which confine themselves to an
exacting production design. The language arts curricula, and other
curricula as they incorporate language arts, must be imbued with
processes to develop all the emergent values. As a beginning point,
moral commitment may be a focus since it is an area in which community

approval is less ambiguous. (This is not equivalent to saying there would be common agreement on what constitutes "moral commitment.")

Community Expectations of the Principal

Most of the community expectations for the principal's role as instructional leader of the school are to be found in expectations set forth for the school itself. The principal's position as school administrator implies responsibility for achievement of the school's goals. When the two target goals are translated into expectations for Middlebury Community principals, it may be said that they must devise plans and produce evidence of student growth in communication skills, good character, and self-respect. Responsibility for the school program would extend to other goals as well, with descending priorities representing a decrease in need to show evidence of student progress.

The community apparently does not assume that only the principal is responsible for goal achievement, according to an opinion inventory which was part of the evaluation project. When asked where the chief blame should be placed when students do poorly in schools, the response was: on students, twelve per cent; on home life, sixty-six per cent; on the school, eight per cent; and on teachers, fourteen per cent. Apparently a large majority see principals as having limited control over the outcome of student achievement.

Participants were not so generous in assessing performance in the critical area of discipline, however. Forty per cent indicated that the schools are not strict enough. This implies that a substantial

minority would link lax disciplinary standards with failure to achieve goals. The affective goal "Develop good character . . ." and the term "discipline" might be regarded by some as synonymous, in which case poor discipline would be tantamount to failure to develop character.

Proceeding from the vantage point of the values underlying these goals it is possible to further surmise the type of expectations the community holds for its principals. The work-success ethic intimates a strong demand for accountability; student achievement and behavioral change must be observable. The principals' work is to strive for goal achievement and they are regarded as successful if the students show change in the desired direction. Principals should direct attention especially to development of the targeted goals; there was a greater discrepancy between desired and perceived performance of these goals than for any others. The work-success ethic would also require a principal to exhibit diligence at task performance and to succeed at tasks set before him/her. As a supervisor, the principal would be expected to maintain exacting standards.

The high regard for moral commitment would demand that the principal be a model of prudent action, displaying self-respect and trustworthiness. S/he must identify and define moral issues when interacting with students, a process which demands authenticity. If any school member perceives the principal as being insincere, the espoused values may be associated with pretense. Since the fundamental mechanism by which values are interiorized is by identification,

according to Getzels,[52] the community can rightfully expect the principal to personally adhere to the goals and values defined for the school.

In summary, the community expectations for a principal as revealed through the Middlebury Study of Educational Goals, would include the following as primary:

1. To implement and supervise a language arts program which produces a measurable increase in skills.
2. To effect positive and observable change in students' character, self-respect, and respect for others.
3. To model behaviors associated with good character.
4. To provide recognition and reinforcement of student achievement.
5. To implement and supervise an instructional program which develops general knowledge and observable attainment of practical life skills.

School-Community Communication

The principal is in a position to channel communication between school and community. Various media facilitate the transfer of messages but the principal needs to actively solicit them as well as provide for their conveyance. By investing effort in school-community communication, the principal not only ensures that the schools are under public governance, but also gains insight into community influences which affect learning itself. The orientation of the student has a direct effect on his/her response to a curriculum.

A variety of means facilitate communication between the Heritage school and community members. Open house, athletic events, and music

---

[52]Getzels, op.cit.

programs are scheduled affairs which provide the public with opportunity to observe students and their work; informal visits by parents serve similar purposes. A mutual awareness of community and school has been assisted by the participation of community speakers in convocations and classes and by student fund-raising events for community concerns. General information is disseminated through regular news releases prepared by the departments. In addition, parents receive details of past and future events in monthly letters from the principal. The most individualized means of reporting student progress are private conferences and periodic formal reports to parents.

Reporting Student Progress

Conferences are scheduled for parents at the end of the first grading period to acquaint them with teachers and grading procedures. Other conferences are scheduled by teaching staff, the guidance counselor, principal, and parents whenever a student's progress needs more extensive review. The conference enables all parties to share information and mutually plan strategy for managing individual problems. A major disadvantage of conferences is the time involved. In general, they must be utilized on a priority basis determined by the seriousness and uniqueness of a student's needs.

A written student progress report is prepared at nine-week intervals. It is supplemented with biweekly reports in cases where the student needs more frequent feedback. The standard nine-week report form is a packet of sheets for each course in which the student is enrolled. Teachers assign academic grades and usually provide

explanatory comments each time the formal report is issued. Letter grades symbolizing five performance levels are assigned in the areas of mathematics, science, language arts, and social studies; expressive arts have three levels of performance categories. A section pertaining to attitudes and work habits lists eight areas which are ranked on a five-point scale. Topics evaluated cover preparation of assignments and materials, attentiveness, cooperation, responsibility, respect for others, and attitude. The Heritage form for reporting student progress is structured to reveal each individual's achievements and needs.

Summary

In school-community relations, communication between school and community must be mutually influential. The principal is positioned to facilitate this. It is necessary for him/her to discern from a variety of sources the values of the community and the consequent expectations held for its schools. Although in the Middlebury community citizens do not seem to regard achievement of school goals as solely the principal's responsibility, they do indicate that s/he is expected to maintain rigid standards in academic performance, student discipline, and personal behavior. It is critical that the community be informed of school achievements and that parents in particular be informed of the progress of their children. As community members understand the factors contributing to student achievement, they may more ably continue the communication cycle as they define meaningful direction for their schools.

SUMMARY AND EVALUATION

Summary of the Analysis

The role of the school principal is a composite of several major
roles and many minor ones. Ordinarily there is an interdependency of
expectations in which success in one role presumes success in others.
A mergence of expectations permits satisfaction of both administrative
and supervisory requirements by meeting both organizational and human
needs. When role conflict occurs, it is necessary to decide whether
the organization or its members should have priority.

In analyzing various roles which comprise the Heritage Middle
School principalship, the requirements for administration and super-
vision emerge repeatedly in the same situation. Whether dealing with
human or nonhuman elements, the principal is always required to con-
sider both the ends of the organization and the human members affected
in the process of pursuing those ends.

In relationships with students, the principal has two major ex-
pectations. One is to direct student preparations for meeting societal
requirements and the other is to provide learning opportunity to meet
student needs. The first represents an administrative requirement
to meet established school goals. The second represents a supervisory
requirement to facilitate actualization of students' values.

Surveys of students at the Heritage Middle School revealed a wide
range of individual interests, yet there was a strong consensus on
certain topics. Language arts and mathematics emerged as priority

149

goals of formal education. The school was also regarded as a place for informal education in development of social skills and knowledge. Regarding their personal activities, students indicated a desire for both structured and unstructured time, and for both intellectual and physical pursuits. Their private thoughts revolve around the present and the future and they indicate a high value for personal qualities of kindness and respect.

The data from the Middlebury Community Study of Educational Goals suggests that Heritage students' views are similar to those of community members, teachers, administrators, and high school students. Target goals selected through this study are compatible with values indicated by Heritage students. The goals are "Develop skills in reading, writing, speaking, and listening," and "Develop good character and self-respect."

At present the Heritage instructional program emphasizes reading skill development and the guidance program offers some opportunities toward development in the affective goal area. To implement these goals, it will be necessary to incorporate communications skill development into the objectives for all courses. A primary guidance function should be to assist teachers in developing means for promoting good character and self-respect; the guidance program should also be evaluated for its effectiveness in meeting this goal.

Students' expressed values regarding personal activities and private concerns may be utilized in developing the means to goal achievement. There is evidence that present practices in Heritage instruction and scheduling satisfy most of these values. Heritage

Student Council activities primarily serve the social needs of students. An investigation of Council potential in other areas and particularly in relation to the target goals might disclose new means of acting on values as well as achieving goals.

In the area of student management, the principal has legal authority to provide for the physical and educational security of all students. Heritage students expressed a desire for the principal to represent a parental type of authority which would punish undesirable behavior, but also represent kindness and respect. Implementing legal and parental authority implies that the principal will maintain the organization and at the same time provide for the development of individual students.

The specialized skills of teachers are as essential to instruction as are the organizational structures which enable their utilization. The instructional task is a mutual endeavor which requires various degrees of principal involvement in the teachers' functions.

Official policy of the Middlebury Community Schools Board of Education and the Cooperative Program for Teacher Evaluation require teachers to perform instructional tasks under the direction of the principal. Teachers are expected to fulfill these responsibilities through self-initiated acts of innovation, inspiration, community involvement, and professional development.

The Program for Teacher Evaluation requires equal participation from the principal and teacher. Selection and evaluation of teacher performance objectives are mutual endeavors. In this activity, the principal's responsibility is to determine that both organizational

obligations and teacher needs are satisfied. Teacher observation may be monitored by someone other than the principal, but principals are expected to spend a significant amount of time in teacher supervision, some of which would be observation.

Certain principal actions which define expectations for Heritage teachers are: the organization of the building curricular program, extra-curricular assignments, regulations described in the Teacher Handbook, and particular personal priorities of the principal. The teacher role also received definition from faculty meetings and in-service experiences. Teachers are active participants in these activities, but control of their direction is reserved for administrators.

In applying Hage's Axiomatic Theory of Organizations to the above means of teacher role-definition, it was found that Heritage School administration exhibited more organic variables than mechanistic. This indicated a slightly higher priority for teacher satisfaction than organizational efficiency. There was evidence of democratic administrative style in which principal and teachers mutually discharged major educational tasks.

Collective bargaining is a legalized arrangement to protect both the school's governing body and the teachers. However, it also places teachers and administrators in the position of adversaries. Indiana law reserves the authority for making instructional decisions to the governing body, thereby providing a wider scope of control for administrators than for teachers. Used appropriately, this power may facilitate teacher satisfaction, but its abuse may contribute to an alienation which arouses teachers' desire for greater legalized

control.

Collective bargaining and its attendant discussion present viable opportunities for the administrator to obtain teacher participation in organizational direction. Presently at Heritage, teacher satisfaction is assessed primarily through informal feedback. Formal teacher evaluations of principal performance and organizational regulations might reveal undisclosed sources of discontent. Faculty meetings might be employed more extensively as a means to mutual problem solving.

Although administrative services focus on the mechanics of organizational processes, their purpose is to serve organizational members. Curricular success and student success are two perspectives of this purpose, and they represent the ultimate administrative responsibility.

Much evaluation of the curricular program at Heritage is provided through informal contacts. Formal evaluation is provided by standardized testing. In the future, test scores will be significant in determining curricular and pupil success in the established target area of the communications skills. Affective goal achievement must be determined by students, community, teacher, and administrator observations.

Teacher contributions to curricular direction and evaluation will enhance the probability that the curricula will relate realistically to the needs of individual students. The involvement of teachers in decisions regarding curricular change and student placement should continue at Heritage. The school might benefit further from formal teacher discussions regarding purpose, procedures, and reporting of student evaluation.

An assessment of the Heritage media center rated it as above average in every respect but one, that being the number of staff employed. Since proper utilization of the media center would contribute toward realization of the cognitive target goal, it would be advisable to reevaluate staffing and budgeting options for ways to meet this need.

The student and the curricular program are of major import in management of the school plant and business affairs. Building design and use of funds determine the physical resources for the learning environment. At Heritage all school members are responsible for building maintenance, an arrangement requiring administrative coordination between school members and the custodian. Coordination of accounting procedures involves supervision of the clerical staff.

In schedule-making the principal must devise a system for satisfying individual student needs within the parameters of the law and school philosophy. A similar process is involved in organizing the student record-keeping system. In this case, however, the state law defines the needs of the students.

None of the administrative services performed by the Heritage principal are accomplished without incorporating students' interests—needs, rights, and responsibilities. To perform these services adequately, the principal must actively and continually apprise him/herself of the current status of organizational and student requirements.

The role of the principal in central administration satisfies organizational ends evolving from the building-corporation relationship. In the Middlebury Community Schools the principal serves as a corporation consultant through participation on the administrative team.

As a team member s/he is responsible for cooperative corporation leadership and singular building leadership.

The principal is also a subordinate to the superintendent. The superintendent facilitates and evaluates the principal's contributions to organizational ends. Through a plan which permits the principal to establish his/her own performance objectives, the principal has opportunity to provide for direct satisfaction of selected needs. In establishing performance objectives, the more the principal identifies means of satisfying student and teacher needs, the more extensive the projected benefit in organizational effectiveness.

The interdependent relationship between school and community requires a high degree of mutual understanding if the school is to succeed at meeting educational expectations. As the one responsible for implementing community-determined goals, a principal benefits from a knowledge of the community personality which contributes to goal selection. Eighteen educational goals ranked by Middlebury community representatives were classified according to a values classification scheme devised by J.W. Getzels. Values-orientations characterized by this ranking activity were the work-success ethic, moral commitment, and personal authenticity.

For the principal, these values translate into expectations to lead an instructional program with measurable evidence of goal achievement. Course content should include practical skills for meeting the expectations of society. There should be reinforcement of behaviors showing moral commitment, and the school should provide opportunities for every student to find personal meaning in the educational experience.

In addition, the principal should exhibit regard for these values by his/her personal demeanor.

The principal is in a position to facilitate mutual school-community understanding by planning opportunities for active communication. The Heritage curricular program is interpreted through various events which include the participation and/or presence of community members. Examples of these are music programs, athletic events, and open house. Communication concerning the individual student takes the form of written progress reports and parent conferences. Although the motivation for the conferences and reports is to report student progress, it also serves as a means of interpreting the school program in general. Of equal value is the direct communication it brings the school from parents as community representatives.

The Middlebury community provides goal direction for the school organization in general and, through parents, for the individual student also. Information about the Heritage School comes through formal and informal organizational events and from students to parents. The role of the principal in this major area is to enhance all opportunities to strengthen communication between community and school, in order that the school may be supportive of community values and may in turn obtain community support.

Whichever source claims the principal's energies at a given moment, s/he cannot be effective without maintaining some awareness of the other role commitments. An act of concession, satisfaction, avoidance, or denial in one area affects all. It creates change for the organization as a whole. The collective actions selected by a principal

create his/her individual style. For this reason an analysis of the principal's role cannot capture idiosyncratic dynamics. Even though the influences of students, teachers, community, other administrators, and organizational requirements are accurately identified, the principal's role description is always qualified by the particular choices and decisions of the individual who holds the position.

Evaluations and recommendations

The variety of experiences of the week in the central administrative offices were most useful in developing a concept of the Middlebury school system and community, and of the responsibilities of central office administration. The two most helpful learning experiences were (1) analysis of the Educational Goal Assessment data and (2) meetings with teachers, principals, superintendents, and the school board.

The seven weeks spent at the Heritage Middle School provided extensive opportunity to observe and participate in activities associated with the principal's role. Valuable learnings were gained through the task of developing a school guidebook. For the intern, this facilitated an understanding of curricular purpose and practices and provided an overview of the various roles of school staff members. The process of getting information for the guide increased contact with teachers and other staff, and the related discussions revealed much of the active school philosophy.

Coordinating a committee to design an orientation program for new teachers afforded the intern a realistic situation to test and

practice leadership skills. Supervision of students in study halls was another situation which required dynamic interaction. Each set of circumstances provided for developing command in a different role relationship.

The observation of teachers in the classroom facilitated monitoring skill development. This skill improved particularly in the case of repeated observations of the same teacher.

One of the most outstanding features of the internship was the opportunity to observe principal behavior in interactions with students, staff, and community members. The intern's headquarters were situated in the principal's office, an excellent arrangement which increased principal visibility for the intern.

Interviews of students, teachers, and the principal contributed toward fulfillment of prospectus objectives, but they also provided insights into the perspectives of various roles. All three sources articulated important principal role expectations. In addition, these interviews consisted of dynamic exchanges which assisted the intern in developing concepts of affective behaviors and other subtleties which are not readily described in writing. Such concepts include the subtle separations of role-defined relationships, the need to consolidate the conglomerate (in organizational tasks and in personal commitments), and the isolated position of final authority.

Recommendations for an internship in a similar situation and with similar objectives would include the following:

1. Administer identical goal assessment surveys to students and to other school-related personnel. In the internship discussed, this would have involved administering the Educational Goal Assessment Model to Heritage students. This would provide a basis for direct comparison of goals.

2. Interview teachers regarding the purpose of local, state, and national teacher organizations. A clear perspective of teacher opinion on professional development and concerns for negotiation would be an asset in further understanding of these issues.

3. Compile a list of the leaves of absence granted by the local school board in the five previous years. This would reveal patterns which might establish precedents for the system.

4. Compile a list of behaviors provoking student suspension during the past two years. This would indicate which behaviors are considered seriously threatening to the school environment; it might also reveal significant patterns of principal behavior.

5. Devise a questionnaire to compare selected student values with parents' and teachers' perceptions of those values. Any significant discrepancies would indicate potential role conflict for the principal.

6. Summarize one or more workshop experiences and discuss the same with the professionals concerned with the topics involved. Both intern and teachers (or administrators) would have an opportunity to explore the merits of content presented.

7. Analyze student responses to selected disciplinary measures. An assessment of student support and/or resistance could be developed from feedback of principal behavior in the area of student management. Different principal behaviors might also be compared.

8. Direct parental contact could be increased through interviews on such topics as the purpose of education, curricular priorities, and personal value-indicators.

9. Compare before and after student responses to the intern in a supervisory situation. The variable should be contact with the intern in a different role. An example of this would be to tabulate the number of reprimands delivered by the intern prior to and following a period when the intern teaches or plays with the students.

10. Videotape the intern in a supervisory situation, either with teachers or students. This would facilitate understanding of nonverbal cues which evidence leadership or lack of confidence.

11. Assist the Student Council in devising an inventory for student evaluation of their activities. Both Council members and intern would develop a concept of student needs and interests in the area of informal learnings.

A SELECTED BIBLIOGRAPHY

I. BOOKS

Campbell, Roald F.; Cunningham, Luvern L.; and McPhee, Roderick, The Organization and Control of American Schools. Columbus, Ohio: Charles E. Merrill Publishing Co., 1970. Pp. x + 468.

Carver, Fred, and Sergiovanni, Thomas (eds.), Organizations and Human Behavior: Focus on Schools. New York: McGraw-Hill, 1969. Pp. xx + 410.

Davies, Ruth Ann, The School Library Media Center. New York: R. R. Bowker Co., 1974. Pp. xi + 484.

Dewey, John, Democracy and Education. New York: Macmillan Publishing Co., The Free Press, 1966. Pp. 1 + 378.

Faber, Charles F., and Shearron, Gilbert, Elementary School Administration. New York: Holt, Rinehart, and Winston, 1970. Pp. x + 382.

Feyereisen, Kathryn V.; Fiorno, A. John; and Nowak, Arlene T., Supervision and Curriculum Renewal: A Systems Approach. New York: Appleton-Century-Crofts, 1970. Pp. xii + 347.

Glasser, William, The Identity Society. New York: Harper and Row, 1972, Pp. xii + 265.

Golding, William, Lord of the Flies. New York: Capricorn Books, 1954. Pp. 5 + 192.

Harrison, Raymond H., Supervisory Leadership in Education. New York: American Book Co., 1968. Pp. ix + 414.

Hillson, Maurice, and Hyman, Ronald T. (eds.), Change and Innovation in Elementary and Secondary Organization. New York: Holt, Rinehart, and Winston, 1971. Pp. xii + 435.

Lipham, James M., and Hoeh, James A., Jr., The Principalship: Foundations and Functions. New York: Harper and Row, 1974. Pp. xii + 372.

March, James G. (ed.), Handbook of Organizations. Chicago: Rand McNally and Co., 1965. Pp. xvi + 1247.

Maslow, Abraham H., Motivation and Personality. New York: Harper and Row, 1954. Pp. ix + 411.

160

Redfern, George B., How to Evaluate Teaching: A Performance Objectives Approach. Westerville, Ohio: School Management Institute, Inc., 1972. Pp. 1 + 112.

Sergiovanni, Thomas J., and Starratt, Robert J., Emerging Patterns of Supervision: Human Perspectives. New York: McGraw-Hill Book Co., 1971. Pp. ix + 309.

Shanas, Ethel, and Streib, Gordon F. (eds.), Social Structure and the Family: Generational Relations. Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1965. Pp. xii + 394.

Rubin, Louis (ed.), The Future of Education: Perspectives on Tomorrow's Schooling. Boston: Allyn and Bacon, Inc., 1975. Pp. xi + 213.

Shuster, Albert H., and Stewart, Don H., The Principal and the Autonomous Elementary School. Columbus, Ohio: Charles E. Merrill Publishing Co., 1973. Pp. 1 + 76.

Stradley, William E., A Practical Guide to the Middle School. New York: The Center for Applied Research in Education, Inc., 1971. Pp. 1 + 208.

Swensen, Clifford H. Jr., Introduction to Interpersonal Relations. Glenview, Illinois: Scott, Foresman, and Company, 1973. Pp. 1 + 474.

II. PERIODICALS

Eye, Glen G., "The Principalship: Antidote to Oligarchy," Journal of Educational Research, 68 (September 1974), 3 - 8.

Getzels, J. W., "Changing Values Challenge the Schools," School Review, 65 (Spring 1957), 92 - 102.

Getzels, J. W., "On the Transformation of Values: A Decade after Port Huron," School Review, 80 (August 1972), 505 - 17.

Getzels, J. W., and Guba, E.G., "Social Behavior and the Administrative Process," School Review 65 (Winter 1957), 423 - 441.

Hage, Jerald, "An Axiomatic Theory of Organizations," Administrative Science Quarterly, 10 (December 1965), 289 - 320.

Hitt, Michael A., "The Creative Organization -- Tommorow's Survivor," Journal of Creative Behavior, 9 (April 1975), 283 - 90.

Katz, Robert L., "Skills of an Effective Administrator," Harvard Business Review, 33 (January-February 1955), 33 - 42.

Miller, William C., "Can a Principal's Improved Behavior Result in Higher Pupil Achievement?" Educational Leadership 33 (February 1976), 336 - 38.

Rasley, Janice, "Warner Kills Teacher Open Scope Legislation," The Goshen News, CXXXIX (March 30, 1977), 1.

Reavis, Charles A., "Clinical Supervision: A Timely Approach," Educational Leadership 33 (February 1976), 360 - 3.

Sergiovanni, Thomas J.; Metzcus, Richard; and Burden, Larry; "Toward a Particularistic Approach to Leadership Style: Some Findings," American Educational Research Journal 6 (January 1969), 62 - 79.

West, Phillip T., "Self-Actualization: Resolving the Individual - Organization Conflict," Clearing House 47 (December 1972), 249 - 52.

_____, "ISTA Unhappy as Open Scope Fails," The Goshen News, CXXXIX (March 31, 1977), 4.

III. BULLETINS, DOCUMENTS, AND MONOGRAPHS

Commission on Educational Planning, Educational Goals and Objectives: A Model Program for Community and Professional Involvement. Commission on Educational Planning, Phi Delta Kappa, Inc., Bloomington, Indiana. Pp. 23.

Brown, B. Frank, (Chairman), The Reform of Secondary Education. Report of the National Commission on the Reform of Secondary Education. McGraw-Hill Book Co., 1973. Pp. xviii + 188.

Dale, Edgar, The Humane Leader. Phi Delta Kappa Educational Foundation, Bloomington, Indiana. Pp. 34.

Middlebury Community Schools Board of Education, "Principals -- Functions," Policy No. 2212, Middlebury Community Schools, Middlebury, Inaiana, April 19, 1976. (Mimeographed.)

Middlebury Community Schools Board of Education, "Superintendent -- Functions," Policy No. 2112, Middlebury Community Schools, Middlebury, Indiana, March 15, 1976. (Mimeographed.)

Middlebury Community Schools Board of Education, "Responsibilities and Duties of Teachers," Policy No. 4116, Middlebury Community Schools, Middlebury, Indiana, September 24, 1973. (Mimeographed.)

Middlebury Community Schools Board of Education, "Master Contract Between the Board of School Trustees of the Middlebury Community Schools and the Middlebury Community Classroom Teachers Association," Middlebury Community Schools, Middlebury, Indiana, August 16, 1976. (Mimeographed.)

Indianapolis, Indiana. "Collective Bargaining between School Corporations and the Certificated Employees," Public Law 217, Section 1, (1973).

Rund, Robert, (Director of Legal Services), "Family Educational Rights and Privacy Act of 1974," School Law Report, Indiana School Boards Association, Bloomington, Indiana. October 28, 1974. (Mimeographed.)

Wibson, Gerald A., "Study of Educational Goals," Middlebury Community Schools, Middlebury, Indiana, February 1, 1977. Pp. 29. (Mimeographed.)