

SECONDARY SCHOOL ADMINISTRATION

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PREFACE

This volume is a treatment of significant and practical aspects of secondary school administration. It is designed primarily for use in the courses in the organization and administration of secondary schools that are offered in teacher training institutions. . The book should be especially valuable, also, as a stimulating and helpful reference work for high school principals and teachers, and for others interested in the field of secondary school administration.

The secondary school is here interpreted comprehensively to include all the units of secondary education. The treatment recognizes the extension of secondary education from the historical four-year high school toward the junior high school on the one hand and the junior college on the other, and articulatory procedures are therefore stressed.

The important differences in schools of varying sizes are discussed and desirable adaptations to them are indicated. An intimate and long-standing acquaintance with the small high school has made the authors appreciative of its unusual significance in American secondary education and of its many perplexing difficulties. There are separate chapters dealing with the problems of the large high school and of the small high school.

In an attempt to produce a teachable book the authors have presented brief accounts of the numerous major problems in secondary school administration. Each chapter has a series of questions intended to stimulate discussion of its material. At the ends of the chapters there are references to a class library which has been carefully selected with regard to the topics treated

in the book. Assignments to a book of problems in secondary education accompany most of the chapters, and thus provision is made for a study of practical difficulties in school administration.

Illustrative material has been drawn from the successful practice of various leaders and thinkers in the field of secondary education and from the experience of the authors. The Appendixes are composed of pertinent materials to supplement the chapters, and they are related to the corresponding text. A few selected references have been provided with the chapters in order to meet the needs of advanced students and to stimulate extensive reading concerning particular topics. No effort has been made to prepare an exhaustive bibliography for any of the chapters; such bibliographies are readily available in certain of the books listed in the class library or given in the selected references.

The chapters in this book were prepared for experimental editions which were used by the authors in the University of Florida, the University of Michigan, and the University of Pennsylvania. Subsequent revisions and developments of the material have resulted in the present book.

The authors desire to acknowledge the courtesies extended by other authors, by various publishers, and by the officials of the United States Office of Education, the National Education Association, and other education organizations, in permitting the use of material which has previously appeared in their publications.

THE AUTHORS

THE CLASS LIBRARY

One of the common difficulties in higher institutions is that of directing the supplementary reading of students in such a way as to give them an acquaintance with various books in a given field. This difficulty is especially pronounced where library facilities are limited or where class sections are unusually large. In order to help solve the problem of outside reading the authors have selected a Class Library of eleven recent books to which references are made at the ends of the chapters. Instructors are advised to give such directions for the use of the Class Library as will give students an acquaintance with all these books. Attention is called, furthermore, to the provision of selected references for extensive reading. It is believed that the use of the Class Library and of the Selected References for Extensive Reading will give adequate direction to the outside reading of advanced students.

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SECONDARY SCHOOL ADMINISTRATION

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CHAPTER I

THE EXTENT AND CHARACTER OF SECONDARY EDUCATION

THE EXTENSION OF SECONDARY SCHOOLS

Rapid growth in recent years. The great extension of secondary education during the past forty years has been one of the most amazing developments in American history. In 1890 there were 2,526 public and 1,632 private secondary schools — a total of about four thousand. By 1926 the number of public secondary schools had increased to 17,710 and of the private ones to 2,350 — a total of more than twenty thousand. In 1890 there were 201,802 pupils enrolled in public secondary schools and 94,931 in private secondary schools — a total of less than 300,000. By 1928 the enrollments had increased to 3,911,279 in the public and 341,158 in the private secondary schools — more than 4,200,000 all together.

Extension through reorganization. The movement of reorganization in secondary education started quietly enough in the early 1900's, but it is only in the past decade, through the wide development of the junior high school, that it has reached large proportions. In 1922 there were 387 separately organized junior high schools; in 1928 there were 1,403. During this interval the pupil enrollment of junior high schools increased from 206,158 to 839,388. Meanwhile, the number of combined junior-senior

high schools increased from 1,088 to 2,429. Of these, in 1928, there were 904 of the undivided 6-year type, 765 schools of the 3-3 type, 568 of the 2-4 type, 176 of the undivided 5-year type, and 16 of the 2-3 type. The total enrollment in these schools was 741,941 pupils. There were 494 senior high schools in 1928, 361 of the 3-year type and 133 of the 4-year type. Their total enrollment was 379,518.

The 4,326 reorganized high schools in 1928 enrolled 1,960,580 pupils — nearly half of the total public high school enrollment of 4,217,313 pupils for that year. Of those pupils 862,840 were in the seventh and eighth grades. Seventy per cent of the junior high school — 20 per cent of the entire high school enrollment — was in the two grades preceding the traditional four-year high school.

Extension through the junior college. The reorganization in secondary education has extended upward into the college as it has extended downward into the elementary school. The development of the junior college as a part of secondary education is more recent than that of the junior high school, and perhaps more remarkable. The 182 junior colleges in the United States in 1921-22 had 16,121 students. The reports for 1927-28 give the number of junior colleges as 382, and their total enrollment as 44,372 students.

Extension of graduation from high school. The holding power of the secondary schools has been increased to such extent that graduation from high school has come to be expected of nearly all young people. Even with a decline in birth rate we can expect that the high school enrollments will continue to increase for some time by reason of this greater holding power.

Statistics from the United States Office of Education show that 474,736 pupils were graduated from public high schools in 1928. The four-year senior schools graduated 324,489 and the reorganized high schools 150,247. In general 46 per cent of the seniors are boys. In the four-year senior high schools the number

of boys graduated is 48 per cent of the number of boys in the tenth grade, while the number of girls graduated is 55 per cent of the number of girls in the tenth grade.¹

Future extension. Theoretically it is now well established that all children of high school age should be provided with secondary education. The realization of this goal is now considered possible, though it is obviously some distance away. There are still not in high school more than a million young people fifteen or sixteen years old and more than twice as many seventeen or eighteen years old. The per cent of persons of high school age attending high school has increased, however, from 4 per cent in 1890 to 50 per cent in 1926.

The high school enrollments in large cities will continue to increase greatly through both the increases in city population and the continuance of a larger number of pupils through a longer period. The reduction of the heavy mortality of the city high school will become more pronounced. As a result of industrial growth there will probably be many examples similar to that of a suburban high school near one of our great cities which in some thirty years grew from forty-four pupils to a total enrollment of more than six thousand pupils.

The average citizen of the present day has nearly completed a seventh-grade education. In some states the average citizen has reached the first year of high school. Nearly 40 per cent of the people now receive some education in the secondary school.

SOME RESULTS OF THE EXTENSION OF SECONDARY EDUCATION

The size of high schools. The variation in the size of high schools is pronounced. The 18,116 public high schools in 1928 had an average enrollment of 233 pupils. In junior high

¹ For various data see *Statistics of Public High Schools 1927-28*. U. S. Office of Education, Bulletin, 1929, No. 35.

schools the average number was 598; in junior-senior schools, 305; in senior schools, 770; and in four-year senior high schools, 164. Nearly a third of the high schools had enrollments of less than 50 pupils, and enrolled all together less than 4 per cent of the pupils in public high schools. More than half of the high schools had enrollments of 100 pupils or less, and enrolled all together only about 12 per cent of the pupils.

At the other extreme, approximately 5 per cent of the public high schools, with more than 1,000 pupils each, enrolled nearly 40 per cent of all the pupils in public high schools. Schools each having an enrollment of 500 pupils or more comprise 11 per cent of all the high schools, and enroll 59 per cent of the high school pupils.

Size in relation to community. The four-year senior high schools in towns having 2,500 inhabitants or more enroll 60 per cent of all the pupils. The rural high schools, at the other extreme, enroll 30 per cent of all the children now attending public high schools in the United States. There are now about 15,000 of these rural high schools, each attempting to offer all or part of a senior high school program. This number constitutes nearly 80 per cent of all the public high schools.

The character of the secondary school population. Within the past thirty years the differentiation in the composition of the pupil enrollment has become highly significant. Once almost entirely college preparatory in its aims, efforts, and product, the public secondary school now sends less than 30 per cent of its graduates to college, and the number seems gradually to be decreasing.

Industrial and practical training of all kinds has been slowly developed for the noncollege preparatory pupil. The general democratization of society, with the widened opportunities for education and the increased recognition of the importance of advanced training, has caused the secondary school to become

less selective in its character. Once it enrolled almost exclusively the children of the managerial and professional classes, but increasingly the high school population has become a cross-section of the social groups of the nation.

This change in the character of the enrollment has affected the purposes, functions, organization, and administration of secondary schools in many ways. Practically all of the modern development discussed and illustrated in this volume is due to the changes made necessary by the new character of secondary education.

It has been estimated that 70 per cent of all high school pupils thirty years ago came from the highest fifth of human intelligence and that at present this proportion has decreased to 45 per cent. The present-day high school draws its pupil personnel from every group of the community. There is a constantly increasing heterogeneity with resulting diversity in background, capacity, and potentiality.

Diversity in high school organization. Before 1900 all high schools were much alike; their curriculums were practically identical. Since the early 1900's there has developed an increasing diversity in curriculum offerings and in types of organization. The so-called reorganization movement accounts for much of this diversity.

It is possible that the peak in diversity has been reached and that a common plan of organization and curriculum will again become fairly universal. No doubt there will be local variations and adaptations, but uniformity of design is becoming apparent.

Types of secondary schools. The diversity in high school organization has resulted in several fairly distinct types of secondary schools. The original secondary school contained within its organization all that constituted the secondary education of its day. In time there came into being certain schools which

emphasized particularly some one phase of secondary education. Schools thus operating have been designated as the specialized type. The classical or college preparatory school, the high school of commerce, the technical high school, the high school of practical arts, the manual training high school are all examples of the specialized type. Obviously these schools present peculiar problems in organization and methods of administration. In proportion to the usual comprehensive type the number of specialized schools is exceedingly small.

The modern interpretation of the comprehensive high school is that it should contain all of the various phases of secondary education which might be suggested as possibilities for the specialized types. The advocates of the comprehensive high school take the position that there should be thorough democratization of the school in all of its aspects, and that this function can be truly performed only through the solidarity presented by the comprehensive type.

The adherents of the specialized type insist that the present age of specialization calls for an efficiency in specialized training which cannot be properly obtained except through the emphasis created by isolation. The most apparent weakness of the specialized schools lies in the tendency for such a school, once it is thoroughly specialized, to become at once less specialized and more general. Over a period of a few years most specialized schools tend to become increasingly comprehensive in response to the needs manifested by the pupils.

Trade schools. One type of the specialized school has become somewhat fixed as the industrial or trade school. There seems to be a real need for such a school. There is in every large community a considerable number of boys who can profit best by an education which simulates, to the largest possible degree, the actual conditions of industry. Some experience would seem to indicate that the specialized trade school can best perform its

functions as a separate school since its day is preferably of eight hours, its periods often three or more hours in length, and its class methods largely different from those commonly used in the comprehensive school.

The segregated school. In a few large cities there has been developed the segregated high school with the division of the sexes as the distinctive feature. The reasons presented are those generally offered against coeducation. The organization of the segregated school differs in no important respect from that of the comprehensive type. The increased expense and the difficulties of transportation are sufficient obstacles to prevent any marked extension of the segregated type.

The continuation school. Through the desire to extend the benefits of secondary education to as many youths of high school age as possible, a type known as the continuation school has been developed. For the most part it consists of an organization which is an adjunct of the regular high school. It serves pupils who are working at regular jobs on a part-time basis. Ideally these pupils are organized in separate classes to do work that is especially adjusted to their particular needs. So far as time and opportunity will allow, they can well be treated as a definite unit within the comprehensive school.

A variation of the continuation type is the part-time or coöperative school, in which pupils spend equal periods of time in school and at work. Pupils are paired for the most part with one in school for a definite period, say two weeks, and the other at work outside of school for the same period.

Reorganized types. Almost without exception the school types brought about by the reorganization in secondary education are comprehensive in character. The best-known type is the segregated junior high school which usually consists of grades 7, 8, and 9 of the public school. This type in its truest form is a separate organization of the three grades. The work is depart-

mentalized, and the organization simulates to a large degree that of the four-year senior high school.

The six-year school is another type produced by the reorganization movement. It usually consists of grades 7, 8, 9, 10, 11, and 12 organized as a comprehensive unit. This type is especially suited to communities of such size that separate junior and senior high schools would be difficult or impossible. A variation of this type is the junior-senior high school, usually larger than the six-year school and hence affording opportunity for some division in the organization of the junior and senior groups.

The junior college. Another development of reorganization is the junior college as a type of secondary school. Junior colleges are sometimes found as entirely separated institutions, but most of them, especially the public junior colleges, are closely affiliated units of the existing high schools. Generally they are organized as two-year colleges attached to the high school organizations through the media of common use of the physical facilities. Increasingly the junior college is being organized and administered as an integral part of a comprehensive unit of the five or six highest grades of the secondary school. The last three grades, 12, 13, and 14, are being treated in some instances as a unit within the larger organization.

THE AIMS AND FUNCTIONS OF THE SECONDARY SCHOOL

The great extension of secondary education into American life with the resulting change and adaptation of its character has made imperative the need of determining what it is all about, of directing its activities into the most significant channels, and of setting up the most worthy and realizable goals.

Early in its development the secondary school was influenced by the English conception of preparation for the professions, and later there came the acceptance of certain German ideas, in

emphasis on preparation for the vocations, but in general the development of secondary education in America has been of a unique character.

Industrial and economic influences. The industrial revolution has had its largest and most significant development in America and has had profound effect on the public-school system, particularly at the secondary school level. A new social order, chiefly industrial and economic, has come into being with insistent demands that secondary education make necessary and suitable adjustments.

The tendency to urbanize the population, the higher standards of living, the change from hand to machine labor and the development of mass production, the centralization of capital and corporate power, the perfecting of transportation facilities, and the application of involved and specialized business techniques have all shared in widening the horizons of human outlooks, broadening the need for better understood human contacts. Society apparently is no longer static, nor is it likely to be, in any of its phases. Large demands of adjustment have come suddenly and overwhelmingly upon the school and with a changing civilization, constantly in transition, the demands on the school will require continued readjustment on the part of the educational system to changing social and economic life.

Influences of social institutions. There appear to be four factors of social life in which fundamental changes have influenced secondary education. The factors are: (1) the home and family life, (2) community life, (3) religious beliefs, and (4) vocations.

Home and family life. The home has always been and is still the first great social institution for consideration in connection with school systems; in fact, the home was the first school. It was there that the fundamentals of an academic nature as well as those of a moral and ethical nature were learned.