



**THE ADMINISTRATION OF**  
*The Modern Secondary School*

**BY J. B. EDMONSON**

*University of Michigan*

**JOSEPH ROEMER**

*George Peabody College for Teachers*

**FRANCIS L. BACON**

*Evanston Township High School*

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## PREFACE

In 1941 a revision of *Secondary School Administration*, entitled *The Administration of the Modern Secondary School*, was published. The reception given it has been most generous and it has had wide use in higher institutions for the education of teachers. The book has also been added to the libraries of many school administrators, where it has served as a reference book on many practical problems. Since 1941 the literature on secondary education has increased abundantly and many new problems in secondary education have been identified. In order to include some of this literature in the suggested readings and to present new viewpoints on certain problems, this edition of our book has been prepared. The changes made in this edition include some new illustrations and revised questions and problems, as well as minor modifications in the treatment of certain topics. A new chapter has been added relating to the junior college, because of the growing interest in this field of education.

The scope of the book is indicated by its six major divisions: (1) The Changing American Secondary School, (2) Organization and Management of Secondary Schools, (3) Administration and Guidance of Pupil Personnel, (4) Providing for the Improvement of Instruction, (5) Problems of School Relationships, and (6) Practices in Small and Large Secondary Schools, and Trends in Secondary Education.

In this volume the secondary school is interpreted comprehensively to include all the units of secondary education. The treatment recognizes the extension of secondary education from the traditional 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 those differences are indicated. An intimate and long-standing acquaintance with the small high

school has made the authors appreciative of its significance in American secondary education, and of its many perplexing difficulties. Separate chapters deal with the problems peculiar to the large and to the small high school.

In an attempt to produce a teachable book and a helpful reference, the authors have presented brief but pointed accounts of numerous major problems with emphasis on practical applications and constructive suggestions. Each chapter has a series of questions and problems intended to stimulate discussion of significant facts and issues. The references at the end of each chapter have been selected especially to encourage extensive reading on particular topics and to meet the needs of advanced students.

*The Administration of the Modern Secondary School* has been prepared to serve both as a guide and reference for school administrators and as a textbook for classes in colleges and universities. In the latter field, it is designed primarily for courses in the organization and administration of secondary schools, including courses for prospective high school teachers who need an understanding of the issues and the practices discussed.

The authors are indebted to the users of the book for constructive criticisms, account of which has been taken in this revision. Indebtedness is also acknowledged to various authors, organizations, and publishers, for permission to use quoted material and illustrations.

J. B. EDMONSON  
JOSEPH ROEMER  
FRANCIS L. BACON

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DIVISION ONE

*The Changing American  
Secondary School*



## *Chapter I.*    TRACING THE DEVELOPMENT OF THE                   AMERICAN SECONDARY SCHOOL

### *The Struggle for Universal Secondary Education*

The basic principle of free secondary education for all youth at public expense has gained substantial recognition in the United States, after a long period of struggle. Outspoken criticisms of this basic principle are now very rare. At present, the free public high school is taken for granted by the most of our citizens, who do not know the history of its development. In fact, relatively few citizens remember or have reviewed the pros and cons of the issue of high school education for all youth. It should be realized, however, that the free high school for all youth was not a part of our natural inheritance, like the soil, the forests, or the mines, but an ideal that was realized only after many hard-fought struggles.

One of the finest tributes to those who laid the early foundations of American education is given in a report of the Educational Policies Commission:

Distinguished founders of the Republic deemed education indispensable to the perpetuity of the nation, to the realization of its ideals, and to the smooth functioning of American society. Under the impetus of this deep conviction, they explored the nature of education, made plans, and urged the establishment of institutions of learning appropriate to the American setting. . . . In so doing they displayed profound insight into the forces requisite to the creation and operation of a great society. They did more. They set an impressive example to all those of succeeding generations who are called upon to make constructive efforts in education on a large scale and under grand conceptions of public policy. They demonstrated for all time that education is an enterprise worthy of the highest talents, inviting the boldest thought, and forever linked with the cultural destiny of the nation.<sup>1</sup>

<sup>1</sup> Educational Policies Commission, *The Unique Functions of Education in American Democracy*, p. 67. Washington, National Education Association, 1937.

*Three Historical Periods of the Secondary School*

**The three-hundredth anniversary of the high school.** In 1935, the three-hundredth anniversary of the founding of the first secondary school on American soil was observed. This first permanent school, a Latin grammar school founded in Boston in 1635, still flourishes in a modern building on a new site.

The fact that secondary education in America was three hundred years old came as a surprise to many citizens, and the observance of the anniversary served to strengthen the conviction that the American high school has been, and will doubtless continue to be, our nation's most important social institution for youth. Special programs in commemoration of the anniversary were provided in the schools of hundreds of towns and cities, and state and national organizations of teachers sponsored appropriate programs. The tercentenary celebration was planned by a committee of the Department of Secondary-School Principals of the National Education Association, with Calvin O. Davis of the University of Michigan as chairman. In commenting on the tercentenary of the high school, Davis said:

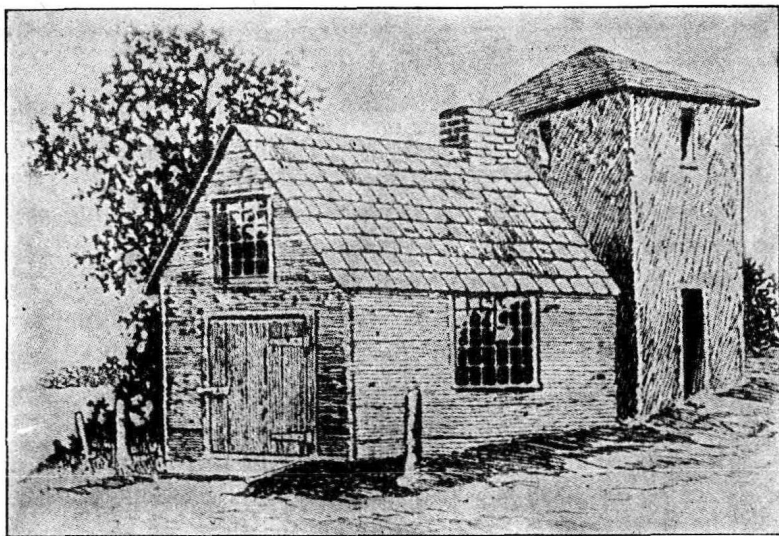
There was some confusion caused by the slogan, 300 Years of American High School, and by references to the High School Tercentenary. The reason, of course, was that the first school for those of adolescent age which bore the name High School, was not founded until 1821. This was English High School, a companion to Boston Latin School. Nevertheless, the term High School has the common meaning today of a school for students between the ages of twelve and twenty, a school beyond the elementary grade, meant to prepare for adult pursuits; in other words, a type like the Boston Latin School. Educators have agreed to call such a school a secondary school. Unfortunately, the public has little notion of the meaning of this term. They are familiar with high schools, but secondary schools sound foreign to them. Naturally, it was necessary to consider the public, even at the cost of a technical inaccuracy.<sup>1</sup>

The establishment of the Boston Latin School in 1635 marked the first period in the history of American secondary education. This period of the Latin grammar school extends to about 1750.

<sup>1</sup> Calvin O. Davis, "Celebrating the Tercentenary," *Scholastic*, XXVI (February, 1935), 10, 12.

The second historical period, known as the period of the academy, extended from 1750 to the end of the first quarter of the nineteenth century. The third period is known as the period of the public high school. The first high school, called "The English Classical School," was established in Boston in 1821.

Of course, the periods of these three types of secondary schools overlap to a considerable degree. Some Latin grammar



A famous pioneer school, established in 1649 at Dedham, Mass. It is said to be the first school supported by public taxation. (From Edmonson and Dondineau, *Civics through Problems*, The Macmillan Company, 1935, courtesy National Education Association.)

schools persisted long after the academies had become very common, and many academies continued long after the public high school had become the prevailing type. In fact, there are in operation today some academies that can trace their history to dates prior to the establishment of the first public high school.

**The Latin grammar school.** The Latin grammar school established in Boston was modeled on the Latin grammar schools of England. Schools of this type soon became the dominant institutions for secondary education in the colonies.



Their aim was preparation for college, and their curriculums were restricted largely to the study of Latin and Greek. Since the colleges of the colonial period were primarily concerned with educating men for the ministry and the law, the Latin grammar school was not designed to provide education for any considerable number of boys. Girls were excluded from Latin grammar schools as well as from the colleges.

The Latin grammar schools may be considered public institutions, since they were usually established and directed by the towns and were designed for the education of local boys. It cannot be claimed that the schools were popular institutions; their highly restricted objective prevented that. But they did serve to keep alive the zeal for higher education among a people who were busy with the arduous task of establishing new homes in a new country. The main characteristics of the Latin grammar schools may be summarized as follows:

1. They were established by the towns under colonial law and theoretically they were free, although fees were usually paid by all except the pupils from the poorest families.
2. Most of the pupils expected to go to college.
3. The curriculum was composed for the most part of Latin and Greek.
4. They were dominated by the spirit of the colleges rather than by the desires and needs of the people at large.
5. Since the schools were established to prepare young men for service in the church and the commonwealth, the religious spirit in them was very strong.
6. They were usually small schools, with a staff of one or two teachers.
7. The chief local support came from those citizens who intended to send their sons to college in England or in the colonies.

**The academy.** The academy, like the Latin grammar school, had its roots in England, where it was the product of religious nonconformity. Under the leadership of Benjamin Franklin, the first academy in America was established in Philadelphia in 1749. Franklin's Academy, which represented