THE UNIVERSITY OF MANITOBA

A CRITICAL STUDY OF CRITERIA AND PROCEDURES FOR THE COMPREHENSIVE EVALUATION OF MODERN JUNIOR HIGH SCHOOLS, WITH PARTICULAR REFERENCE TO THE DEVELOPMENT OF AN ACTION PROGRAM FOR THE J.B. MITCHELL SCHOOL

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ABSTRACT

The Problem

This thesis reports a study in the theory and practice of total-school evaluation at the junior high level. Originating in the context of a principal's responsibility for directing the continuous evaluation and improvement of his school, this inquiry had a twofold purpose: (1) to find the means to guide the continued development of a junior high school in the Manitoba setting: (2) to employ those techniques in the preparation of an initial self-evaluation program for the J.B. Mitchell Junior High School.

An analysis of the problem showed that comprehensive evaluation, with its implications for action, is the practical way of guiding the continued development of a modern junior high school; moreover, that an evaluation program would require an instrument with three principal components: (1) an outline or other organization of critical features--provisions or conditions that indicate qualitative differences in schools; (2) a corresponding framework of evaluative criteria--standards that can be used to appraise the critical features; (3) a practical procedure--techniques that can be employed by a principal and his staff to evaluate their own school.

With respect to the second objective, limitations of time and resources precluded a comprehensive evaluation of the J.B. Mitchell School. Instead, it was necessary for the writer to plan and administer a survey-type examination of the total school situation, and to include as results of this tentative appraisal both plans for direct action and

recommendations for further investigation.

Procedure

This inquiry initially involved the study of two kinds of evaluation literature: the special references on total-school evaluation at the secondary level, and a representative selection of present-day manuals designed for self-evaluation programs in junior high schools. From those sources the investigator derived the practical instrument for a self-evaluation project at J.B. Mitchell School. As neither the general literature on total-school evaluation nor the available manuals could supply adequate evaluative criteria for junior high schools, the theory phase had to be extended to include a survey of the history and philosophy of this special school for early adolescents and an analysis of books and periodicals reflecting current thinking about its basic aims, primary functions, and desirable features.

For the project at J.B. Mitchell School, the investigator used an adaptation of Wendell G. Anderson's "synoptic-outline" method (developed in his manual, A Self-Evaluation Instrument for Junior High Schools), with each group of related critical features being examined by a three-phase approach: (1) INVENTORY--a description of the present situation at the school; (2) EVALUATION--an appraisal of this situation in the light of available criteria; (3) ACTION PROGRAM--implications for action and for further investigation. To obtain the necessary data on the school, he relied mainly upon controlled observation; that is, upon personal checking of provisions or conditions with reference to critical features derived from the evaluation manuals, the findings

being summarized on special data-processing forms. Questionnaires were employed to secure information relative to two of the evaluation areas (Staff and Co-curriculum), and frequent reference was made throughout the inquiry to official publications, school records (including minutes of staff meetings), and the files or working papers kept by the writer in his capacity as Principal of J.B. Mitchell School.

Although the pupils supplied data for one of the major evaluation areas, and the teachers contributed both information and appraisals at several stages of the investigation, limitations of time and research facilities made this project at J.B. Mitchell School basically a one-man undertaking: a principal's tentative evaluation of his school to identify weaknesses and plan improvements. The entire study was spread over a three-year period, from 1961 to 1964, with the theory portion taking roughly one year, and the practical phase requiring the other two; however, there was inevitable overlapping. During the latter period, the school was examined directly in terms of hundreds of specific features, with a thoroughness that varied from aspect to aspect according to the availability of both data and criteria.

Findings

Modern evaluation routines for junior high schools have been developed on foundations laid by the Cooperative Study of Secondary School Standards, a research organization sponsored by six regional accrediting associations in the United States. The Study demonstrated the complexity and costliness of total-school evaluation, the necessity for finding features that really characterize a school (complete

measurement being impracticable), and the desirability (in a democracy) of evaluating a school in terms of its own stated philosophy of education and local objectives. What is most important, through six years of careful research it proved that the best indicators of school excellence are qualitative judgments by a school's own staff--provided they are carefully made by a proven method of inquiry and checked by an experienced review committee.

Present-day evaluation manuals for junior high schools, owing much to the Cooperative Study's principles of evaluation and practical experience, emphasize self-evaluation in terms of eight major areas of the total school situation: Philosophy and Objectives, Pupil Population and School Community, Staff, Physical Facilities, Program (General), Program (Special Areas), Co-curriculum, and Student Services--each of which is divided into sub-areas and critical features. (A forty-page outline in Appendix A of this thesis gives some idea of the thousands of features to be examined in a modern comprehensive evaluation.) By their selection and phrasing of the features to be examined within each sub-area, these manuals provide many secondary evaluative criteria; that is, answers to the question: Which provisions or conditions are desirable in a good junior high school, and to what extent should they be found? They do not provide the primary criteria, however; that is, answers to the question: Why are these features desirable?

The literature on the junior high school as an educational institution provided some standards for judging the critical features, albeit in forms difficult to employ in practical situations. Thus, these writings showed that "junior high school" in its most widely-accepted

connotation implies two basic aims (a special program for early adolescents, and an effective transition from elementary school to senior high school), six primary functions (integration, exploration, guidance, differentiation, socialization, and articulation), and several organizational features (such as an integrated three-grade program, teacher specialization, attention to individual differences through both administrative and teaching flexibility, a co-curricular program, and a full range of guidance services).

From his examination of the selected manuals, the investigator deduced that two basic evaluation techniques have proven their worth: the "checklist-evaluation" method (developed by the Cooperative Study) and the "synoptic-outline" method (used by some of the most recent manuals)--the latter being particularly suited to initial evaluation programs in schools of similar size and resources to J.B. Mitchell.

The results of the application of these principles and procedures to seven major areas of the total situation at J.B. Mitchell School--Program (Special Areas) being the only principal category omitted entirely from this first evaluation--are to be found in Chapters V and VI of the thesis: a two-hundred page report organized into nineteen divisions, each with Inventory, Evaluation, and Action Program sections. Collectively these investigations revealed seventy-seven inadequate situations at the school, and suggested the possibility of several more; moreover, they focused attention on over one hundred implications for a follow-up program.

Conclusions

This report contains the essential elements for the preparation of a self-evaluation instrument applicable to any junior high school: (1) a plan for evaluating the school in terms of commonly-accepted general areas and sub-areas of the total school situation, together with an outline of critical features significant at that level; (2) a framework of criteria (albeit incomplete) for evaluating those features; (3) descriptions of two well-established self-evaluation procedures; (4) illustrations of the practical adaptation of one of these basic methods to a modern junior high school. Furthermore, it provides comprehensive reports on nineteen sub-areas of the total situation at J.B. Mitchell School--reports which not only identify provisions or conditions in need of improvement, but also indicate some desirable courses of action and evident priorities for them. Thus, having found the means to guide the continued development of a junior high school in the Manitoba setting, and having employed those techniques to produce an initial self-improvement program for the J.B. Mitchell School, this study has in some measure attained its two primary objectives.

While the thesis does not presume to add new knowledge to the science of education, it was planned with these four practical outcomes in mind--each of which helps to define its importance as a research study: (1) a contribution to the progress of a particular school through the preparation of a program for guiding its continued development; (2) a contribution to the professional growth of the principal and teachers of that school through their involvement in a local self-evaluation project; (3) a contribution to the supervisory program of the Winnipeg School Division through the presentation of a full report

on the evaluation of one of its junior high schools; (4) a contribution to educational research in Canada through the critical study of American criteria and procedures for total-school evaluation at the secondary level. Although a complete and objective appraisal of these contributions could not be made as part of this study, the writer has presented evidence (in Chapter VII) to show the extent to which each expected outcome has probably been realized.

Perhaps no less important as an outcome of this study is the clear-cut evidence that comprehensive evaluation is a very demanding and time-consuming enterprise, one that is not likely to be successfully undertaken by a teaching staff as a spare-time project.

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CHAPTER I

INTRODUCTION

The present-day principal is expected to play many roles, not the least demanding being his responsibility for directing the continuous evaluation and improvement of the total program of his school. It was in this general context that the investigation reported here had its origins and growth.

More specifically, this thesis summarizes a three-year project in total-school evaluation at a relatively new junior high school in Winnipeg, Manitoba. The inquiry began in 1961, towards the close of its fifth year of operation.

I. THE PROBLEM

Statement of the Problem

This investigation began with two questions:

1. What means are available to assist the principal of a modern junior high school in carrying out his responsibility for guiding its continued development?

2. Which provisions or conditions for the education of pupils at the J.B. Mitchell School are in need of improvement, and what priorities should be assigned to measures designed to remedy evident weaknesses?

On analysis, the dual problem posed by these questions was seen to involve two related projects:

1. A careful examination of the literature relative to the evaluation of junior high schools to identify

   a) the critical features of junior high schools and their programs; that is, those provisions or conditions that indicate qualitative differences in schools of this type;

b) the criteria which are available for the evaluation of critical features;

c) the procedures which have been developed for total-school evaluation at this level.

2. An evaluation of the J.B. Mitchell School involving

a) the development of a practical plan for an initial total-school evaluation;

b) the administration of this evaluation project;

c) the planning of a follow-up action program to effect needed improvements.

Definition of Terms

None of the terms employed in the title of this report or in the exposition of the problem is so technical that it is likely to be misunderstood in context. However, "junior high school", "evaluation", and "need of improvement" tend to be used so loosely in educational literature that their respective limits for purposes of this study must be made explicit; and "action program", as a term from the vocabulary of the modern evaluation manuals, has a specialized connotation that may not be self-evident.

Junior high school. That there is no simple definition of "junior high school" acceptable to most authorities is clearly illustrated by the following quotations from four standard references:

> Junior High School: the lower part of a divided secondary school comprising usually grades 7, 8, and 9; less frequently consists of grades 7 and 8 or 8 and 9.[1]

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[1]Carter V. Good (ed.), Dictionary of Education (New York: McGraw-Hill Book Co., Inc., 1945), p. 231.

> The junior high school is an organization of the seventh, eighth, and ninth grades into an administrative unit for the purpose of providing instruction and training suitable to the varied and changing physical, mental, and social natures and needs of immature, maturing, and mature pupils. "Maturity" here means the arrival of adolescence.[2]

> The Junior High School. This is the intermediate school which is designed to carry the pupil over from the content and techniques that are typical of the elementary school to those which characterize the senior high school....
>
> The school usually includes grades seven, eight and nine.... In some places only grades seven and eight are included....There is a trend at present to retain seventh graders in the elementary school because of their lack of maturity. In many six-year secondary schools, grades seven, eight and nine are called the Junior High School, are taught by a separate staff, and have graduation exercises at the end of the ninth year, even though the children continue to attend the same school for the tenth year.[3]

> The junior high school is an educational program which is designed particularly to meet the needs, the interests, and the abilities of boys and girls during early adolescence. A school building, grade organization, and certain administrative features are important in the junior high school only to the extent that they have a bearing on that educational program.[4]

These quotations, however, bring into focus a unifying element; namely, the needs of early adolescents--the pupils who comprise the majority in the seventh, eighth, and ninth grades. If there is a central theme underlying the origins and growth of the junior high school as part of the reorganization of secondary education in North America, it is that the junior high grades should be handled as a transitional level of the public school system to meet the special

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[2]Ralph W. Pringle, The Junior High School--A Psychological Approach (New York: McGraw-Hill Book Co., Inc., 1937), p. 68

[3]Gertrude Noar, The Junior High School--Today and Tomorrow (second edition; New York: Prentice-Hall Inc., 1961), p. 340.

[4]William T. Gruhn and Harl R. Douglass, The Modern Junior High School (second edition; New York: The Ronald Press Company, 1956), p. 4.

needs (particularly the psychological needs) of this age-group. "Junior high school", then, is more than a label for a special building enrolling pupils in two or more of grades seven to nine. It denotes a special educational program, for a special group of pupils whose special needs cannot be met adequately in the traditional elementary school or in the senior high school. In consequence, throughout this project the critical features of the total school program have been evaluated with reference to the abiding aims and functions of this special program for early adolescents.[5]

Evaluation. This term often signifies little more than subjective appraisal or casual testing. However, used correctly in research studies, it has both wide and narrow connotations. As a broad concept, it defines a process having three phases: (a) the selection of criteria for judging the worth of the feature(s) to be evaluated; (b) the development of procedures for applying the evaluative criteria to the feature(s) so selected; (c) the evaluation proper--the "synthesizing [of] the evidence yielded by these procedures into a final judgment of worth," with its implications for an action program to overcome revealed weaknesses.[6] In its narrower sense, the term is used to indicate the third phase alone, the judgment of worth in the light of the criteria

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[5]It is recognized that the definition of "junior high school" is incomplete without a further explanation of these abiding aims and functions. However, because they are meaningful only in the context of the history and philosophy of the junior high school and of current thinking about that institution, the reader is asked to accept this as a working definition until he has completed the reading of Chapter III.

[6]Chester W. Harris (ed.), Encyclopedia of Educational Research (third edition; New York: The Macmillan Co., 1960), p. 482.

used. Both uses of "evaluation" will be found in this report, in contexts where the import should be clear without further definition.

Need of improvement. As "improvement" implies a direction of change for the better, for the more efficient fulfilment of purpose, need of improvement in a program exists when the process of evaluation, having established its "final judgment of worth", makes clear any deficiencies relative to purpose. In this project the purpose is to meet the special educational needs of a special group--the pupils of the J.B. Mitchell Junior High School.

Action program. No project in total-school evaluation would be complete without a plan to effect the improvements known to be desirable. Such plan, if it is to promote the more efficient fulfilment of purpose, must concentrate on improvements that are practically possible; moreover, it must assign priorities to them. This corollary to evaluation is referred to in the literature on total-school evaluation as the improvement program or, more precisely, the action program.[7]

Importance of This Study

In directing a self-evaluation project at the J.B. Mitchell School, the investigator did not expect to make an original contribution to the theory of total-school evaluation. Rather, he had in mind four principal outcomes:

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[7]This term has been borrowed, with permission of the author, from Wendell G. Anderson, An Instrument for the Self-Evaluation of Junior High Schools (Urbana, Illinois: Wendell Gaylord Anderson, 1959), Introduction, p. 2. (Mimeographed.)

1. A contribution to the progress of a specific school through the preparation of an action program to guide its continued development.

2. A contribution to the professional growth of a particular junior high school staff through the awakening of its principal and teachers to a greater understanding of comprehensive evaluation and of their personal responsibilities for the continuous evaluation and improvement of their school.

3. A contribution to the supervisory program of the Winnipeg School Division through the presentation of an evaluation report on one of its junior high schools.

4. A contribution to educational research in Canada through the critical study of modern American techniques for total-school evaluation.

II. ORGANIZATION OF THE REPORT

Of the seven chapters in this report, the first three comprise the introductory division, the next three report the conditions and results of the evaluation project at the J.B. Mitchell School, and Chapter VII summarizes the recommendations and conclusions. To these have been added two appendices.

Immediately following this discussion of the problem and its importance is an exposition of the development of criteria and procedures for the evaluation of secondary schools in North America. This second chapter has three main divisions: (1) a brief historical survey of the half-century of experimentation with accrediting routines that culminated in the investigations of the Cooperative Study of Secondary School Standards; (2) a more detailed study of the principles and procedures for total-school evaluation that were developed by the Study; (3) an analysis of the working criteria and procedures that are implicit in modern evaluation manuals. Chapter III completes the theoretical

part of the report by showing the possibilities and limitations of general secondary level evaluative criteria and procedures when applied to the junior high school, and has two principal divisions: (1) an assessment of the current situation with respect to practicable evaluation routines for a project of this nature; (2) a brief account of the history of the junior high school, followed by a more thorough exposition of its aims, objectives, functions, and features, as seen by both the pioneers in the junior high school movement and its present-day exponents and critics.

The fourth chapter is concerned with scope and method, and begins with the setting for this project--the school in the system. This description is followed by a discussion of the factors which limited the scope of the investigation and staff participation in it. The greater part of the chapter, however, is devoted to an outline of sources of evidence, an exposition of the method of procedure, and a brief statement of the organization of the self-evaluation report.

The details of the report on J.B. Mitchell School are presented in two chapters dealing respectively with Educational Environment and Program. Each chapter reports on a group of related areas of the total-school situation, one sub-area at a time. The report on each sub-area records the results of a three-phase approach to evaluation: (1) a survey of the current provisions or conditions in the school; (2) an evaluation of the situation revealed by this survey; (3) recommendations for effecting the improvements thereby shown to be needed.

Chapter VII, Conclusions, answers the questions which launched this investigation, and hazards an appraisal of its success as a

research project.

The appendices contain material of two kinds: the first, a synopsis in outline form of the specific features for junior high school evaluation that are emphasized in the representative evaluation manuals; the second, copies of forms and questionnaires used to facilitate the collection and processing of data, plus copies of memoranda illustrating how the instructional staff of J.B. Mitchell School was involved in this project during the 1962-1963 school year.

CHAPTER II

THE DEVELOPMENT OF PRINCIPLES AND PROCEDURES FOR TOTAL-SCHOOL EVALUATION AT THE SECONDARY LEVEL

It was evident to the investigator at an early stage in this project that to undertake even a tentative evaluation of a particular school one must be well-grounded in the principles and procedures of total-school evaluation. To secure this knowledge and understanding, he made a survey of standard references on the evaluation of secondary schools, and analyzed a representative group of evaluation manuals.[1] Chapter II presents a résumé of that prerequisite research.

II. BACKGROUND--EVALUATION ROUTINES, 1871-1939

The Growth of Interest in Comprehensive Evaluations

Present-day evaluative criteria and procedures for secondary schools evolved from the high school accrediting routines developed by a number of American universities towards the close of the nineteenth century. Beginning with Michigan, in 1871, universities wishing to dispense with entrance examinations introduced the revolutionary practice of accrediting high schools whose facilities, teaching staffs, programs, and general academic standards met with their approval. Gradually, notwithstanding the conservatism of eastern universities, this

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[1]Throughout this report the term "secondary" denotes collectively the institutions of general education which link the primary (or elementary) school and the university, with full awareness that it has no universally-accepted grade equivalents.

certificate procedure gained support, and by 1897 almost two hundred institutions of higher learning admitted students on this basis.[2]

A natural outgrowth of this recognition of the value of closer cooperation between school and college was the formation of regional associations: "the Middle States Association of Colleges and Secondary Schools...in 1889, followed in 1895 by the organization of the North Central Association and the Southern Association."[3] Other regional associations followed. For a time there was controversy over the best method of screening applicants for university, and admission by certificate competed with admission by entrance examinations. From 1901, however, when the North Central Association set up a permanent Commission on Accredited Schools, accreditation became more and more the accepted method of entrance to college, with four regional associations being especially active in promoting it.[4]

From these experiments in articulation developed two characteristic features of modern evaluation routines: the visiting committee, and the formulated evaluative criteria. While standards of accreditation varied from university to university, and from one regional association to another, the general procedure was reasonably uniform. Accrediting of a school began with its invitation to a particular university or regional association to send a committee to inspect its

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[2] Evaluation of Secondary Schools: General Report (Washington, D.C.: Cooperative Study of Secondary School Standards, 1939), p. 2.

[3] Ibid.

[4] Ibid., pp. 6, 14-15.

facilities and program. From the first, these visiting committees had some criteria for evaluation, however informal; before long, more formal standards were adopted.[5] To keep bias, prejudice, opinion, and guesswork to a minimum, these early evaluators concentrated on those aspects of the total situation that indicated likelihood of high academic standards: plant and equipment (including libraries and laboratories), staff preparation and teaching load, pupil load and course offerings, and records of the school's graduates after entering college.[6] On these terms schools were admitted to the accredited lists, or were advised of their shortcomings.

Private regional associations were not the only agencies influencing secondary school standards and evaluation procedures. State departments of education usually followed up the work of these accrediting agencies by assisting with plans and funds for improvement, and public bodies gradually increased their influence over evaluation routines for secondary schools. Being interested in more comprehensive evaluations, the state inspectors attempted to evaluate acquired knowledge and skills (through standardized tests), teaching methods, discipline, guidance procedures, and co-curricular programs.[7]

Before these early attempts at comprehensive evaluation had developed into standard routines, a new and complicating factor emerged

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[5] Ibid., p. 6.

[6] Harl R. Douglass, Modern Administration of Secondary Schools (New York: Ginn and Company. 1954), pp. 575-76, 580-81.

[7] Ibid., pp. 576, 581.

as part of the total situation; namely, a changed emphasis in the objectives of secondary education in North America.

An Enlarged Conception of Evaluation--The Pupil-Needs Approach

These early inspective and accrediting routines, while they made some attempt at evaluating the results of organization and instruction in secondary schools, gave prime emphasis to what a school possessed, rather than to what it produced, and "were at best indications of educational opportunity,"[8] with vital limitations. A more logical, if more difficult, approach would have been to have attempted evaluation of the pupil's intellectual, physical, social, and emotional growth at school--a procedure already receiving some attention through the development of standardized tests. In spite of the obvious hazards of this method, not the least of which was the practical difficulty of isolating school influences from those of other agencies, the question, "What should be evaluated?" logically required as its answer, "The success of the school in meeting its pupils' needs."

Pupil-needs objectives were implicit in the junior high school movement which got underway in the first two decades of the present century.[9] The same objectives were popularized for all secondary

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[8]C.C. Ross and Julian C. Stanley, Measurement in Today's Schools (third edition; Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1954), p. 376.

[9]Gertrude Noar, The Junior High School: Today and Tomorrow (second edition; Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1961), pp. 3, 343. In defining the needs theory and approach, Noar emphasizes the study of the child's growth and development, the identification of his emotional needs, the effects of failure to meet these needs, and the necessity of selecting content and techniques that are appropriate to his stage of maturity.

education by the publication in 1918 of the report of the N.E.A. Commission on the Reorganization of Secondary Education, entitled Cardinal Principles of Secondary Education.[10] Since then there have been many formulations, both general and specific, of purposes and objectives in terms of pupil needs,[11] and the whole course of American education has been influenced by this

> concern for character and personality development, for developing wholesome citizenship attitudes, for helping pupils learn how to work together effectively, for developing desirable attitudes towards people of other races, religions, and points of view, and for helping the child to grow in emotional and social stability.[12]

Moreover, this enlarged conception of the purposes of education and of the correlative problems of evaluation has encouraged self-evaluation projects, especially since the late 1930's when the first comprehensive rating scales for secondary schools became readily available.[13]

The Cooperative Study of Secondary School Standards

"Possibly no more ambitious example of this enlarged conception of evaluation is available than the Cooperative Study of Secondary School Standards."[14] Crystallizing their concern for the justness and

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[10] U.S. Bureau of Education Bulletin #35 (Washington, D.C.: Government Printing Office, 1918), cited by I.L. Kandel, History of Secondary Education (Boston: Houghton Mifflin Co., 1930), pp. 489-90.

[11] Cf. Arthur C. Bining and David H. Bining, Teaching the Social Studies in Secondary Schools (third edition; New York; McGraw-Hill Book Company, Inc., 1952), pp. 26-32, and William T. Gruhn and Harl R. Douglass, The Modern Junior High School (New York: The Ronald Press Co., 1956), pp. 22-26.

[12] Gruhn and Douglass, op. cit., p. 313.

[13] Douglass, op. cit., p. 576.

[14] Ross and Stanley, op. cit., pp. 374-75.

validity of current standards for accreditation, the six regional associations organized in 1933 a cooperative research project to make a united attack on the problem of improved standards for secondary schools. By 1935 this study had produced the first edition of Evaluative Criteria, a manual for self-evaluation that soon found acceptance throughout North America.[15] In the autumn of 1939 the results of the Study's initial project became available for general distribution in these six publications:[16]

Evaluation of Secondary Schools: General Report
(a comprehensive report of purposes, history, methods, and recommendations)

Evaluation of Secondary Schools: Supplementary Reprints
(reprints of articles from educational journals)

How to Evaluate a Secondary School
(a manual of instruction in procedure)

Evaluative Criteria, 1940 Edition
(the basic check lists and criteria for evaluation)

Educational Temperatures
(charts for showing the results of evaluations in graphic form)

Evaluation of a Secondary School Library
(relevant extracts from the Evaluative Criteria and other publications)

Here, for the first time, was a comprehensive set of reports that took hold of the pupil-needs approach to evaluation and translated it into practical "tools" that could be used to judge the educational impact

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[15] Evaluation of Secondary Schools: General Report, pp. 17, 62-64, 331, 365. The Cooperative Study distributed in 1938-1939, for example, 55, 100 copies of its new publications, including 11,500 of the Criteria.

[16] Ibid., pp. 330-31. All of these publications were copyrighted by the Cooperative Study of Secondary School Standards, Washington, D.C.

of any secondary school.[17]

Briefly, the Study investigated earlier criteria for evaluation (for example, standardized tests and follow-up studies), emphasized the school's own philosophy as the starting point for any evaluation project, formulated general principles and specific criteria which could be adapted to most school situations, stressed the importance of self-evaluation, showed how to interpret the results in terms of community needs and resources, and provided a manual of procedure that was designed to aid any school in the preparation of its own evaluation program. The Cooperative Study formed a bridge, as it were, joining a half-century of interest in secondary school evaluation to the principles and procedures of present-day evaluation routines.

There is no doubt that the work of the Cooperative Study has influenced the development of modern evaluation programs. The General Committee of the Study was modest in its predictions:[18]

> The materials and procedures of the Cooperative Study, made effective through the agency of regional associations, state departments, state universities, specialized groups, and local school systems have an opportunity to play an important part in the improvement of the educational program carried on in secondary schools for the youth of America. Perhaps the Cooperative Study of Secondary School Standards may have a significant influence in making the educational program of the American secondary school harmonize more closely with defensible philosophies of education, fit better the

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[17]On pp. 363-64 of the General Report the Study indicated that "the evaluative criteria can probably be applied fairly satisfactorily to the approximately 2,000 junior high schools in the country, if suitable modification is made in certain features, and others are marked as 'not applicable'."

[18]General Report, p. 380. The whole of Chapter XV, General Conclusions, is a valuable contribution to the principles of secondary school evaluation.

> varied nature of the pupils with whom it has to deal, serve more effectively all the varied educational needs of the community of which it is a part, and become a more efficient and dynamic instrumentality for transmitting our American heritage, for developing our American democracy, and for promoting the ideals of American civilization.

Evidence of the status of this Study is provided by the literature on total-school evaluation, by the extensive use of the Evaluative Criteria and other publications both at home and abroad, and by the influence of its principles, criteria, and procedures on the development of regional evaluation manuals from Connecticut to California.[19]

It is the function of the next two divisions of this chapter to examine the principles on which modern evaluative criteria for secondary schools, including junior high schools, have been developed, and to show how they have been translated into practical procedures for total-school evaluation.

II. FOUNDATIONS--PRINCIPLES AND PROCEDURES DEVELOPED BY THE COOPERATIVE STUDY

The Economics of Total-School Evaluations

Evaluation is so fundamentally a part of the total school situation that there is a deceptive simplicity about the term. In popular usage pupil achievement is evaluated by tests and examinations,

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[19]Reference has already been made to two standard references that attempt to give this Study its rightful place; namely, those by Ross and Stanley, and by Harl R. Douglass. Further evidence of the use of its publications is provided on page 28 of this chapter. All of the representative evaluation manuals listed in the Bibliography show the influence of the Cooperative Study in their approach to evaluation; however, it is most obvious in the two manuals published by the National Study of Secondary School Evaluation, and in those prepared for schools in Calgary, Texas, and Utah.

teaching competence is evaluated by principals and inspectors, and the schools themselves are evaluated by trustees and parents. Such evaluations, however, are limited in scope and objectivity, and programs designed to broaden and refine them into comprehensive evaluation instruments are both complex and costly. In fact, no simple and inexpensive technique for evaluating an entire educational program has yet been developed.

The Cooperative Study of Secondary School Standards is a useful illustration of both the complexity and the cost of research in total-school evaluation. As summarized by Ross and Stanley, that project extended over a period of six years, cost over a quarter of a million dollars, employed six major methods of evaluation, developed three evaluating scales (with the most complete scale, the Alpha, having one hundred and ten different "thermometers"), and provided check lists and summary evaluation questions for nine general areas of the total school situation.[20] Similarly, the more recent Utah Study which produced the Junior High School Evaluative Criteria, was "the product of nearly six years of study, trial-runs, and considerable monetary investment."[21]

Understandably, then, local evaluation projects must rely heavily on major evaluation surveys and research programs, such as those of the Cooperative Study, for guidance in principles and procedures.

Fundamentals of Total-School Evaluation at the Secondary Level

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[20]Ross and Stanley, op. cit., pp. 376-77. Cf. Table I, p. 34.

[21]Utah State Department of Public Instruction, Junior High School Evaluative Criteria (Salt Lake City: Utah State Board of Education, 1960), p. iii.

Sources of criteria and procedures. There is nothing casual about the evaluation materials that are increasingly being used by schools in the United States and Canada to give system and objectivity to their own evaluation programs; they are the products of rational thinking and systematic observation and experiment, formulated from the collective experience of hundreds of schools and thousands of people, with each new publication borrowing freely from this pool of knowledge.[22] To make effective use of the evaluation manuals derived from these sources, however, one must understand the general principles on which they have been constructed and the procedures recommended for their application.

Guiding principles for the development of criteria and procedures. The most comprehensive discussion of the principles of total-school evaluation encountered by the writer, herewith summarized for reference, was that presented in the publications of the Cooperative Study of Secondary School Standards. At an early stage in its research program the Study formulated the following "philosophy of evaluation":[23]

> Education in and for a democratic society is a task so difficult and comprehensive, calls for the expenditure of so much money, affects the well-being of so many pupils, challenges the interest and support of so many individuals, and influences the welfare of

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[22] How to Evaluate a Secondary School, p. 5, indicates, for example, that the Cooperative Study's evaluation instruments were based on try-outs in 200 schools (each being evaluated by its own staff plus a visiting committee), a testing program involving over 17,000 pupils, a study of success in college of approximately 13,000 graduates, a follow-up study of 6,000 pupils who did not enter college, judgments of roughly 7,000 parents of high school seniors, and questionnaires completed by more than 17,000 pupils.

[23] Ibid., p. 8.

democracy itself in such a degree that it is of necessity a co-operative enterprise. In this enterprise are enlisted the administrative staff, the board of control, the instructional staff, the pupil population, the parents, and the entire school community as well as the larger communities of which it is a part. An adequate statement of guiding principles for secondary education should include consideration of philosophy and objectives, pupil population and school community, educational program (including curriculum and courses of study, pupil activity program, library service, guidance service, instruction, and outcomes), school staff, school plant, and school administration.

Then, in a series of conferences spread over three years, its committees developed this general approach into a thorough exposition of guiding principles for secondary school evaluation.

First, having identified the major areas of the total school situation, the Study proceeded to outline their respective connotations and justify its selection of them, as follows:[24]

1. Philosophy and Objectives. Each school should have a carefully formulated philosophy of education, and each school staff should be free to determine this for itself, subject to loyalty to the principles and spirit of American democracy. From this philosophy it should prepare a statement of specific objectives to direct its educational program.

2. Pupil Population and School Community. As the school exists primarily to serve a special group of boys and girls, it should know the distinctive characteristics and needs of its pupils. Furthermore, it should be sensitive to the special needs of both the community it serves and other communities with which it is interrelated, and its philosophy and objectives must be framed with pupil and community needs in the forefront.

3. Educational Program. Because it is concerned with both emotional and intellectual growth, the educational program is the most important phase of the secondary school to evaluate. For the same reason, and likewise because the program must make provision for important learnings that can be taught and assessed mainly by indirect means, it is also the most difficult phase to evaluate. Furthermore, an educational program nowadays must provide for all the children of all the people, not merely for those preparing for

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[24] Ibid.; abridged from Chapter II.

college. Hence, its evaluation must be comprehensive, and should embrace six principal elements:

(a) Curriculum and Courses of Study. "The curriculum may be defined as all the experiences which pupils have while under the direction of the school....Courses of study may be defined as that part of the curriculum which is organized for classroom use." These must be evaluated in terms of "those significant areas of living for which education should supplement the work of other social institutions."[25] More specifically, the products of learning may be grouped into six classes: (1) knowledge, (2) understandings, (3) abilities and skills, (4) attitudes, (5) aims, interests, and appreciations, (6) intelligent participation.

(b) Pupil Activity Program. Educationally there can be no rigid dividing line between those activities normally classed as curricular and extra-curricular respectively; they differ chiefly in emphasis, pupil planning and direction, and opportunities for individual freedom. The pupil activity program should foster experiences that have a maximum carry-over to life outside the school, and should aim specifically at developing leadership, desirable social traits and behavior patterns, and ability to select, organize, and evaluate one's own program.

(c) Library Service. The library plays a central role in making the educational program effective; consequently, it must be organized and equipped with reference to the specific aims and purposes of the school. Not only should it provide pupils with a valuable means of extending individual knowledge, but also it should help them to develop desirable habits for use of leisure time.

(d) Guidance Service. Many factors have contributed to the need for an adequate guidance program in the modern secondary school. "Guidance...should be thought of as an organized service designed to give systematic aid to pupils in making adjustments to various types of problems which they must meet--educational, vocational, health, moral, social, civic and personal"[26] In providing this service all staff members, including administrative officers, have important roles, with special functions being assigned to trained counsellors.

(e) Instruction. Without a well-organized program of teaching and learning, all else is ineffective in education. In this teaching-learning activity, evidence should be found of seven

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[25] Ibid., pp. 9-10.

[26] Ibid., p. 11.

contributing factors: (1) specific goals appropriate to the philosophy of the school and the maturity of the pupils, (2) varied learning materials and teaching methods, (3) method and organization adapted to pupil needs, (4) a varied and thorough-going program for evaluating pupil progress, (5) mutual helpfulness and respect among teachers and pupils, and between school and community, (6) provision for all legitimate types of learning, and (7) adequate pupil learning as an outcome.

(f) Outcomes. Striving for desirable outcomes and searching constantly for evidence that these outcomes are being realized must be matters of major concern to those charged with responsibility for each and every phase of the educational program of a good secondary school. The evidence sought should be related directly to the six classes of learnings outlined in sub-section (a)--not forgetting the so-called intangibles. Evaluation of such activities is a very difficult task, relying as it must so often, in the absence of standard measures, on subjective judgments.

4. School Staff. As a competent staff is an indispensable element of a good school, great care must be taken to secure teachers with the right qualifications. Individually, staff members should be persons of proven teaching ability, good scholarship, personal traits fitting them for dealing with youth, good health and character, reasonable social development, and interest in professional growth. Collectively, a teaching staff needs to be comprised of persons who, while reflecting diversity of preparation and viewpoint, can nonetheless work together in harmony and cooperation for common purposes and ideals.

5. School Plant. "The building as planned and equipped is not merely a place of instruction; it is also a functioning part of the educational program itself."[27] The school program may be facilitated or impeded by the design and construction of the school plant, without differences in construction cost being significant. As the school program is now much more complex than it was when the opportunity for secondary education was restricted to students preparing for college, facilities are needed for those functions that cannot be fulfilled solely in standard classrooms. Hence, the school plant should be as flexible as possible. Attention should likewise be given to pupil safety, suitable grounds, aesthetic design and decoration--in short, to all factors making for healthful conditions in the widest sense of the term.

6. School Administration. In the last half century the administrative problems and responsibilities of those charged with school management have become increasingly complex. There are many

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[27] Ibid., p. 14.

contributing factors, but the core of the problem is the need to provide a secondary school for all who are educable. This has shown the need for business-like division of authority in its management. Moreover, special attention will need to be given to supervision in all its aspects, and to positive and active public relations.

Then, having presented what it considered "a sanely progressive... guide to educational thought and practice in the field of secondary education," this research group sponsored by the regional associations devoted nearly four years to testing existing evaluation methods and materials, and to experimentation with new ones.[28] As a summary of its findings, it prepared a statement of fundamental principles for improved evaluations, as follows:[29]

1. American schools are essentially alike in underlying purposes and organization; if they were not, a common method of evaluation would not be feasible.

2. In a democracy the doctrine of individual differences applies also to schools, which do and should differ markedly in details of organization, methods, and standards.

3. A school can be evaluated satisfactorily and fairly only in terms of its own philosophy of education and expressed purposes, the nature of its pupil population, and the needs of the community it serves. Provided it keeps in view its responsibilities for transmitting the national heritage and ideals, each school is free to determine its own educational policies.

4. A school should be judged in terms of its success in giving an education for more efficient living to all youth, whether or not they go on to institutions of higher education.

6. "It is more significant to measure what a school does than what it is or what it has."[30] All phases of the school need to be

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[28] Evaluation of Secondary Schools: General Report, pp. 40, 52-55. The quotation is from page 40.

[29] Ibid.; paraphrased from pp. 57-61. Numbers 5 and 15 have been omitted because they apply only to accrediting situations. Cf. Junior High School Evaluative Criteria (the Utah manual), pp. xi-xii.

[30] Ibid., p. 58.

evaluated as functioning, not static, units.

7. In accreditation, the general level of the school's work is the chief factor to be considered; the school is more than the sum of its separate parts.

8. To provide valid evidence of worth, an evaluation must be based on a large and varied number of factors serving all the main areas of the school program.

9. If accrediting criteria and procedures are to be practicable for all secondary schools, they should aim at extensive, but brief samplings of significant factors that really characterize a school, rather than complete measurement; moreover, such procedures should be arranged in a convenient and easily-applied format.

10. Full use should be made of scientific studies and objective evidence, including both data from proven measuring instruments and the results of recent investigations.

11. Scientific investigations and statistical method must be kept in proper balance through the use of expert judgment by competent educators. For this reason a visiting committee may play a vital role in the evaluation of any school.

12. Theory should be tested by experiment; a method of evaluation and accreditation, even when based upon research studies and expert judgment, needs to be fully tested by extensive try-out in a group of representative schools.

13. In most of the important aspects of a school's work, the adequacy of the school must be judged in part by comparison with other schools measured by the same criteria.

14. The direction of movement is more important than the status at any particular date. A good school is a growing school.

16. Continuous self-evaluation is important. However, if criteria and procedures are sufficiently flexible and thorough, a complete evaluation of the school need be done only at intervals of several years.

17. A proper evaluation requires the active participation of the entire professional and non-professional staffs of the school; it is a cooperative enterprise involving mutual criticism and suggestion.

18. Agencies at all levels should be concerned with stimulating continuous growth and improvement. "In a democracy a school should not be satisfied with being <u>good</u>; it should strive constantly to

become better."[31]

Procedures recommended by the Cooperative Study. To demonstrate how its guiding principles should be translated into practical procedures, the Cooperative Study provided a handbook, a manual of criteria and procedures, and an ingenious system of graphing results.[32] Of these, the manual is of most direct importance in a study of the fundamentals of total-school evaluation.

A glance at its Table of Contents, herewith reproduced for reference, shows how the plan of Evaluative Criteria effected this interlocking of principle and procedure:[33]

Table of Contents

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[31] Ibid., p. 61.

[32] Vide p. 14 of this chapter

[33] Evaluative Criteria, 1940 Edition, p. 3.

It will be noted that the actual appraisal of the school is preceded by the preparation of basic evaluative criteria, without which the investigation would be meaningless. In fact, the manual recommends that the actual evaluation of the school be done in four stages, as follows:[34]

1. Preparation by the school of its statement of philosophy and objectives.
2. Checking and validation of these statements in the light of the needs of pupils and community.
3. Revision of these statements as needed by step number 2.
4. Evaluation of all aspects of the school in terms of the revised statements of philosophy and objectives, using the detailed criteria provided by the manual.

To assist the school with stages 1 and 2, it provides a checklist entitled "Significant Points of View", plus a series of tables, headings, and questions to guide the school in tabulating data on Pupil Population and School Community.[35] The actual checking, validation, and revision required by stages 2 and 3 are not specifically provided for in Evaluative Criteria, but space is left on page 16 for "Comments on the School's Statements of Philosophy and Objectives" by a visiting committee.[36]

Each of the nine sections on SCHOOL EVALUATION is arranged in this format:

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[34] Ibid., paraphrased from p. 6.

[35] On p. 46 of How to Evaluate a Secondary School directions are given for plotting the school's replies on a special chart to form a "profile line [that] will indicate, very roughly, the degree of conservatism or radicalism of the school's stated position."

[36] It was assumed that this "thinking phase" would receive special attention from the visiting committee during its review of the school's own self-evaluation report. (Ibid., Chap. VII, especially pp. 46-49.)

INSTRUCTIONS (for checking and evaluating the various features of that particular section)
STATEMENT OF GUIDING PRINCIPLES (appropriate to that section, and reproduced from Evaluation of Secondary Schools: General Report)
CHECKLISTS (consisting of "provisions, conditions or characteristics found in good secondary schools," and divided into appropriate sub-sections)[37]
EVALUATIONS (consisting of key questions calling for value judgments in the light of the school's philosophy and objectives, and the ratings on relevant checklists)
SPECIAL CHARACTERISTICS OF... (for example, Curriculum and Courses of Study)
GENERAL EVALUATIONS OF... (for example, Curriculum and Courses of Study).

Furthermore, to ensure a thorough appraisal of each aspect of the total school situation, provision is made for both the checklists and the evaluations to be completed in terms of the following rating scales:[38]

CHECKLISTS

+ condition or provision is present or made to a very satisfactory degree
- condition or provision is present to some extent or only fairly well made
0 condition or provision is not present or is not satisfactory
N condition or provision does not apply

EVALUATIONS

5.-- Very superior; the provisions or conditions are present and functioning to the extent found in approximately the best 10% of regionally-accredited schools.
4.-- Superior; the provisions or conditions are present and functioning to the extent found in approximately the next 20% of regionally-accredited schools.
3.-- Average; the provisions or conditions are present and functioning to the extent found in approximately the middle 40% of regionally-accredited schools.
2.-- Inferior; the provisions or conditions are present and

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[37] Evaluative Criteria, 1940 Edition, p. 30. Section D, for example, is divided into three main sub-sections: I. General Principles, II. Curriculum Development, and III. Courses of Study; sub-section II is further divided into A. Sources, and B. Organization and Procedure; sub-section III is further divided into A. Amount of Offerings, and B. Content of Offerings. Each of these divisions has its own checklist and set of evaluation questions.

[38] Ibid.

functioning to the extent found in approximately the next 20% of regionally-accredited schools.

1.-- Very inferior; the provisions or conditions are present and functioning to the extent found in approximately the lowest 10% of regionally-accredited schools.

N.-- Does not apply. [If used, a school would be expected to provide an explanation under COMMENTS.]

Finally, to complete this brief description of the Cooperative Study's evaluation procedure, it should be noted that provision is made in the manual for a personal "stocktaking" by each staff member in terms of Qualifications (academic and professional preparation, experience, personal traits, record of professional growth), Teacher Load, Classroom Activities, Use of Instructional Materials (community resources, textbooks, others), and Methods of Appraisal. The data and evaluations thereby provided make possible the completion of the sections on Instruction and School Staff (H and J respectively).

Assuming that the manual, Evaluative Criteria, has been completely filled out for a particular school, it now has 462 appraisals relative to the whole school, and 20 appraisals relative to each staff member, plus other quantitative data. To make this wealth of information of maximum use to the school, and to facilitate comparison with other schools, the Cooperative Study adopted two important principles of interpretation: (1) the use of computed scores converted to percentiles, and (2) graphical representation on thermometer scales. Moreover, it included in Evaluative Criteria a special section on Summary Forms to assist the school's staff with computations and conversions.[39]

In publishing Evaluative Criteria and its companion guidebooks,

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[39] How to Evaluate a Secondary School, p. 69.

the Cooperative Study was convinced that, by comparison with methods used by accrediting associations and other evaluating agencies,

> a better method of evaluation is [now] available; qualitative judgments of a school's own staff..., when carefully made by means of a checklist-evaluation technique and checked by a visiting committee, are much easier to make, more flexible in their application, and more valid as indicators of school excellence.[40]

Evaluating These Principles and Procedures

The thinking behind its "better method," and the procedures used to validate the individual scores and percentiles, are discussed in detail in Chapters IX and X of the General Report. It is probably sufficient here to note that the Cooperative Study, during its six-year research program, used a variety of techniques, including statistical tests and follow-up studies; and, with characteristic thoroughness, evaluated its own procedures, point by point, with reference to the eighteen formulated principles.[41] However, perhaps the most convincing proof that the Cooperative Study's principles and procedures have been accepted as valid foundations for secondary school evaluation is provided by three developments since 1939: (1) the use of Evaluative Criteria in thousands of schools in the United States, and in several other countries, including India, Egypt, Cuba, Japan and Canada;[42] (2) the demand for several reprintings of Evaluative Criteria, resulting in

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[40] Evaluation of Secondary Schools: General Report, p. 207.

[41] Ibid., pp. 369-76.

[42] Evaluative Criteria, 1960 Edition, p. 3; T.C. Byrne, "Alberta Schools Utilizing Self-Evaluation Techniques," School Progress, XXXIII (April, 1964), p. 33.

further research and improvements to this manual;[43] (3) the evident influence of the Cooperative Study on the evaluation manuals already referred to, and subsequently analyzed, in this chapter.[44]

The Cooperative Study's Contribution to Junior High School Evaluation

While its primary concern was the development of evaluative criteria and procedures for senior high schools, the Cooperative Study considered the corresponding problems of the smaller number of junior high schools. This phase of its investigation was summarized in How to Evaluate a Secondary School, as follows:[45]

> As a phase of the experimental work carried on in 1938-39 provision was made for application of the Evaluative Criteria to several junior high schools with special attention to the applicability of the materials to junior high school use. In addition, copies of the Evaluative Criteria were submitted to a number of prominent junior high school principals for criticism in the light of their experience. The results of this experience and criticism justify the conclusion that the materials and procedures are applicable to the junior high school level with only slight modifications or omissions. Most sections of the Evaluative Criteria apply with equal appropriateness to junior and senior high schools, since the problems of secondary education at different levels differ in relative emphasis rather than in essential nature.

How many junior high schools continued to use these materials is not known; but it seems probable that the great popularity of the 1950

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[43]Major revisions were published in 1950, 1960, and 1963--the latter being specifically for junior high school use.

[44]Vide p. 16.

[45]Pp. 39-40. It should be noted that the "approximately 2,000 junior high schools" referred to in footnote 17, page 15, did not include the more numerous junior high departments of reorganized secondary schools. Leonard V. Koos, in Junior High School Trends (New York: Harper and Bros., 1955), p. 5, estimates that there were 6,203 of those departments in 1938. It seems probable, therefore, that the Cooperative Study did not fully recognize the extent of junior high school needs at that time.

edition (more than a million items of which were distributed between 1950 and 1960) had some effect on the junior level--even though by 1960 several special junior high school manuals had been published.[46]

Late in 1961, however, there was a revival of interest among members of the National Association of Secondary-School Principals in the possibilities of the Cooperative Study's materials for junior high school evaluation. This culminated in a request to the National Study of Secondary School Evaluation, the research organization which has taken over the work of the Cooperative Study of Secondary School Standards, to develop evaluative criteria for junior high schools. The interim results have been a major revision of the 1960 Evaluative Criteria[47] and corroboration for the applicability of the Cooperative Study's "better method" to the junior high school level.[48]

III. MODERN METHODS--A STUDY OF REPRESENTATIVE EVALUATION MANUALS

Logically the next step in this investigation was the study of present-day evaluation manuals, including those derived directly from the Cooperative Study's Evaluative Criteria, for a dual purpose: (1)

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[46]Roderick D. Matthews, "Evaluative Criteria for Junior High Schools," Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), p. 111. As a point of interest, the present writer's first contact with evaluation manuals was the abridgement of Evaluative Criteria, 1950 Edition issued by the School Board of Calgary, Alberta, in 1960.

[47]Evaluative Criteria for Junior High Schools (Washington, D.C.: National Study of Secondary School Evaluation, 1963).

[48]Matthews, op. cit., pp. 111-113; Clayton E. Buell, "Regional and National Accreditation," Bulletin of the National Association of Secondary-School Principals, XLVII (October, 1963), pp. 14-15.

better understanding of the practical implications of the principles of total-school evaluation; (2) assistance in the selection of criteria and procedures for the evaluation of J.B. Mitchell School.[49]

The Functions of Evaluation Manuals

It is characteristic of modern evaluation techniques that they have been developed primarily for self-evaluation and self-improvement. Building on the foundations laid by the Cooperative Study of Secondary School Standards, the individuals and committees responsible for present-day evaluation routines have made the evaluation manual their chief instrument for the attainment of these objectives.

More specifically, each manual examined as background for this project, including the basic (1940) Evaluative Criteria, appears to have been designed to fulfil four correlative functions:

1. To identify the critical features; that is, those provisions or conditions indicating qualitative differences in schools.
2. To suggest the standards by which these critical features should be judged.
3. To outline practical procedures for carrying out a total-school evaluation program.
4. To provide the means of summarizing the results for an action program.

Because of their differences in comprehensiveness, emphasis, detail, and procedure, these manuals had to be analyzed for the common ground which could provide evaluative criteria and procedures for a local

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[49]The National Study's Evaluative Criteria for Junior High Schools was not available when this project got underway. Because of its importance, however, it has been used to revise relevant sections of the report.

self-evaluation program.

The remainder of Chapter II, except for the summary, briefly records the results of that analysis. As the examination of evaluative criteria (functions 1 and 2) was a more complex and time-consuming undertaking than the study of evaluation procedures (functions 3 and 4), the former task was completed in three stages: (1) a survey of the manuals to determine the relative merits of comprehensive and limited evaluations; (2) a comparative study of the complete selection of manuals to identify the critical areas and sub-areas for junior high school evaluation; (3) a detailed analysis of the comprehensive group to reveal the specific features which should be examined within each sub-area. By contrast, it was possible to survey the procedural aspects of evaluation manuals as a unitary task, and to summarize the findings in a few pages.

Comprehensive and Limited Evaluations

The Cooperative Study dealt with the choice between comprehensive and limited evaluations by making provision for both kinds. Recognizing from the beginning that an approach which stressed expert judgment and qualitative evaluation would of necessity involve more extensive materials and costlier methods (in terms of professional time) than earlier routines, the Study met the twin tests of flexibility and practicability by developing three different scales for evaluating a school. The Alpha Scale, comprising 110 educational thermometers, was designed to provide a comprehensive picture of the school in all essential features, for both diagnostic and stimulative purposes, and

was especially recommended for schools seeking accreditation. The Gamma Scale, comprising 25 thermometers, was selected to make possible the evaluation of a school in just enough detail to give impetus to a program for self-improvement. The third variation, the Beta Scale, comprising 50 thermometers, was an intermediate instrument with limited diagnostic as well as stimulative value.[50] Table I shows how these three scales were related to the manual, Evaluative Criteria, and to one another.[51]

For reasons that are fully developed in Evaluative Criteria, the scales do not make direct reference to the first two major areas of the total school situation (Philosophy and Objectives, and Pupil Population and School Community).[52] Each scale, however, does provide for some evaluation of each of the other major areas identified by the Cooperative Study, with particular emphasis on the six principal sub-divisions of Educational Program. Within each area the sampling gets progressively smaller in the Beta and Gamma Scales respectively, while it still aims to be significant. For example, to evaluate Curriculum and Courses of Study, the Alpha Scale has separate educational thermometers for four general or summary aspects (General Principles, Curriculum Development, Amount of Offerings, and General Evaluation) and fifteen special subject fields; the Beta Scale, for two general aspects

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[50] Evaluation of Secondary Schools: General Report, p. 263.

[51] This is an original table prepared from data provided by How to Evaluate a Secondary School, pp. 31-33.

[52] Vide pp. 19 and 24 of this chapter.

TABLE I

COMPARISON OF THREE SCALES PREPARED BY THE COOPERATIVE STUDY OF SECONDARY SCHOOL STANDARDS FOR USE WITH EVALUATIVE CRITERIA, 1940 EDITION

AREA EVALUATED	Number of Sub-areas Represented by Separate Educational Thermometers		
	Alpha Scale	Beta Scale	Gamma Scale
Curriculum and Courses of Study	19	8	3
Pupil Activity Program	13	5	2
Library Service	11	7	3
Guidance Service	7	3	2
Instruction	6	3	2
Outcomes	18	7	2
School Staff	18	9	6
School Plant	11	4	3
School Administration	7	4	2
Total Thermometers	110	50	25

(General Principles and Curriculum Development) plus six special subjects; the Gamma Scale, for one general aspect (Curriculum Development) plus two special subjects (Mathematics and Physical Education for Girls).[53] In each instance, the sub-areas or features selected as significant for the limited evaluations were found to correlate well for both validity and reliability with the complete (Alpha) scale.[54]

Six of the eight current evaluation instruments which were examined, including the two published by the National Study, have likewise been designed for a variety of school situations.[55] As they have been developed in a climate favorable to continuous evaluation, they are not provided with separate scales. Instead, they are intended to be used in their complete range for total-school evaluation, irrespective of the time required for its completion or the number of areas examined concurrently. For example, the manual developed by W.G. Anderson includes this general instruction:[56]

> The format of the instrument was designed to be utilized by the staffs of schools which vary greatly in size.... One staff may

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[53] How to Evaluate a Secondary School, pp. 31-33.

[54] Evaluation of Secondary Schools: General Report, pp. 365-66.

[55] Three of these manuals have already been referred to in Chapter II: Junior High School Evaluative Criteria (Utah), Evaluative Criteria, 1960 Edition, and Evaluative Criteria for Junior High Schools (1963); a fourth, the Anderson manual, is quoted on this page. The other two comprehensive manuals are the following: Criteria for Evaluating Junior High Schools (revised edition; Austin, Texas: Texas Junior High School Criteria Study, 1959), and Procedures for Appraising the Modern Junior High School (Burlingame, California: California Association of Secondary School Administrators, 1959).

[56] Wendell G. Anderson, An Instrument for the Self-Evaluation of Junior High Schools (Urbana, Illinois: Wendell Gaylord Anderson, 1959), p. 3. (Mimeographed.)

> decide to complete the entire Instrument in one academic year to obtain a large view of the program. However, it is recommended that a staff probe more deeply and select one or two categories for study each school year.

Similarly, Evaluative Criteria, 1960 Edition outlines a plan for evaluation stretching over a period of several years, and suggests that a one-year approach is likely to be successful only in a small school.[57] Irrespective of the plan adopted, modern evaluation manuals assume that each area and sub-area that has been selected for study will be examined thoroughly. By implication, there is no substitute for a comprehensive evaluation.[58]

Analysis of Manuals for Identification of Critical Areas and Sub-areas

Nine representative manuals were subjected to a comparative study in order to determine which areas and sub-areas of the total school situation should be examined in a comprehensive evaluation.[59] The skeleton of this analysis, including the identification of manuals not yet specifically referred to in this report, is to be found in Table II.

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[57]Pp. 7-8.

[58]Most modern evaluation manuals provide not only for a thorough self-evaluation by the school's own staff, but also for a review by a visiting committee of professional educators--sometimes with parent and pupil assistance.

[59]Four authoritative sources confirm the representative nature of the manuals selected for this study: (1) Chester W. Harris (ed.), Encyclopedia of Educational Research (third edition; New York: The Macmillan Co., 1960), p. 484; (2) J. Lloyd Trump, "Two Instruments for Evaluating Junior High Schools," Bulletin of the National Association of Secondary-School Principals, XLIV (November, 1960), pp. 130-32; (3) Harl R. Douglass, "Junior High Schools Evaluated and Accredited," Ibid., XLVII (February, 1963), p. 125; (4) Roland C. Faunce, "Judging the Effectiveness of the Program," Ibid., XLVII (February, 1963), pp. 30-31.

In many respects this table is self-explanatory, needing little or no elaboration beyond that provided by its footnotes. For example, it is evident that the six general evaluation areas selected by the Cooperative Study in the late 1930's are still considered critical aspects for total-school evaluation, although the current manuals tend to separate Pupil Activities, Guidance, and Library from the general category Educational Program.[60] Again, despite differences of emphasis, the seven comprehensive manuals show substantial agreement on the selection of sub-areas for examination--the most obvious exceptions being in the first and sixth general areas. Thirdly, it is obvious that total-school evaluation is a very complex undertaking, going far beyond the appraisal of subject-matter achievement or the measurement of acquired skills. As Table II is by its very nature a condensation of facts, it cannot be completely self-sufficient--especially for the reader who is unfamiliar with the manuals referred to therein. It therefore should be studied with the aid of the following supplementary notes:

1. Philosophy and Objectives. While not all of the manuals make direct provision for a formal statement of philosophy and objectives as the starting point for a total-school evaluation, they all imply that "the program of studies is set up in accordance with the school's philosophy and contributes to the objectives of the school."[61]

2. Pupil Population and School Community. Only two of the manuals try to define the special characteristics and needs of junior

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[60] Vide p. 19. As none of the current manuals has adhered strictly to the organization of Evaluative Criteria, 1940 Edition, and as no two of them (except for those published by the National Study) have similar arrangements of evaluation materials, the identification of eight major areas represents the investigator's interpretation of their common ground.

[61] Criteria for Evaluating Junior High Schools (Texas), p. 47.

TABLE II

COMPARISON OF REPRESENTATIVE EVALUATION MANUALS IN TERMS OF AREAS AND SUB-AREAS CONSIDERED CRITICAL FOR TOTAL-SCHOOL EVALUATION

EVALUATION MANUAL[b]	AREAS AND SUB-AREAS TO BE EVALUATED																																			
	Philosophy			Pupil Population, School Community						Staff			Physical Facilities				Program (General)					Program (Special Areas)[d]					Co-curriculum						Student Services		
	Basic Principles	Parent District	Local School	Characteristics J.H.S. Pupils	Data on Pupils	Follow-up Studies	Community Needs and Resources	Informal Educ. Influences	Role of Lay Groups in Ed.	Administrative	Instructional	Other Staff	Site and Grounds	Building Design and Condition	Equipment and Services	Instructional Aids	Content	Curriculum Development	Organization, Administration	Instructional Activities	Evaluation Procedures	Standard Subjects	Vocational Programs[e]	The Core	Exceptional Children	Others[f]	Organization, Management	Student Govt.	Homerooms and Assemblies	Publications	Special-Interest Activity	Physical Act.	Library	Guidance	Health[g]
I	3[a]		3		3	2	3	2		3	3	3	3	3	3	3	3	3	3	3	3	2	2				2	2	2	2	2	2	3	3	2
II	1		1	3	1	1	1	1		2	3		2	2	2	2	1		2	2	1	3	1	3	2		1	2	1	1	1	2	3	3	2
III		2	3		3	2	2		2	3	3	1	1	2	2	3	3		2			1	1		1		3	1	1		1	1	2	3	2
IV			2		3	1	3	2	2	3	3	3	1	2	2	2	3	3	2	1	2	1	1		2	1	3	2			2	1	2	3	
V	1												1	2	2	2			3	3	3						3						3	3	
VI			3		2		2	1		2	2		2	3	2	2		c					c							c				c	
VII	1		1	3	2	1	2			3	1	1	3	3	3	3	3	1	3	3	3	3	1	3	3	3	3	2	2		2	1	3	3	1
VIII	3		3		3	3	3	3	1	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	1	3	3	3	2	2	3	3	3	3	3
IX	3	1	3	1	3	2	3	3	1	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	1	2	3	3	3	2	2	3	3	3	3

[a]The figures indicate relative interest shown in a particular sub-area, as follows: "1" = some interest shown (a few questions, or indirect evaluation); "2" = minor emphasis (several questions or headings, or a special checklist in the manual); "3" = major emphasis (a full chapter in the manual, or evidence that a comprehensive evaluation is intended).

[b]The nine manuals analyzed in this table are identified as follows:

TABLE II (continued)

I Evaluative Criteria, 1940 Edition (Cooperative Study of Secondary School Standards)
II Criteria For Evaluating Junior High Schools (Texas Junior High School Criteria Study, 1959)
III An Instrument for the Self-Evaluation of Junior High Schools (Wendell Gaylord Anderson, 1959)
IV Procedures for Appraising the Modern Junior High School (California Association of Secondary School Administrators, 1959)
V Evaluative Criteria for Junior High Schools (Calgary School Board, 1960)
VI An Assessment Guide for Use in Junior High Schools (Connecticut State Department of Education, 1960)
VII Junior High School Evaluative Criteria (Utah State Board of Education, 1960)
VIII Evaluative Criteria, 1960 Edition (National Study of Secondary School Evaluation)
IX Evaluative Criteria for Junior High Schools (National Study of Secondary School Evaluation, 1963)

[c]In this manual, Program is evaluated in terms of the six recognized functions of the junior high school: Articulation, Guidance, Exploration, Integration, Differentiation, and Socialization in that order --not the usual arrangement in evaluation manuals. Co-curriculum and Student Services receive limited attention in the same section.

[d]In manuals I, II, VII, VIII, and IX from forty to sixty per cent of the total space is devoted to materials for the evaluation of Program (Special Areas).

[e]Commercial and Practical Arts subjects, such as Business Education, Distributive Education, Industrial Arts, and Homemaking are evaluated largely in terms of their contributions to general education; hence, they are classified under Standard Subjects. Most of the manuals show some interest in the vocational implications of these subjects, however, and number VIII has a full chapter on Vocational Trade and Industrial Education.

[f]Others includes Driver Education, Health Education (beyond that normally included in the combined subject entitled Physical Education and Health), and special units on such topics as Fire Prevention, First Aid, Public Safety, Alcohol, and Narcotics.

[g]Health is included under Student Services only if special provision has been made for the evaluation of its service aspects, as distinct from its educational aspects.

high school pupils, yet all imply that these are significant factors in an evaluation program. The direct emphasis in most of them has been placed on the collection and interpretation of the "Student Census".[62] Similarly, all but the Calgary manual make the focal point of the other aspect of this area the collection of data "which will reveal...the characteristics and needs of the community which the school serves."[63]

3. Staff. In the words of the Utah manual, the criteria should "evaluate the activities carried on by the staff rather than evaluate the performance of individuals who make up the staff."[64] In consequence, there is considerable overlapping of the criteria for Staff and Program. Several manuals make provision for staff self-evaluation in terms of qualifications, professional activities, and teaching load.

4. Physical Facilities. This is a wider area than the Co-operative Study's "School Plant". The manuals all recognize, despite differences in detail and arrangement of materials for this area, that "it is, during school time, the physical environment which assists or limits student achievement of desirable learning outcomes."[65] Despite the logic of its inclusion as a sub-area of Physical Facilities, Instructional Aids is handled in some manuals as part of Service Areas, and in others as an aspect of Program (Special Areas).

5. Program (General). Comparison of a specific school's program of studies with the ideal school program at that level is the heart of a comprehensive evaluation. While the junior high school manuals differ in specific criteria for evaluating the program of studies, in general they emphasize content, organization, and methods "that will meet the needs of junior high school youth and will serve the basic functions of a junior high school such as integration, exploration, differentiation, guidance, socialization, and articulation."[66]

6. Program (Special Areas). It is evident from Table II that not all of the manuals make provision for evaluating standard

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[62] This term is used in the Anderson manual, op. cit., Part C, p.2.

[63] Junior High School Evaluative Criteria (Utah), p. xii.

[64] Ibid.

[65] Evaluative Criteria, 1960 Edition, p. 301.

[66] Junior High School Evaluative Criteria (Utah), pp. xi-xii.

subjects and other special instructional areas. To include them obviously makes possible both a more thorough school evaluation and greater staff participation in it; however, time and cost factors sometimes make this extension prohibitive. Such differences in comprehensiveness with respect to the overall program of the school can thus be readily appreciated. What is surprising, though, in view of current interest in such programs, is that the comprehensive manuals published by the National Study of Secondary School Evaluation contain no sections on Exceptional Children or Special Education.

7. Co-curriculum. All of the manuals concur that school evaluation in the broad sense must include appraisal of the co-curricular or pupil activity program. Furthermore, despite differences of subject-area emphasis, there is general agreement on the objectives of the activity program; namely, "to help meet the leisure, recreational, social and emotional interests and needs of students;...to provide opportunities for self-directed specialization in areas of the curriculum of particular interest to individual students."[67]

8. Student Services. Table II shows that Library and Guidance are the principal service areas to be evaluated, with Health Services sometimes included under this category, but not always clearly differentiated from Health Education. However, Evaluative Criteria, 1960 Edition widens the category to include "Instructional Material Services--Library and Audio-Visual,"[68] and the Utah manual is organized to evaluate six service areas: Administration, Library, Guidance, Special Education, Student Activities, and School Plant.[69] It has been considered more practicable in this analysis to include these additional "service areas" under more obvious classifications. For example, Administration is evaluated partly under Staff, partly under Program (General), and indirectly under Co-curriculum and Student Services.

The fundamental question of what should be evaluated has now been partly answered by this analysis of the evaluation manuals in terms of general areas.[70] However, evaluative criteria for junior high

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[67] Evaluative Criteria, 1960 Edition, p. 241. Cf. Utah manual, p. 447, Texas manual, p. 128, and California manual, p. 58.

[68] Pp. 257-272.

[69] P. vii.

[70] Faunce, op. cit., pp. 30-32, provides an interesting corroborative analysis of the Texas, California, Utah, and Anderson manuals.

schools could not be fully comprehended until the analysis had gone deeper, and had identified the specific features which should be examined within each sub-area.

Analysis of Manuals for Identification of Critical Features

As the modern evaluation manual requires literally thousands of specific appraisals when used for the comprehensive evaluation of a school, a detailed reproduction of questions, checklists, or other means of examining specific features was obviously impractical for this investigation.[71] Thus, an alternative method had to be found to bring into focus those features which the comparative study of the comprehensive group of manuals showed to be critical. It was decided, therefore, to look for common ground in these manuals, and to prepare an outline synopsis of the critical features thereby identified.[72] By this method, while detail would be kept to a minimum, both the range and depth of the specific features to be appraised would be evident; moreover, each of the eight general evaluation areas would automatically become more meaningful.

This outline will be found in Appendix A, rather than in the text of Chapter II, because the inclusion of a lengthy synopsis at this

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[71]For example, the section on Program of Studies in the Utah manual contains three checklists with a total of 63 specific features to be rated on a four-point scale, a table with 345 blanks to be filled, and a summary section on Special Characteristics requiring a full-page analysis. This entire chapter on Program represents only 10 pages (pp. 67-76 inclusive) of a 491-page manual.

[72]When common ground could not be found, the investigator was guided by the National Study's two manuals, both of which were designed for general, rather than regional, application.

point would seriously impede the exposition of the theory of total-school evaluation.

Analysis of Manuals for Recommended Procedures

While many differences of procedure can be found therein, the representative evaluation manuals may roughly be classified into two groups: the checklist-evaluation manuals, and the synoptic-outline manuals.

The checklist-evaluation manuals. These manuals, represented by those from Utah and Texas, in addition to the two published by the National Study, employ the method developed and refined by the Co-operative Study of Secondary School Standards. They provide for the four basic functions of evaluation manuals, as follows:

1. First Function--Identifying the Critical Features
   a) The manual is organized into sections and sub-sections corresponding to the areas and sub-areas to be evaluated.
   b) Checklists are provided to identify the specific features.
   c) Each standard subject (for example, Social Studies), if included in the survey, is treated as a full area, and subdivided into appropriate sub-areas--each with its own checklists and evaluation questions.

2. Second Function--Standards for Evaluating the Critical Features
   a) The statements or questions in the checklists are so worded that affirmative answers represent credits, while negative replies represent debits.
   b) Some manuals provide rating scales for more exact evaluation of specific features.
   c) All of the manuals in this group assume that summary evaluations will be made of specific features, sub-areas, or both, to differentiate commendable features from those needing improvement.
   d) Some also provide for objective plotting of the results, either as "scores" or graphs.
   e) All recommend the review of a school's self-evaluations by a visiting committee of experts to ensure a balanced evaluation.

3. Third Function--Evaluation Procedures
   a) Manuals of this type are intended to be largely self-administering, and include paragraphs or sections on procedural advice.
   b) In general, it is assumed that there will be a planning or steering committee, area and sub-area committees, and a review committee.
   c) Publishers of these manuals provide checklists and similar materials in a convenient, expendable form.

4. Fourth Function--Provisions for a Self-Improvement Program
   a) All of the manuals of this type imply that a self-improvement program is the ultimate objective of evaluation, but only the Utah manual makes direct provision for this fourth function.
   b) Evaluative Criteria, 1960 Edition and its recent revision, Evaluative Criteria for Junior High Schools, both have sections in the introductory "Manual" (pp. 16-17 and 15-16 respectively) suggesting how "evaluation should be a stimulating force leading to definite improvements in the services offered by the school to its students and community."

The synoptic-outline manuals. The method of the Anderson and California manuals is simpler, but more difficult to label. In brief, it involves the evaluation of each general area by means of outlines, the headings and sub-headings of which represent the sub-areas and specific features for investigation. Included in the sub-headings are both simple directives and probing questions, complementing one another, and frequent use is made of charts and tables to facilitate the survey of a feature or group of features. At each stage of the investigation, there is scope for elaboration by the evaluator. When all sections of the report have been completed by filling in the blanks, answering the questions, and following directions, the investigator has a survey-evaluation of the school that can be re-appraised by a visiting committee, if desired.

The Anderson manual, which has been designed primarily for local

improvement programs rather than accreditation, recommends a three-phase approach to each sub-area, as follows:[73]

Phase I AN INVENTORY--the present status of the educational program. What is the nature of the educational program? What is being accomplished?

Phase II SELF-EVALUATION--an evaluation of the school's program and accomplishments in terms of its own aims and objectives.

Phase III AN ACTION PROGRAM--a plan for the improvement of the school's total program in the light of pupil and community needs, and on the basis of experience, the professional literature, and the findings of research. The plan should include decisions respecting priorities and means.

It will be seen from this description of the synoptic-outline manuals that they differ from the checklist-evaluation group mainly in two respects: (1) using outlines and key questions rather than checklists and summary evaluations, they do not evaluate as many specific features; (2) without rating scales or special procedures for comparing results, the application of evaluative criteria to the critical features is a more subjective process.[74] In the main, however, this group differs in degree rather than in kind in fulfilling the four basic functions of evaluation manuals.

Each of these methods of evaluation is intended to be flexible, and the manuals designed to implement them are expected to be utilized as guides rather than as directives. Furthermore, each method

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[73]Anderson, op. cit.; paraphrased from the Introduction, p. 2.

[74]Cf. Evaluative Criteria for Junior High Schools (National Study, 1963) and An Instrument for the Self-Evaluation of Junior High Schools (Anderson) for the procedure used to evaluate the inventory of a particular sub-area, noting especially the Summary Forms described on pp. 16-19 of the former.

undoubtedly has both advantages and disadvantages when compared with the alternative. Perhaps the chief advantages of the checklist-evaluation manuals are the availability of prepared checklists and summary questions, the procedures for objective comparison of results, and (in the more comprehensive ones) the facilities for a full-scale evaluation of Program (Special Areas). Their disadvantages include the cost of the materials, the large amount of clerical time required to process the results, and the practical necessity, because of the complexity of the method, for outside assistance at all stages of the evaluation, including the final review. By contrast, the synoptic-outline approach is less costly (needing fewer prepared materials and much less clerical assistance), simpler to employ, and more readily adaptable to schools of various sizes and types. It has as disadvantages the time required to adapt the outlines to a particular school situation, the need for more essay-type descriptions and appraisals, and the tendency to produce results which, because rating scales are not employed, may be unrealistically black or white. However, as both are established methods, the choice for a particular self-evaluation project must, in the final analysis, be determined by the peculiarities of the local situation.[75]

IV. SUMMARY--THE FUNDAMENTALS OF SECONDARY SCHOOL EVALUATION

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[75]Evidence has already been presented (pp. 28-30) of the widespread use of the checklist-evaluation manuals derived from the work of the Cooperative Study. The articles referred to in footnote 59, especially those by Faunce and Trump, give some indication of the current status of the two manuals which employ the synoptic-outline method.

During the last quarter of the nineteenth century, current interest in accrediting standards for high schools provided the stimulus for the development of systematic evaluation techniques in North America. In the first two decades of the twentieth century, a further stimulus to evaluation, and a lasting direction for it, was provided by an enlarged conception of educational objectives, the pupil-needs approach. The real foundation for modern evaluative criteria and procedures, however, was the six-year research program of the Cooperative Study of Secondary School Standards.

While the work of this impressive study cannot be summarized adequately in a few paragraphs, the following principles of secondary school evaluation, herewith summarized from the more detailed exposition of the Study's approach to evaluation in Division II of this chapter, illustrate the breadth and depth of its work.

> Total-school evaluation, if it is to be effective, is both complex and costly.
>
> Education in a democracy is a task so difficult, yet so important, that it must be a cooperative enterprise involving not only the administrative and professional staffs of the school, and the official board of control, but also pupils and parents, plus many individuals and groups in the larger community.
>
> Six major areas of the school situation are fundamental to total-school evaluation at the secondary level; namely, Philosophy and Objectives, Pupil Population and School Community, Educational Program (including Curriculum and Courses of Study, the Pupil Activity Program, Library Service, Guidance Service, Instruction, and Outcomes), School Staff, School Plant, and School Administration.
>
> In a democracy schools should have common underlying purposes, but they should differ, because of local circumstances, in many aspects of program and method. It is desirable, therefore, that a school be evaluated in terms of its own stated philosophy of education and specific objectives, the nature of its pupil population, and the needs of the community it serves.

A school should be judged in terms of what it does, not what it is or what it has; in particular, on its success in giving an education for more efficient living to all youth, whether or not they expect to go to institutions of higher learning.

If evaluation procedures are to be practicable for all secondary schools, they must aim at a sampling of significant factors that really characterize a school, rather than at complete measurement.

Scientific investigation and statistical method must be kept in proper balance through the use of expert judgment by competent educators including, when possible, a visiting review committee.

The direction of movement, judged in part by comparison with schools measured by the same criteria, is more important than the status at any particular time. A good school is a growing school.

A proper self-evaluation requires the active participation and mutual exchange of ideas, suggestions, and criticisms of both the professional and non-professional staffs of the school.

On these principles the Cooperative Study produced a technique for total-school evaluation, the checklist-evaluation method, that has been used extensively, both in North America and abroad, from 1939 to the present day. The key to this better method of evaluation was its comprehensive manual, Evaluative Criteria, which provided the means of translating general principles into practical procedures. In brief, it provided for the evaluation of a school in four stages: (1) the formulation of its philosophy and objectives, and the appraisal of this statement in the light of the general aims of secondary education and the specific needs of its pupils and community; (2) the examination of the school in terms of the critical features--more than four hundred provisions, conditions, or characteristics found in good secondary schools; (3) the evaluation of the results of this survey by reference to two types of evaluative criteria: the school's own philosophy and objectives, and the provisions, conditions, or characteristics expected

in regionally-accredited schools; (4) the interpretation of these results by means of percentile scores and special graphs. By implication, it was expected that the evaluation of the school would stimulate a self-improvement program.

The Study also investigated the applicability of its criteria and procedures to junior high schools, and concluded that, with a few exceptions and modifications, they could be equally effective at that level.

As a guide to modern evaluation techniques, the present project included a thorough examination of several representative evaluation manuals. From this phase of the investigation the following generalizations were drawn:

> All of the manuals available for this study appear to have been designed to implement the general principles of secondary school evaluation formulated by the Cooperative Study of Secondary School Standards, and have therefore emphasized self-evaluation and self-improvement. To achieve these purposes each manual contains a framework of critical features for a total-school evaluation, criteria for judging the school in terms of these features, recommendations for practicable evaluation procedures, and suggestions (sometimes, specific instructions) for follow-up routines.
>
> By contrast with the three scales (comprehensive, intermediate, and limited) provided by the Cooperative Study for use with Evaluative Criteria, most of the modern manuals assume that there is no substitute for a comprehensive evaluation--even if it has to be carried out over a fairly long period, a few areas at a time.
>
> Despite differences in organization and emphasis, most of the manuals have been designed to evaluate, directly or indirectly, these eight general areas of the total school situation: Philosophy and Objectives, Pupil Population and School Community, Staff, Physical Facilities, Program (General), Program (Special Areas), Co-curriculum, and Service Areas.
>
> While collectively the manuals emphasize approximately thirty-five evaluation sub-areas, there is less general agreement on the selection of the most critical sub-areas for a comprehensive evaluation. However, as demonstrated by Table II (p. 38), there is

much common ground, and differences are frequently those of terminology or emphasis.

The modern evaluation manual may require thousands of specific appraisals when used for total-school evaluation; moreover, no two manuals, unless they have been derived from a common source, have similar lists of features to be examined. It is evident therefore that each school is expected to make its own selection of the features that seem to be critical in that situation. Appendix A presents a synopsis of the specific features which, in the judgment of the investigator, best illustrate this aspect of total-school evaluation.

All of the current manuals purport to outline evaluative criteria for junior high schools. By using checklists or outlines which suggest the provisions, conditions, or characteristics that an investigator should find, and by requiring judgments of adequacy relative to objectives, the manuals provide for the evaluation of a school in terms of the standards which their authors believe to be characteristic of good junior high schools. Moreover, with minor exceptions, the manuals imply that the evaluation of each sub-area should be reviewed in terms of the school's stated philosophy, objectives, and pupil-community needs.

In matters of procedure, the manuals fall into two groups: the checklist-evaluation manuals, and the synoptic-outline manuals. While both types satisfy the functional requirements of evaluation manuals, they differ in method of sampling and objectivity of appraisal. One of the synoptic-outline group, an instrument prepared by Wendell G. Anderson, has a unique three-phase approach to evaluation that is particularly suited to initial self-evaluation projects.

CHAPTER III

EVALUATIVE CRITERIA FOR JUNIOR HIGH SCHOOLS

The analysis of principles and procedures for total-school evaluation, which has been recorded in Chapter II, in turn made evident the need for a further program of prerequisite research; namely, a study of the fundamentals of junior high school education--the ultimate criteria by which this special type of school must be judged. Chapter III, therefore, is devoted primarily to the implications of "junior high school", with particular emphasis on current thinking about its basic purposes, primary functions, and characteristic features.

I. AN ASSESSMENT OF THE CURRENT SITUATION IN JUNIOR HIGH SCHOOL EVALUATION

In spite of extensive work on principles and techniques of evaluation by various agencies in the past thirty years, and particularly during the last decade,[1] junior high school evaluation is still very much at the discussion stage. In the words of a recent conference report,[2]

> Much work is yet to be done in the development of specific evaluation instruments for junior high schools,...[although] general

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[1] According to Clayton E. Buell, "Regional and National Accreditation," Bulletin of the National Association of Secondary-School Principals, XLVII (October, 1963), p. 14, at least thirty-seven states have developed standards for improving junior high schools, and five have issued evaluation instruments.

[2] Maurice A. McGlasson, Donald C. Manlove, and Gilbert R. Weldy, "Summary of Discussion Groups, Sixth Eastern North Central Junior High-School Regional Conference--Indiana University," Bulletin of the National Association of Secondary-School Principals, XLVII (February, 1963), p. 43.

agreement does prevail among the principals on the efficacy of self-evaluation of junior high schools.

This is not to imply that substantial progress has not been made towards the development of a national, or even international set of criteria for the evaluation of junior high schools. In fact, three recent articles have rightly drawn attention to the valuable contributions made by the representative manuals which have been discussed in Chapter II; and the author of one of them, R.D. Matthews, notes with concern that junior high principals and administrators have shown surprising ignorance of the developments in evaluation pioneered by the Cooperative Study of Secondary School Standards, and of the extent to which the 1950 and 1960 editions of its Evaluative Criteria were made adaptable to junior high school needs.[3]

Nonetheless, after a two-year study of the problems involved in total-school evaluation at the junior high level, the investigator had to conclude that a universally-applicable manual for junior high school evaluation was not yet available, and that current evaluation manuals have serious practical limitations when used for self-evaluation projects. To assess these limitations, it is necessary at this stage to review briefly the principles of evaluation developed originally for high schools, and the characteristics of the junior high school manuals constructed on that foundation.

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[3]Roderick D. Matthews, "Evaluative Criteria for Junior High Schools," Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), p. 111; Roland C. Faunce, "Judging the Effectiveness of the Program," Ibid., XLVII (February, 1963), pp. 30-32; Harl R. Douglass, "Junior High Schools Evaluated and Accredited," Ibid., XLVII (February, 1963), pp. 125, 128.

It will be recalled that the majority of the guiding principles which were formulated by the Cooperative Study of Secondary School Standards with the needs of senior high schools in mind are equally applicable to junior high schools--in particular the emphasis on (1) self-evaluation and self-improvement, (2) cooperative evaluation, with the total staff of the school assessing the strengths and weaknesses, and a visiting committee reviewing its appraisals, (3) evaluation in terms of critical features, rather than an attempt at complete measurement, (4) grouping of critical features into sub-areas and general areas, (5) selection of features with reference to the special purposes and circumstances of the school, and (6) use of the formulated philosophy and objectives of the school as the principal evaluative criteria. Moreover, modern evaluation manuals have been designed to facilitate evaluation in terms of these principles. To this end, the manuals provide systematic arrangements of the critical features (with chapters, divisions, sections, and sub-sections), self-evaluation procedures (with checklists or outlines, key questions or summary evaluations, and sometimes rating scales), and (frequently) suggestions for treatment of the findings. Also, by their selection of checklist items, outline headings, or questions, and by their phrasing of the instructions for summary evaluations, the authors furnish some evaluative criteria--the implication being that, on the basis of research and experience, the manuals emphasize the specific features that are characteristic of good schools.

In assessing the contributions of the representative junior high school manuals, it should be kept in mind

> that we have at least four kinds of evaluation instruments represented here: (1) a device for an accrediting association [Texas], (2) one for a state principals' Association [California], (3) one for use by

> a state department of education [Utah,] and (4) a self-evaluation instrument for use by a school staff [Anderson's].[4]

Thus, whatever contributions these comprehensive manuals have made to the development of evaluation techniques, the usefulness of each as a general guide to total-school evaluation is limited by its special purpose. Furthermore, to record a more serious limitation, it is misleading to label any one of them "evaluative criteria for junior high schools", implying that it contains the requisite criteria for evaluating schools housing the junior high grades; for, while each manual has paid lip service to the essential differences of aim, function, or feature which distinguish junior and senior high schools, none has arranged its "criteria" for the various sub-areas in such manner that the fundamentals of junior high school education form a continuous frame of reference.[5]

To be more specific, although all of the current evaluation manuals provide some criteria for evaluating the modern junior high school, none differentiates clearly between the critical features and the standards by which they should be judged. Thus, while all of the manuals point out features which should be examined, and suggest or imply the provisions, conditions, or characteristics which will be found if these features have been developed adequately, none consistently clarifies

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[4]Faunce, op. cit., p. 31. The recently-published Evaluative Criteria for Junior High Schools (Washington, D.C.: National Study of Secondary School Evaluation, 1963), while it has been patterned after a manual originally designed as an instrument for accreditation, should be considered a fifth kind--perhaps more adaptable than the others for national and foreign application.

[5]Explicit recognition of this need varies from a few isolated questions in the California and Anderson manuals to a special chapter in Evaluative Criteria for Junior High Schools (National Study) and similar arrangements (a full section or chapter) in those from Utah, Texas, and Connecticut--the most direct approach being found in the latter, a strictly limited manual.

the reasons for its selection. Why does a good junior high school exhibit certain provisions, conditions, or characteristics? In the National Study's Evaluative Criteria for Junior High Schools, for example, the checklist on page 63 implies that one of the general characteristics of a good junior high school program is that it provides "opportunities for individuals to do special work along the lines of their interests and abilities"; but the manual does not indicate which goal or function of the junior high school this specific feature should help the school attain or implement. The "why" is not answered. Similar examples can be found throughout that manual, and in all of the others.

Despite their differences and limitations, however, the junior high school manuals are useful guides and sources for local self-evaluation projects, in at least five respects. In the first place, by their analyses of current practices, they provide greater understanding of the aims, methods, and probable outcomes of total-school evaluation than could be gained from the evaluation literature alone. Secondly, by their use of the cumulative experience of thousands of evaluation programs, they supply a wealth of critical features from which an investigator can select those most applicable to his special project. Thirdly, by their emphasis on the tangible and measurable aspects of a school, and by their employment of clear-cut appraisal techniques, they provide assistance with method. Fourthly, by their own selections of specific features for examination, they suggest desirable standards. Finally, by their advocacy of locally-formulated statements of philosophy and objectives, they underline the vital role in evaluation of the staff of the local school.

While current manuals for that level have not been organized to effect evaluation in terms of the abiding aims, functions, and features of the junior high school, their authors appear to have assumed that the manuals would be employed by investigators fully conversant with these fundamentals--persons, moreover, who could see the results of their evaluation programs in the perspective of "the junior high school's original promise.[6]"

The nature of the "original promise"--the fundamentals of junior high school education propounded by the founders of this intermediate school and revised by its present-day exponents--thus becomes a vital factor in junior high school evaluation. In fact, in the final analysis, the ultimate aims, primary functions, organizational features, and basic curricula of the ideal junior high school, together with the special objectives determined locally, are the criteria by which a particular junior high school's contributions and prospects must be evaluated.

II. THE JUNIOR HIGH SCHOOL AS AN EDUCATIONAL INSTITUTION

Definition

Despite the importance of this institution as a characteristic feature of the North American scene, "one of the major contributions of the United States to organized education", there is no standard definition of "junior high school".[7] The variety of definitions seems to be

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[6]Utah State Department of Public Instruction, Junior High School Evaluative Criteria (Salt Lake City: Utah State Board of Education, 1960), p. iii. This apt phrase sums up the expressed purpose of the Utah manual.

[7]J. Lloyd Trump, "The Junior High School Today and Tomorrow," Bulletin of the National Association of Secondary-School Principals, XLIV (November, 1960), p. 1.

due in part to the controversial nature of the school, and in part to the tendency for units to be labelled "junior high school" by reason of their separateness or grade structure, rather than by reason of their functions or program. Perhaps the best general purpose definition is the one already quoted (Chapter I, page 3) from Gruhn and Douglass. Avoiding all controversy over grades, location, or special features, their definition emphasizes three basic characteristics; namely, special program, special needs, and special age-group. Even this relatively simple definition becomes meaningful, however, only when the three "specials" have been explained in an historical setting.

Origins and Early Development

Because the junior high school is a North American institution, owing little to direct influences from abroad, it is to American sources that one must go for its history.[8]

Difficulties of definition make it impossible to verify the site or circumstances of the first junior high school in North America. It is known, however, that between 1896 and 1911 at least twenty-four cities in the United States had departed from the traditional 8-4 plan of grade organization, and had established schools that were functionally similar to the junior high schools as we know them today. These special schools for a special age-group were symtoms of a movement for reorganization that had begun before the turn of the century, and that was to continue as a dynamic force in North American education to the

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[8]Ralph W. Pringle, The Junior High School: A Psychological Approach (New York: McGraw-Hill Book Co., 1937), p. 13.

present day.[9]

Initially the movement was a by-product of the search by university administrators for ways of improving preparation for college entrance. Undoubtedly one of the first to suggest a remedy was President Charles W. Elliot of Harvard University who, in an address to the N.E.A. Department of Superintendence in 1888, advocated a reorganization that would shorten the elementary period, with its narrow curriculum, and thereby enable young men to enter college sooner.[10] What is more important, this and later addresses led to a series of N.E.A. committee investigations whose reports, while they did not specifically recommend the 6-3-3 organization until several school districts were already using it, formulated "the basic philosophy and virtually all the important administrative and instructional features of the early junior high schools." These included:[11]

> (1) better provision for the needs of young adolescents, (2) better provision for exploration by pupils of their interests and abilities, (3) better individualization in the instructional program, and (4) better articulation between elementary and secondary education.

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[9]William T. Gruhn and Harl R. Douglass, The Modern Junior High School (second edition; New York: The Ronald Press Company, 1956), pp. 16-20. Columbus, Ohio, claims to have been the first to use the designation "junior high".

[10]Ibid., p. 7; R. Freeman Butts and Lawrence A. Cremin, A History of Education in American Culture (New York: Henry Holt & Co., 1953), p. 391.

[11]Leonard V. Koos, The Junior High School (Boston: Ginn & Co., 1927), pp. 3-7; Gruhn and Douglass, op. cit., pp. 7-15. (The direct quotations are from page 15 of the Gruhn and Douglass reference.) Particularly important for the development of the junior high school were the reports of the following: Committee of Ten on Secondary Studies (1892-93); Committee of Fifteen on Elementary Studies (1893-95); Committee on College Entrance Requirements (1895-99); Committee on Economy of Time (1903-1919); Committee on Six-year Courses (1905ff.).

Meanwhile, other important influences were helping to give both impetus and form to the general movement for reorganization of secondary education, and more particularly to the idea of a junior high school. In the first place, not only were there isolated instances of 7-4, 6-2-4, and 6-6 types of organization prior to 1909-1910--the year usually considered to mark the beginning of the junior high school movement, but experiments with departmentalized instruction in the upper grades of the elementary school had by 1913 spread to over fifty per cent of American cities of 5,000 or greater population.[12] Secondly, further incentive to better articulation between elementary and secondary schools was provided by the pupil drop-out studies of Thorndike, Ayres, and Strayer, between 1907 and 1911, which revealed that the transition from the eighth grade (elementary school) to the ninth grade (high school) was being made by less than forty per cent of pupils entering grade five--"evidence sufficiently convincing to encourage many communities where there already was dissatisfaction with the 8-4 plan to hasten the reorganization of that plan."[13] Thirdly, several apparently unconnected factors combined in the decade from 1910-1920 to give status to the movement for reorganization, especially in larger centres: (1) the specific endorsement by the Committee on Economy of Time (1913) of the idea of an intermediate school; (2) a growing awareness by parents of the possibilities for better education implicit in

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[12]Stuart G. Noble, A History of American Education (revised edition; New York: Rinehart and Company, Inc., 1954), p. 411.

[13]Gruhn and Douglass, op. cit., pp. 15-16.

the 6-6 and 6-3-3 plans; (3) the realization by school authorities that junior high schools could help solve the accommodation problems created by an unprecedented growth of population; (4) the nation-wide attention attracted by the success of the junior high schools already established in Richmond, Indiana, Columbus, Ohio, and Berkeley, California--to name but three of many cities which had established junior high schools before 1920.[14] Fourthly, behind much of this reorganization was a factor of unquestioned, but less direct, import; namely, a broadening of American educational aims and objectives which owed much to two books published in 1900 and 1904 respectively: John Dewey's School and Society, and G. Stanley Hall's Adolescence.[15]

By the 1920's, as a net result of these varied influences, both the junior high school and the junior-senior (six-year) high school were firmly established as new and desirable institutions, and reorganization had become a growing force in North American education.[16] This movement continued to effect adjustments in existing schools and plans for new ones, until "today [1960] slightly more than three fourths of

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[14]Ibid., pp. 12, 14, 18-19; Pringle, op. cit., pp. 24-26.

[15]I.L. Kandel, History of Secondary Education, (Boston: Houghton Mifflin Co., 1930), pp. 485-6. While it is normally known by the short title, Adolescence, Hall's book had a more significant complete title: Adolescence: Its Psychology and Its Relation to Physiology, Anthropology, Sociology, Sex, Crime, Religion, and Education.

[16]The number of separate junior high schools increased from 55 in 1920 to 1,842 in 1930; and, during the same decade, junior-senior high schools increased from 828 to 3,287. Furthermore, by 1930 the reorganized schools were enrolling 33.9 per cent of pupils in Grades VII to XII. (Gruhn and Douglass, op. cit., p. 19; Leonard V. Koos, Junior High School Trends (New York: Harper & Bros., 1955), p. 9.)

all secondary schools are reorganized and more than four fifths of all secondary-school students are enrolled in reorganized schools."[17] Many patterns of organization have characterized this experimentation, including 6-3-3, 6-6, 6-2-4, 7-5, 5-3-4, and 7-2-3. However, the 6-3-3 (with its separate junior high school) has been the standard arrangement for urban centres of 10,000 or more population.[18]

Meanwhile, the need for reorganization to provide a more effective transition from elementary to secondary education had been felt in the English-speaking provinces of Canada during the first two decades of this century. Deep-rooted traditionalism, scattered population, and a reluctance to upset the status quo with respect to Roman Catholic separate schools (especially in Ontario) combined to delay action, except in the Western Provinces. Both Alberta and British Columbia caught the spirit of the junior high school, particularly in their revised curricula, and both experimented with 6-6 and 6-3-3 plans of reorganization, continuing their interest into the 1950's. Saskatchewan, despite its close contacts with those provinces, adhered to the traditional 8-4 plan of organization. Manitoba, on the other hand, witnessed the establishment of a junior high school department in Winnipeg, at the Earl Grey School, as early as 1919, to be followed by the adoption of the 6-3-3 plan for the entire city in 1924, and a gradual spread of this type of organization to other urban centres in the province. While the

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[17]Trump, op. cit., p. 1.

[18]James B. Conant, Education in the Junior High School Years, (Princton, N.J.: Educational Testing Service, 1960), pp. 10-11, 41-42; Gruhn and Douglass, op. cit., pp. 19-20; Koos, Junior High School Trends, p. 12.

scattered population of rural areas has made it impractical for most school districts to set up separate junior high schools, all of Manitoba has felt the influence of the movement for reorganization through the special program of studies adopted by its Department of Education for the junior high grades.[19]

Implications of the Idea of a Special School for Early Adolescents

Aims and objectives. From the beginning, the junior high school was conceived as part of the American common school, sharing with other levels the same ultimate aims or purposes.[20] These common aims have been well expressed by two influential reports:

> The general end of education in America at the present time is the fullest possible development of the individual within the framework of our present industrialized society.[21]

> Education seeks to do two things: help young persons fulfil the unique, particular functions in life which it is in them to fulfil,

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[19]The investigator is indebted for much of this account of the beginnings of the junior high school movement in Canada to C.E. Phillips, The Development of Education in Canada (Toronto: W.J. Gage and Co., 1957), pp. 205-7 and 444-45. Additional sources of information on Manitoba were the following: Manitoba Department of Education, General Introduction to the Curriculum for the Junior High Grades of the Manitoba Schools (Winnipeg: R.S. Evans, Queen's Printer, 1958); "Minutes of the Junior High Principals' Institute, Sept.-Oct., 1951" (Winnipeg: School District of Winnipeg No. 1), p. 1. (Mimeographed.)

[20]"All the children of all the people are to go to a common school and are there to enjoy as fully as possible the opportunity of making the most of their endowment. The junior high school proposes to give a child a chance to find out what he likes to do and can do...." (E.H. Reisner, Nationalism and Education Since 1789 (New York: The Macmillan Company, 1922), p. 537.)

[21]Educational Policies Commission, The Purposes of Education in American Democracy (Washington, D.C.: National Education Association, 1938), p. 41, cited by Gruhn and Douglass, op. cit., p. 23.

> and fit them so far as it can for those common spheres which, as citizens and heirs of a joint culture, they will share with others.[22]

Despite differences of wording, it is clear from both statements that the school in a democracy has a special responsibility to help young people effect the synthesis of individualism and adjustment without which the complete life becomes unattainable.

To fulfil this responsibility with respect to the early adolescents, American educators developed a special school, the junior high school, with aims and functions of its own. Being convinced that the programs of the eight-year elementary school and the four-year high school respectively had been planned without serious consideration for the nature of the learners at each level, and that these two schools, having begun as entirely separate institutions, were continuing to operate without satisfactory articulation, the pioneers in the junior high school movement sought to remedy the weaknesses inherent in this situation. They therefore organized new schools and reorganized old ones in order to provide an effective program of education for the special age-group normally found in grades 7 to 9, and sought to effect a more satisfactory transition from the program of the elementary school to that of the high school than was feasible under the traditional 8-4 plan.[23]

Although the literature on the junior high school suggests that there is general agreement on its two basic purposes, no one has yet succeeded in reducing these aims to a generally-acceptable outline of

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[22]Report of the Harvard Committee, General Education in a Free Society (Cambridge, Mass.: Harvard University Press, 1945), p. 4.

[23]Gruhn and Douglass, op. cit., pp. 6-7, 26-27.

the objectives of junior high school education. Many outlines of these "working drawings for the program" have been prepared.[24] Some are presented in such general terms that they can be considered equally applicable to junior high and senior high levels; others relate specifically to the special needs of the early-adolescent group.[25] Even when they appear to have much common ground, however, their differences in emphasis would produce significant variations in programs based upon them.

Nonetheless, there are some widely-used statements of "characteristics", "needs", and "requirements" that have helped to define an effective program of education for junior high school pupils. For example, recognizing that a valid junior high school program must be based on the nature of the pupils in this age-group, the Texas evaluation manual includes in its introductory chapters a list of the "Characteristics of Junior High School Pupils", together with a breakdown showing how each characteristic is revealed. While this "description" of the early adolescent is too detailed to be reproduced here, the following eight generalized characteristics quoted from the manual help to reveal the thinking behind junior high school programs:[26]

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[24] "The objectives of the school are the philosophical principles reduced to specific aims. They are...the working drawings for the program." (Evaluative Criteria, 1960 Edition, p. 25.)

[25] Vide Gruhn and Douglass, op. cit., pp. 22-25; Arthur C. Bining and David H. Bining, Teaching the Social Studies in Secondary Schools (third edition; New York: McGraw-Hill Book Company Inc., 1952), pp. 27-32.

[26] Criteria for Evaluating Junior High Schools (revised edition; Austin, Texas: Texas Junior High School Criteria Study, 1959), pp. 24-42. The breakdown lists 110 ways in which these characteristics collectively are revealed.

1. The pupil is more concerned about his relationship with other people.

2. The pupil shows increased curiosity about himself and his environment.

3. The pupil has to adjust to rapid and profound body changes.

4. The pupil tries to achieve independence and at the same time maintain security.

5. The pupil strives for personal values in his personal social setting.

6. The pupil desires many outlets for expressing his ideas and feelings.

7. The pupil needs to acquire knowledge and skills sufficient to permit him to proceed on his own.

8. The pupil wants to participate as a responsible member in larger social groups.

A similar approach to understanding the junior high school is provided by the Utah manual, which lists these four general characteristics of the early adolescent:[27]

1. Junior high school youth experience a period of physical growth which is both extensive and intensive.

2. Junior high school youth seek to develop personal values which are expanding in their social relations.

3. Junior high school youth posses an intense intellectual curiosity.

4. Junior high school youth use many outlets to express their ideas and disclose their feelings.

The common ground of these formulations of characteristics suggests that those who plan an educational program for early adolescents

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[27] Junior High School Evaluation Criteria (Utah), pp. 24-32. These four general characteristics are further broken down into thirty-three specific characteristics.

must remember that its particpants will be trying to cope with profound body changes, to satisfy intense intellectual curiosity, to develop personal values in wider social groups and changing social relationships, and to assert in a multitude of ways, with characteristic exaggeration and inconsistency, the individuality that is their predominant trait.[28] In other words, it must be a program that will effectively meet the needs, interests, and abilities of this age-group.[29]

Interests and abilities being as varied as their rapidly developing personalities, junior high school pupils must be helped through a better understanding of their common needs. Working on the premise that the individual must develop within the framework of his social and cultural heritage, those who have sought to define more precisely the special needs of this group have produced formulations in which psychological and social needs are inextricably blended. The Utah manual, for example, lists eighteen "Needs of Junior High School Youth", as follows:[30]

1. To have affection and security.
2. To acquire insights into their own aptitudes.
3. To be recognized and have their efforts acknowledged.

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[28]"Psychologists seem agreed that the predominant characteristic of early adolescents is that at no other age are children so different from each other." (William T. Gruhn, "Reaffirming the Role of the Junior High School in the American School System," Bulletin of the National Association of Secondary-School Principals, XLIV (November, 1960), p. 7.)

[29]According to Gruhn and Douglass, op. cit., pp. 26-27, the philosophy of the junior high school has developed around this point of view, and it continues to be the dominating purpose of junior high school education.

[30]Junior High School Evaluative Criteria (Utah), pp. 40-41.

4. To develop and maintain mental and physical health.

5. To experience success frequently.

6. To acquire basic skills and understandings.

7. To develop wholesome leisure time activities.

8. To develop an appreciation of the ideals of democracy.

9. To understand wholesome home and family relationships.

10. To develop effective study habits.

11. To receive assistance in personal and social adjustment.

12. To participate in school activities.

13. To understand and use the scientific approach.

14. To develop insight with respect to other races and cultures.

15. To develop a sense of values with respect to material things.

16. To understand consumer buying and make wise use of income.

17. To develop understanding of desirable human relationships.

18. To have aesthetic experiences which enrich appreciations.

A more definitive statement, with greater emphasis on social needs, is that prepared in 1951 by a group of California educators, and publicized through the National Association of Secondary-School Principals. Entitled "Ten Imperative Needs of Junior High School Youth", it reads as follows:[31]

1. All junior high school youth need to explore their own

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[31] M.E. Herriott (Chairman), "Organizing the Junior High School," Bulletin of the National Association of Secondary-School Principals, XXXV (December, 1951), pp. 14-19, cited by Gruhn and Douglass, op. cit., p. 25. This was a re-formulation of a 1944 statement of objectives prepared for senior high schools. Cf. the list of nineteen "purposes" outlined by Gertrude Noar in The Junior High School--Today and Tomorrow (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1961), pp. 163-64.

aptitudes and to have experiences basic to occupational proficiency.

2. All junior high school youth need to develop and maintain abundant physical and mental health.

3. All junior high school youth need to be participating citizens of their school and community, with increasing orientation to adult citizenship.

4. All junior high school youth need experiences and understandings, appropriate to their age and development, which are the foundation of successful home and family life.

5. All junior high school youth need to develop a sense of the value of material things and the rights of ownership.

6. All junior high school youth need to learn about the natural and physical environment and its effects on life, and to have opportunities for using the scientific approach in the solution of problems.

7. All junior high school youth need the enriched living which comes from appreciation of and expression in the arts and from experiencing the beauty and wonder of the world around them.

8. All junior high school youth need to have a variety of socially acceptable and personally satisfying leisure-time experiences which contribute either to their personal growth or to their development in wholesome group relationships, or to both.

9. All junior high school youth need experiences in group living which contribute to personality and character development; they need to develop respect for other persons and their rights and to grow in ethical insights.

10. All junior high school youth need to grow in their ability to observe, listen, read, think, speak, and write with purpose and appreciation.

Like the statements of characteristics, these formulations of pupil needs help to clarify the fundamental viewpoint--the basic philosophy, as some writers have termed it--underlying the junior high school movement in North America, even though their differences of content and emphasis make it difficult to identify the practical range of junior high objectives. Further clarification is provided by Gruhn and

Douglass, authorities on the junior high school, in this summary of the essential requirements of an effective program for early adolescents:[32]

1. It will be planned to help the pupil in all aspects of his maturing: social, emotional, and personal--not merely the intellectual.

2. It will not neglect intellectual development, however, but will continue instruction in subject-matter skills, information, and understandings, making them as functional as possible.

3. It will emphasize general rather than specialized education, encouraging pupils to postpone decisions concerning educational and vocational goals until the senior high school or later.

4. It will recognize and provide for the individual differences of pupils, trying at all times to retain an awareness of every pupil as a distinct personality with special abilities, interests, and needs.

5. It will be organized to make the junior high school a functioning school community--one in which the major activities and interests of its pupils are centred for three important years of their lives.

While these quoted statements of "objectives" are modern formulations, collectively they represent points of view that have found practical expression in junior high school programs for more than half a century.

Functions and features. From the beginning of the junior high school movement, its proponents attempted to define the special responsibilities which the school must assume if it is to achieve the ultimate aims of junior high school education, and they sought at the same time to develop effective organizational arrangements to help junior high administrators and teachers discharge their obligations. In brief,

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[32]Gruhn and Douglass, op. cit.; paraphrased from pp. 27-30.

they tried to isolate the primary functions and the essential features of this special school for early adolescents.

As the interpreters of the junior high school were not always careful to define their terms, it is difficult to determine--even from the works of authorities such as T.H. Briggs, Leonard Koos, and Ralph Pringle--the extent to which they had clearly identified and differentiated those characteristics of junior high schools by which they should be evaluated. Koos, for example, writing in the 1920's, selected ten functions which he considered peculiar to the new type of school, including the following:[33]

Realizing a democratic school system through the retention of pupils.

Realizing a democratic school system through economy of time.

Recognizing the nature of the child at adolescence.

Improving the disciplinary situation.

Provision of conditions for better teaching.

Present-day writers, however, would consider all but the third of these to be aims or objectives, not functions. Roughly a decade later, Pringle reduced the primary functions of the junior high school to five:[34]

1. Recognition of the nature of the junior high school pupil.
2. Retention of pupils
3. Economy of pupil's time.
4. Exploration and guidance.
5. Vocational or pre-vocational training (for a small percentage of

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[33]Koos, The Junior High School; selected from the lengthy exposition in Chapters II and III.

[34]Pringle, op. cit., pp. 73-83.

pupils).

Here, too, there was confusion of objectives and functions, although numbers 1 and 4 could properly be included in the latter category.

Space limitations do not permit further illustrations of these early lists of basic junior high school functions. The writer is indebted to a recent work on the theory and practice of the junior high school for the following summary of early insights:[35]

> Stated as briefly as possible, the basic principles on which the school was founded were: (1) Articulation--helping children to go from elementary school through junior high school and into senior high school with as little difficulty as possible. (2) Exploration --giving young teenagers a chance to find out through brief experiences what some of the high school courses were like, with the expectation that this would help them to choose their senior high school courses more wisely. (3) Educational guidance--helping pupils to choose from among elective subjects offered in the junior, and later in the senior high school. (4) Vocational guidance--helping pupils to make decisions about jobs and careers. (5) Activity--providing social and athletic experiences and giving the students a chance to participate in administration and control of the school. These activities were organized into an "extra-curricular program" of clubs. (6) Time-saving--permitting bright students to skip a semester and thus to specialize earlier and enter senior high school sooner.

By the middle 1940's the reports on junior high school functions had been subjected to considerable re-thinking and re-definition, and a revised list was prepared by William T. Gruhn and Harl R. Douglass. Having made a thorough study of the literature, and having had their draft formulation evaluated by a group of leaders in secondary education, they concluded (1947) that the junior high school should provide for (1) integration, (2) exploration, (3) guidance, (4) differentiation, (5) socialization, and (6) articulation.[36]

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[35] Noar, op. cit., p. 4.

[36] Ibid.

Nine years later, when they issued the revised edition of their standard reference, The Modern Junior High School, Gruhn and Douglass presented the following definitive statement believing it to be "the best current thinking concerning the functions to be served by the junior high school":[37]

Function I: Integration

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

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

Function II: Exploration

To lead pupils to discover and explore their interests, abilities, and aptitudes as bases for decisions regarding educational opportunities and vocational plans.

To stimulate pupils and provide opportunities for them continually to widen the range of their interests: cultural, social, civic, avocational, and recreational.

Function III: Guidance

To assist pupils to make intelligent decisions regarding present educational and vocational activities and opportunities, and to prepare them to make future decisions in these areas.

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

To stimulate and prepare pupils for effective participation in learning activities that will help them reach maximum personal development.

Function IV: Differentiation

To provide differentiated educational opportunities in order that each pupil may realize most economically and fully the ultimate aims of education.

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[37] Pp. 31-32. Function I has been quoted verbatim to illustrate the comprehensiveness and preciseness of this formulation. Statements of the remaining functions have been condensed.

Function V: Socialization

To provide increasingly for learning experience designed to prepare pupils for effective and satisfying participation in the present social order and contribution to its future developments.

Function VI: Articulation

To provide a gradual transition from preadolescent education to a program suited to the needs and interests of adolescents.

This statement has come to be accepted as a standard formulation from which re-thinking about essential functions should begin.[38]

By contrast, the literature on the junior high school reveals no standard statement of essential features, although the subject has been discussed by many writers, and their writings reveal much common ground. Historically, the interest in organizational features may have antedated discussion of primary functions. From the beginning, the reorganized schools for early adolescents developed special features in organization and administration in order to provide their better programs for this age-group. For example, in the late 1890's the city of Richmond, Indiana, introduced a two-year intermediate school (grades 7 and 8) with a modified and enriched curriculum (including practical arts and a foreign language), departmentalization, elective courses, promotion by subject, and homeroom guidance.[39]

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[38]Cf. Noar, op. cit., pp. 5-21; Junior High School Evaluative Criteria (Utah), pp. 43-48; An Assessment Guide for Use in Junior High Schools (Hartford, Connecticut: Connecticut State Department of Education, 1960), pp. 8-13; Report of the Second Upper Midwest Conference on Junior High School Education, "Improvement of Instruction in the Junior High School," Bulletin of the National Association of Secondary-School Principals, XLVII (February, 1963), p. 71.

[39]Gruhn and Douglass, op. cit., p. 17.

Other early reorganizations, such as those in Columbus and Berkeley, adopted similar organizational features, and attempted to refine them.[40]

Koos and Pringle, both of whom contributed to the clarification of the functions of the junior high school, likewise concerned themselves with its special features. The former provided an ingenious chart in which he tried to show the relative importance of various features to the success of each of his special functions. Particularly important, he thought, were such features as a special program of studies, ability grouping, special methods for this age-group, specialist teachers, and a system of faculty advisers (homeroom guidance counsellors).[41] Attempting a more precise formulation, Pringle identified nine essential features, as follows:[42]

1. Arrangements to meet individual differences. [Not clearly defined.]
2. An enriched curriculum, with emphasis on expanded content rather than on new subjects.
3. Specially-trained junior high school teachers, with a substantial proportion of men included.
4. Special classroom methods and techniques of instruction, with emphasis on group solidarity and constructive pupil control.
5. A distinctive junior high school atmosphere--especially important at this stage.
6. Improved material provisions, such as libraries, laboratories, and special instructional aids.
7. Departmentalization of subjects.

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[40] Ibid., pp. 17-18.

[41] Koos, The Junior High School, p. 131. His ideas are developed in Chapters IV-XV inclusive.

[42] Pringle, op. cit.; condensed from pp. 74-76.

8. Promotion by subjects.

9. A suitable extra-curricular program.

Most of the features identified by these two men have continued to characterize junior high school organization since their time.

Yet "features" continues to be a controversial topic, because there are many ways of defining each one. "An enriched curriculum" and "special classroom methods", for example, do not have universal connotations; nor is there likely to be uniformity in the interpretation of "arrangements to meet individual differences". Hence, in view of the complexity of the subject, the question of how best to fulfil the recognized functions of this institution can probably be answered most effectively by examining trends in the organization of modern junior high schools. This, in turn, is but one aspect of present-day discussions and expositions of the fundamentals of junior high school education.

Current Thinking about Junior High School Education

Scope and sources. The foregoing account of the implications of the idea of a special school for early adolescents has provided a general frame of reference for junior high school evaluation, in that the goals (ultimate and immediate), functions, and features thereby identified represent basic evaluative criteria. However, in order to prepare more exact criteria for a practical evaluation project, the investigator found it necessary to make a survey of recent literature on the junior high school, and to select from his reading what seemed to be typical illustrations of current thinking about these four aspects: (1) the

role of the junior high school in modern public education, (2) its generally-accepted primary functions, (3) desirable features in junior high school organization, and (4) the ideal junior high school curriculum--all important in the establishment of standards by which to judge the total program of any school. The remainder of this discussion of the junior high school as an educational institution is devoted to an analysis of current thinking.

From the wealth of available material on this topic, a small sampling of which has been included in the Bibliography, the writer has relied principally on these sources:

Conant, Education in the Junior High School Years (1960)
(recommendations to school boards based on a survey of 237 representative junior high schools in 23 states)

Gruhn and Douglass, The Modern Junior High School (1956)
(a standard reference on this type of school)

Koos, Junior High School Trends (1955)
(a re-assessment by one of the pioneers in the field)

Noar, The Junior High School--Today and Tomorrow (1961)
(a plan for better junior high schools, based in part on the author's own experiences in the schools of Philadelphia)

The Bulletin of the National Association of Secondary-School Principals
(in particular, these four special issues on the junior high school: November, 1960; October, 1962; February, 1963; October, 1963)

In additional, continuous reference during the progress of the investigation to a wide range of periodicals enabled him to be cognizant of re-appraisals and new developments in junior high school education.

The role of the modern junior high school. "The past decade has witnessed a renewed interest in the junior high school."[43] General

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[43] Junior High School Evaluative Criteria (Utah), p. iii.

evidence of this trend, and some estimate of its magnitude, may be found in the recorded deliberations of a large number of special study groups, conferences, workshops, and clinics, and in the great increase in the total volume of professional literature--all attempting to give more precise definition to some aspect or aspects of the modern junior high school.[44] More direct witness to the effort and imagination being devoted to its improvement is provided by the recently-published manuals for junior high school evaluation, several of which have been discussed in earlier sections of this report. In brief, current literature on the junior high school provides ample corroboration for Professor Mauritz Johnson's appraisal that "the period of adolescence for the junior high school is ending."[45]

It is also evident that the special role of the junior high school in public education in North America remains basically unchanged. Current thinking about this role is illustrated by the following extracts from five recent articles:

> Unique to American education is the idea of a school program designed especially for boys and girls in the junior-high school grades, usually 7, 8, and 9. This idea is now approximately fifty years old.... In the early years of this movement there was great excitement, and promose was high for the new idea. Following this

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[44] In "The Role and Significance of the Junior High School in the Total School Program," Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), pp. 69-71, Virgil E. Strickland documents evidence of three kinds: (1) statistics on entries in the Education Index, (2) examples of special junior high school issues of well-known periodicals, and (3) illustrations of courses, clinics, workshops, and conferences for this purpose.

[45] Mauritz Johnson, Jr., "Needs for the Sixties," Bulletin of the National Association of Secondary-School Principals, XLVII (February, 1963), p. 12.

initial spurt, there occurred the usual lag. Revival of interest began to emerge again in the 1930's with continued increase up to now.[46]

The junior high school is, therefore, today, as it was fifty years ago, concerned with providing a program of education for pupils of a particular age group--those in the early adolescent years; furthermore, it is concerned with certain responsibilities for making a satisfactory transition from the program of the elementary to that of the secondary school. Changes have taken place in the past fifty years, it is true, which affect the implementation of these purposes of the junior high schools....

The essential role of the junior high school, however, continues to be as follows: (1) to provide a program of education that is suited to the needs, interests, and abilities of boys and girls during early adolescence; and (2) to provide a satisfactory transition from the program of the early and middle elementary grades to that of the upper secondary school. It is with the implementation of this role that junior high-school educators must concern themselves in the years ahead.[47]

The junior high school...is a sorting, not a sifting agent.[48]

Now, despite considerable goal displacement since the institutional beginnings of the junior high school...one goal of the junior high school has almost universal acceptance today: to guide youngsters towards a wholesome and efficient crossover as they move psychologically, socially, intellectually, emotionally, and physiologically from late childhood to early adolescence.[49]

The junior high-school program should be designed to offer opportunities to all pupils to develop to the extent of their abilities in fundamental subject matter areas, to pursue their special fields

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[46]Strickland, op. cit., p. 69.

[47]William T. Gruhn, "Reaffirming the Role of the Junior High School in the American School System," Bulletin of the National Association of Secondary-School Principals, XLIV (November, 1960), pp. 11-12.

[48]Thomas H. Briggs, "The Conant Report on Junior High Schools," Bulletin of the National Association of Secondary-School Principals, XLIV (November, 1960), p. 17.

[49]Delmer H. Battrick, "How Do Team Teaching and Other Staff Utilization Practices Fit into the Instructional Program of a Junior High School?" Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), p. 13. (The article represents a synthesis of conference opinion.)

of interests, and to develop good habits of character and citizenship.

The program must provide for orientation and adjustment which will bring about a gradual transition from elementary to secondary education.[50]

While current thinking re-affirms the special purposes of the junior high school, and continues to seek better methods of meeting the needs of the early adolescents, there is still no agreed inventory of those needs.[51] In consequence, even though it is generally recognized that the junior high school must emphasize all aspects of its pupils' growth, individual schools and school systems, constantly under pressure from different groups in the community, are likely to differ in the priorities which they assign to specific developmental goals. To appraise a particular school's success in fulfilling the recognized role of the modern junior high school, therefore, one must ensure that locally-determined specific objectives as well as generally-accepted basic aims are both used as evaluative criteria.[52]

Primary functions. Like its basic aims, the junior high school's special functions have been subject to re-appraisal in the past decade,

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[50]Pat Woosley, "What Do We Believe About the Total Organized Educational Program for Junior High-School Pupils?" Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), p. 15. (The article represents a synthesis of conference opinion.)

[51]Cf. Noar, op. cit., Chap. Two; Junior High School Evaluative Criteria (Utah), pp. 40-41; Criteria for Evaluating Junior High Schools (Texas), pp. 24-42; Gruhn, op. cit., pp. 7-9; Strickland, op. cit., pp. 72-73.

[52]It will be recalled that most of the evaluation manuals have made provision for evaluation in terms of a local statement of philosophy and objectives--a formulation that should be a synthesis of fundamental and local purposes. Vide pp. 19, 22, 37, 53, and Appendix A.

and several writers have attempted to assess the changes in concept, emphasis, and implementation that have occurred since these functions were first defined in the 1920's. To understand the significance for junior high school evaluation of current thinking about the primary functions, these changes must now be examined. In this sub-section particular attention is given to comprehensive definitions, leaving consideration of the means of implementation mainly to the sub-section on characteristic features.

In considering the functions of this special school for early adolescents, it is important not to lose sight of the fact that

> the most important word in the title "Junior High School" is the word "school." A school is a place for learning and the same definition holds true whether it be the elementary, junior high-, or senior high-school levels [sic]. The junior high school has a function as part of a continuing process by which we publicly educate our young people....We are only a link in the chain.[53]

To speak of the unique functions of the junior high school in the light of current thinking, therefore, is merely to identify and describe its special responsibilities in the total education of children, as seen by present-day writers, not to suggest that it has an entrenched position or unchanging role in North American school systems.

Reference has already been made to the six primary functions outlined by Gruhn and Douglass in 1956, and to the widespread recognition given to their formulation.[54] The following exposition reviews each of these functions in terms of its practical significance for the modern

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[53]Abraham Gelfond, "The Exploratory Concept in the Junior High Schools," Bulletin of the National Association of Secondary-School Principals, XLIV (November, 1960), p. 33.

[54]Vide pp. 72-73.

junior high school.

Although integration was generally accepted as a junior high school function by the 1920's, "it is only recently that significant progress has been made toward implementing it."[55] While it is beyond the scope of this report to include an analysis of the reasons for this slowness of fulfilment, one can assume that the complexity of the concept has been a contributing factor.

Integration is a confusing term, as it has three common meanings. In one sense it is the horizontal unification of the pupil's program in a particular grade to give meaning to learnings that have traditionally been fragmented--a unification involving not only subject-matter content, but also the multiple learnings needed for effective living in today's world; for example, skill in human relations, skill in thought processes, and skill in group dynamics.[56] The term is also used to describe the development of a vertical unification of the three years of the junior high school program in place of "the program which offered little more than an elementary school experience in the seventh and eighth grades and a senior high school curriculum in the ninth grade."[57] In recent years much attention has been given to a third aspect of integration; namely, the integration of personality to produce the most intelligent behavior possible at a particular age level. This type of integration, according to Noar,

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[55]Gruhn and Douglass, op. cit., p. 32.

[56]Koos, Junior High School Trends, p. 29; Noar, op. cit., pp. 5, 163-65.

[57]Noar, op. cit., p. 5.

has become one of the most significant outcomes for which the modern school strives. Its accomplishments can be expected to a greater degree when the in-service education program for teachers and the learning experiences for pupils call attention to the factors which produce personality adjustment and mental health. These are fundamental in the modern junior high school.[58]

Current thinking indicates that the modern junior high school has a responsibility to promote all three types of integration. Great care must be exercised, however, to ensure that "integration" is not used as if it were an appropriate label for a unitary function.[59]

The second function in the Gruhn and Douglass formulation, exploration, provides a useful illustration of the truth of Noar's generalization that "while most of the same terms are now used to describe the functions of the junior high school, the concepts they symbolize have become both deeper and broader."[60] Originally conceived as the

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[58]Ibid. In one sense, Gertrude Noar's entire book is an appeal for more emphasis on education for integration--a point of view that owes much to the writings of L. Thomas Hopkins. (Two of Hopkins' books, Integration: Its Meaning and Application, and The Emerging Self, were reviewed by the investigator as part of his survey of current thinking on the fundamentals of junior high school education, and are included in the Bibliography.) She thus assigns to the function of integration a special priority, and implies that it is the key to the junior high school of tomorrow.

[59]Unfortunately there is not at present general agreement on the precise terms which should be used to define the three aspects of this function. The Utah manual (pp. 46-47) restricts "integration" to the third type, and uses "coordination" as its label for horizontal unification in a particular grade; moreover, it includes the second type, vertical integration within the junior high school, as an aspect of the articulation function. Conant, op. cit., pp. 33-34, also employs the term "coordination", and tends to broaden it to mean integration of content learnings both within a grade and from one grade to another in the whole school system. As there is obviously no correct use of "integration", it is essential that it be qualified before being used at the local level as an evaluative criterion.

[60]Noar, op. cit., p. 5.

special function to reduce the high percentage of drop-outs, exploration was thought to mean the provision of practical electives (industrial arts, homemaking, and general business--to name three that were common in the early junior high programs) and interesting activities (extra-curricular programs, including a variety of student clubs).[61] Current thinking indicates that today it is a broader function, as defined by the following excerpt from the report of the 1962 Annual Convention of the National Association of Secondary-School Principals:[62]

> Exploration is that function of the junior high school which provides each student with a breadth of experiences that will broaden his horizons, develop his interests and identify his aptitudes, strengths and weaknesses in vocational, educational, and avocational pursuits. The junior high-school years provide an economical period in the life of the individual to participate in a wide variety of learning experiences which will permit him to secure an overview of educational opportunities as a basis for future educational choice. These experiences should also offer the student some basis for vocational planning through working with people, materials, and ideas. The breadth of these experiences should widen and develop his civic, social, recreational, and artistic interests.

Is this expressed need for educational, vocational and avocational exploration so much impractical theory, or have ways been found to provide for the relevant experiences? Current thinking places considerably less emphasis on special courses and activities at the junior high school level, but has at the same time found techniques for providing more significant experiences through such courses as are offered. Primarily, however, it stresses the need for each teacher to strive for

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[61] Ibid., pp. 5-6; Gruhn and Douglass, op. cit., pp. 34-34.

[62] Delmer H. Battrick, "What Do We Believe About the Exploratory Function of the Junior High School?" Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), p. 9. (This article represents a synthesis of conference opinion.)

exploration in depth through more thorough and imaginative teaching: (1) by examining his subjects to determine their possibilities for the exploration of pupil interests, aptitudes, and abilities, and by making explicit at every opportunity their educational, vocational, and avocational implications for each child; (2) by employing flexible teaching methods and classroom procedures to ensure that pupils scan the horizons, explore the by-ways, and fathom the depths of his subjects, and have, moreover, reasonable freedom to follow their interests and report their findings; (3) by accepting his role as the first-line guidance counsellor for his pupils. In addition, current thinking regards the school's guidance program as an essential instrument of exploration.[63]

Finally, there is another important respect in which thinking has changed concerning the function of exploration. For many years supporters of the junior high school movement wrote as if exploration were the special, and exclusive, function of this level, and tended to use this connotation as justification for isolating junior high school curricular offerings from the mainstreams of educational reform. Two recent articles, already referred to, have deplored this narrowness, and have stressed the need to see the exploratory function in the perspective of the total educational process. To quote briefly from them:

> Let us remember that while it is true that junior high schools have an exploratory function, all other schools at all other levels also help students explore their interests and their aptitudes--vocational, educational and social.[64]

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[63] Noar, op. cit., p. 6; Gruhn and Douglass, op. cit., pp. 33-34; Battrick, op. cit., pp. 9-10.

[64] Gelfond, op. cit., p. 34.

> A number of basic principles should be followed in the development--and carrying out--of the function of exploration by the junior high school. All courses and experiences should first meet the criterion of contributing to the goals of general education at the junior high-school level.[65]

Like exploration, guidance has long been recognized as a prime need of early adolescents; hence, it was "one of the functions most often emphasized in the early literature urging the development of junior high school programs."[66] Over the years, its importance to the attainment of junior high school aims has many times been re-appraised, until today guidance is considered by many to be the key to the effectiveness of this special school for adolescents--"the heart and soul of the total junior high school program."[67] Moreover, its scope has broadened from a three-phased program (vocational, educational, and personal) with emphasis on the reduction of drop-outs and preparation for post-school employment, to a multiphased program based on the concept of the junior high school as the intermediate stage in the child's total general education--a program that involves "everything that is done purposefully to help the student to understand himself and to help him live harmoniously within his environment that he may develop to the greatest

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[65] Battrick, loc. cit.

[66] Gruhn and Douglass, op. cit., p. 34.

[67] Noar, op. cit., p. 11. A similar point of view is developed in the following articles from the Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962): C.S. Morris Jr., "What Are the Goals of a Junior High School Guidance Program and How May We Achieve Them?" pp. 20-21; Francis X. Vogel, "Guidance in the Junior High School," pp. 93-97. The first article gives the consensus of opinion at the 1962 Annual Conference of the Association, summarized by Morris. The second article is an account of the junior high guidance program in Central High School, Evanston, Illinois.

degree of his own potentialities and goals."[68]

There is no universal agreement, however, on the relative emphasis to be given to each of the main guidance areas, nor on the extent to which the school should attempt to help the child with what Dr. Conant calls "the constant minor social crises of young adolescents."[69] While Morris' article appears to give approximately equal weight to educational guidance, vocational guidance (including career planning), and personal-social guidance, Gruhn and Douglass and Noar stress the importance of guidance as a factor in mental health, with consequent emphasis on helping pupils with personal, social, and emotional problems.[70] The latter assigns to the school the controversial role of substitute parent, as well as that of educational and vocational consultant.[71]

Regardless of emphasis, however, guidance is now generally regarded as a process by which the teacher-advisor or counsellor helps the child with a need, problem, or adjustment--not as a subject to be taught, nor as a "frill" in the instructional program. It is essentially a service, and is so treated by all of the evaluation manuals consulted during this investigation.

While differentiation is a function at all levels of the common school, it remains a specially important function of the junior high school, because "at no other level in the entire school system do we

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[68]Morris, op. cit., p. 20.

[69]Conant, op. cit., p. 27.

[70]Morris, op. cit., p. 20; Gruhn and Douglass, op. cit., p. 35; Noar, op. cit., pp. 10, 30.

[71]Noar, op. cit., p. 10.

find greater differences among boys and girls" in physical and physiological maturity, educational attainments (including reading level), revealed attitudes, and general interests.[72] For more than fifty years teachers and administrators have tried to develop programs for early adolescents which would adequately recognize each pupil as an individual; and, while some of the characteristic features of the junior high school have undoubtedly helped to implement this function, the original promise of the junior high school--to meet the individual needs, interests, and abilities of early adolescents--is far from being fulfilled. At least, that is the impression which the writer received from his survey of current thinking about differentiation.

In the broad sense, all the functions of the junior high school are aspects of differentiation in that they are concerned with the optimum development of the individual within the framework of the cultural heritage he must share. In its narrower sense, as a special junior high school function, differentiation means the individualization of instruction, or, in its most practical connotation, attention to individuals within classes. Despite years of argument, and some research, this is still an unresolved problem, but recent writings suggest two directions in which progress can be made. In the first place, the persistent controversy over homogeneous and heterogeneous grouping for instruction may be ended through realization that both types are necessary:

The types of grouping that are done must depend on the purposes for

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[72]Gruhn and Douglass, op. cit., pp. 27-28. The direct quotation is from page 27.

which the groups are formed

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For a part of their school life, junior high-school pupils should have opportunities to develop their special abilities without interference from other pupils of much lesser ability and interest who might possibly hold them back. At other times in their school life, they should live and work as a social group, with pupils of varied abilities and interests.[73]

In resolving this controversy, however, principals and teachers must, on the one hand, avoid the danger of assuming that groups are more homogeneous than they really are, and on the other, must be prepared to do much more grouping for special purposes than the once-a-year organization of classes.[74] Secondly, current thinking likewise places greater stress on more flexible teaching methods; that is, on differentiation as a function of classroom organization. The methods used by teachers to instruct pupils in any type of grouping are now being thought more significant in the individualization of instruction than the techniques used by administrators to organize classes.[75]

Nothing that has been said about the importance of integration, exploration, guidance, and differentiation as primary functions of the junior high school, each concerned with the development and adjustment of the individual, should be construed as implying a lessened emphasis in current thinking on the fifth function, socialization. The junior high school must continue to provide for the social development of

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[73]Clayton E. Buell, "What Do We Believe About Grouping for Instruction in the Junior High School?" Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), p. 18.

[74]Ibid., pp. 18-19.

[75]Gruhn and Douglass, op. cit., pp. 35-36; Noar, op. cit., pp. 19-20.

pupils in early adolescence, for this is a time when their sphere of social activities and relationships is extending rapidly. To promote positive social growth, and counteract the negativism in human relations that can easily become a teen-age behavior pattern, teachers at this level need to recognize three distinct responsibilities with respect to socialization: (1) to help early adolescents learn the art of living together during a period of changing, and increasingly sophisticated, social relationships; (2) to provide the kind of environment in which girls and boys can develop the understandings, skills, and values needed for effective participation in the varied social groups that are implicit in democratic living; (3) to teach the origins, development, and workings of human society so that each pupil understands and appreciates his particular role and responsibilities in the community in which he lives.

Traditionally, the third aspect of socialization has been implemented through classes in History and Civics, or the newer Social Studies, while the other two have been considered the special responsibility of the program of extra-class activities. Both media are still regarded as vital. However, as early as 1939 educators were talking of the need to make the junior high school "a functional social community--a satisfying place for boys and girls to live and work in" during this very important time in their lives.[76] In current thinking, to be a "functional social community" the junior high school must have both a

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[76]Joseph O. Loretan, "A Reaffirmation of Faith in the Junior High Schools," Bulletin of the National Association of Secondary-School Principals, XLIV (November, 1960), p. 31; Gruhn and Douglass, op. cit., p.30.

well-developed and carefully-integrated co-curricular program, and classrooms in which socialized methods of teaching, with increasing attention to pupil planning and varied internal group activities, provide pupils with daily experiences in the art of living and working together.[77]

Although the last of the generally-recognized functions, articulation, "was emphasized in the early literature on the junior high school more than any of the others," its implementation was largely taken for granted; thus, little was done to study its implications, or to plan specific articulation programs.[78] In such measure as conscious attempts were made to help pupils adjust with as little difficulty as possible from elementary school to junior high school, and from junior high school to senior high school, "the seventh and eighth grades were made to resemble the elementary program and the ninth grade electives were similar to, and taught like, senior high school subjects."[79] The net result was neglect of the real problems of articulation.

It is probable that this neglect has been due in some degree to a confusion of aim and function, as articulation at the junior high school level is both. On the one hand, the intermediate position of the junior high school in the public school system helps to define its particular role, for providing a satisfactory transition for each pupil from elementary school to senior high school is still, as we have seen,

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[77]Gruhn and Douglass, op. cit., pp. 36-37; Noar, op. cit., pp. 20-21; Koos, Junior High School Trends, Chapter VI. Subsequent references in this chapter to Koos' writings are to this recent work, not to The Junior High School.

[78]Gruhn and Douglass, op. cit., p. 37.

[79]Noar, op. cit., p. 21.

one of the two principal aims of this special school for early adolescents. On the other hand, its unique place in the school system not only gives the junior high school a goal, but also brings into focus one of its special responsibilities or functions; namely, to provide practical articulation routines. Experience has proven that the existence of an intermediate school is no guarantee that pupils will make satisfactory transitions from elementary school to senior high school; only the provision of carefully thought-out articulation programs and practices can ensure progress in that direction.

In current thinking about the articulation function, two problems seem to be receiving major attention. In the first place, there is concern about the lact of continuity of learning experiences.

> Often an excellent social transition is provided for pupils between one school and another in the same system, but too often there is a failure to coordinate subject-matter instruction between schools and between grades even in the same school. Without question, I consider the lack of what educators call articulation one of the most serious problems in many school systems.[80]

Secondly, there is concern about the ineffectiveness of the school in promoting integration of personality, especially important in the junior high school years.

> Problems of articulation are not always due to changes in the school environment. They often stem from the rigidity of the child's personality which has not been corrected. The modern junior high school places importance upon the pupil's progress toward becoming a person who can make adjustments easily....Nothing in modern life is more certain than change. Moreover, the rate of change is increasing rapidly. Those who cannot adjust are apt to

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[80]Conant, op. cit., p. 33. It is unfortunate that in this quotation Conant uses "articulation" in two senses. "Vertical integration" seems a better term for the coordination of subject-matter instruction between grades in the same school.

suffer great damage.[81]

In suggesting practical solutions for these problems, present-day writers emphasize the teacher rather than the program: plans to enable teachers to exchange information and ideas about children and teaching, rather than refinements of school organization and administration, although both means are discussed. For the first problem, this emphasis implies (1) coordinators, faculty meetings, inter-school conferences, workshops, study groups, and special committees to ensure more attention to a common philosophy of education, (2) a coordinated curriculum from kindergarten to senior high school (removing the artificial barriers to articulation that stem from the traditional grade structure), (3) administrative practices which take cognizance of both the philosophy of the junior high school and the need for continuity in the school system, and (4) careful and continuous evaluation to discover weaknesses and correct them.[82] For the second problem, the emphasis on a more professional role for the teacher implies freedom for him to use the program of studies and classroom techniques as means of helping girls and boys become more adaptable.

> To that end, the program and activities are planned by the teacher so that the children get many experiences and much help in accepting themselves, each other, adults, authority, and the conditions of life in today's world. When they can do this, the pupils do not have serious trouble in adjusting to the new school, its size, the faculty, the changes they meet in ways of learning and living, and

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[81] Noar, op. cit., p. 21.

[82] Glenn F. Varner, "How May We Achieve Better Articulation With the Elementary School and the Senior High School?" Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), pp. 30-31; Gruhn and Douglass, op. cit., p. 37; Noar, op. cit., p. 21.

to the more rigid academic requirements.[83]

Thus, although the articulation function is seen today as a job for the entire school system, it is one for which the junior high school, because of its strategic position, must assume a major responsibility.

It is important to remember, in conclusion, that while each of these six primary functions is in some degree applicable to elementary and senior high levels, it is nonetheless a distinctive function of the junior high school.[84] As defined in the foregoing paragraphs, these functions reflect at least some of the vital needs, especially the emerging needs, of its special age-group, and are therefore corollaries of the principal purpose of junior high school education; namely, to develop the early adolescent according to his nature and needs.[85]

Characteristic features. Reference has already been made to the lack of a generally-accepted formulation of junior high school features.[86] While this level of the common school has always been characterized by a special curriculum for early adolescents (at least in theory), a program of extra-class activities, departmentalization, and some form of guidance service, even these few features are still controversial when

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[83] Noar, loc. cit.

[84] Noar, op. cit., pp. 11-19, makes a strong plea for a seventh function, activity. However, in the opinion of the investigator, her arguments and illustrations comprise an eloquent case for the inclusion of "active" features in both school organization and daily classwork, not convincing proof that the junior high school has another primary function.

[85] Koos, op. cit., p. 30; Report of the Second Upper Midwest Regional Conference on Junior High School Education, op. cit., pp. 72, 73.

[86] Vide p. 73.

discussed in specific terms. For the lack of common agreement on the number of essential features, and on the desirable attributes of each, there are at least two probable reasons: (1) the great variety of junior high schools (differing in size, grades included, and specific objectives) presents a complex total situation that is difficult to reduce to a pattern of organization; (2) the relative newness of the junior high school and its trial-and-error atmosphere both make it desirable to keep "special arrangements" fluid. In consequence, all that can reasonably be expected of a review of the literature on this topic is that it will identify arrangements of organization and administration that seem to be in harmony with current thinking about the primary functions, and that it will reveal significant trends, if any.

It is self-evident that the junior high school features cannot be considered in a one-to-one relationship with the primary functions, for the same feature may contribute to the fulfilment of several functions. To facilitate a systematic consideration of current thinking on features, therefore, six categories of "special arrangements" suggested by Koos have been adopted, and each is discussed initially as he interpreted the situation in 1955.[87] His analysis is then reviewed by reference to more recent studies.

Koos named his first category grade grouping, and asked this question: Is there an ideal combination of grades for the junior high school? He found that although the majority of junior high schools and junior high departments are included in the 6-6 and 6-3-3 patterns of organization, many factors still contribute to diversity. The junior

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[87]Koos, Junior High School Trends, Chaps. III - VIII.

high school, therefore, cannot be said to have an essential grade structure. However, other things being equal, if the school is to meet these desiderata: (1) ensure that the needs of early adolescents are paramount in the planning and organization of the school, (2) include in its classrooms the great majority of pupils at the beginning of adolescence, and (3) span the period of early adolescence (usually conceded to be ages 12-14)--then, there is little doubt that the ideal junior high school is a three-year institution embracing grades 7, 8, and 9.[88]

Despite the difficulty of separating content and method when examining the curriculum, Koos discussed curriculum organization as his second category. Recognizing fully that controversy over the ideal junior high school curriculum has prevented general agreement on the best means of organizing the materials of instruction to fulfil the junior high school functions, Koos and others have nonetheless identified some charactieristic features of curriculum organization.

To begin with, it is necessary to distinguish between organizational features that apply to the curriculum as a whole, and those that affect only single subjects or groups of subjects. Koos noted, for example, that junior high schools continue to be fertile fields for unit and problem methods, the development of resource units, curriculum

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[88]Koos, op. cit., pp. 44-46; Conant, op. cit., pp. 11, 41-45; Gene D. Maybee, "What Do We Believe About Grades to be Included, Desirable Size, Appropriate Locations, and the Facilities for Junior High Schools?" Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), pp. 5-7. (The article represents a synthesis of conference opinion.)

organization and evaluation by means of pupil-teacher cooperation, and experiments with "a diverse array of materials of instruction."[89] At the same time, this level has pioneered in the development of principles of general curriculum organization. For many years the junior high school tried to implement its functions of exploration, articulation, and differentiation by means of a diversified curriculum and specialization. Recently, however,

> among thoughtful educators there has been a growing conviction that whatever justification there may have been for a diversified curriculum in the early period of the junior high school's development has now disappeared. The holding power of the junior high school has now reached the saturation point....The rapidly increasing complexity of our society and the growing need for a far greater range and power of adjustment skills on the part of all, has given emphasis to the postponement of specialization on the one hand, and on the other hand to the prolongation of the period of general education in which common competencies can be more fully developed.[90]

This change of emphasis has inspired various "core" programs, each of which attempts to implement several of the primary functions, with the chief emphasis being on integration. The most revolutionary of these new programs, in terms of curriculum organization, is that built around a core of "experiences thought necessary for all learners in order to develop certain behavior competencies considered necessary for effective living in our democratic society"--the true core

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[89] Koos, op. cit., pp. 61-65. The quotation is from p. 65.

[90] Nelson L. Bossing, Principles of Secondary Education (second edition; Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1955), p. 413. It should be noted, however, that Koos thinks this "shrinkage of variables" may have gone so far that effective exploration, differentiation, and guidance are hampered. (Op. cit., p. 74.) For a more complete survey of trends in curriculum organization to 1955, see Gruhn and Douglass, op. cit., pp. 65-75, 78.

program.[91] This is a development of Dewey's experience curriculum that provides for the weakening of subject barriers, local determination of curriculum content, large blocks of teaching-learning time, and the use of special methods (such as the problem approach and pupil-teacher planning). Both Koos and Bossing concur in the importance of the core curriculum and core-class organization to the modern junior high school, considering it a true advance--albeit a very difficult one to effect--over earlier approaches to the basic problem of providing an adequate program for early adolescents. Among authorities consulted for this investigation, however, the most vigorous advocate of the core program is Gertrude Noar, who regards it as implicit in the functioning junior high school in a democracy.[92]

Whatever its merits, the core program is not the final word on curriculum organization for junior high schools. While it has zealous supporters, there is little direct evidence of its superiority at the junior high level. Recent writers have emphasized the need for research with various methods and media to determine the most effective ways of organizing and teaching valid curricular materials, and one authority has advocated a permanent national curriculum research laboratory to

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[91]Bossing, op. cit., pp. 401-403. He identifies three other common uses of "core" which he considers less valid: (1) the minimum essentials of a particular subject; (2) the constants in the total program; (3) various fusions, correlations, and broad fields that break down subject barriers. The quotation is from p. 403.

[92]Koos, op. cit., pp. 68-69; Bossing, op. cit., pp. 405, 412-413; Noar, op. cit., especially Chapters 2, 9, and 12, although the entire book develops the theme that the curriculum is "the very stream of dynamic activities that constitute the life of the young people and their elders." (P. 30)

determine the elements of instruction--the raw materials of the curriculum--for both individual and social needs.[93] Typical of the current approach to curriculum organization is this statement by a member of the NASSP Committee on Junior-High School Education:[94]

> It seems highly improbable that any one medium, conventional or new, is most effective with all kinds of pupils and for all instructional objectives....Our professional intuition, if not our research, emphasizes the importance of variety in classroom activities and should make us suspicious of the exclusive use of any instructional approach, day after day, for all learning situations.

Meanwhile, recent surveys of junior high school curriculum changes made in California and New York State which, according to their reviewer, probably typify developments elsewhere, indicate that extensive changes are taking place in content, scope, sequence, grade placement, basic requirements and special opportunities, remedial programs, and achievement standards--changes too numerous and complex to be summarized here. Of particular interest are the curriculum developments that should be correlative to new techniques such as team teaching, programmed instruction, instructional materials centres, and various technical aids to teaching. Thinking ahead to the desirable and probable curricular developments of the "sixties", the author of this survey predicts that

> the present competition among subject fields for student time and energy will be resolved by carefully conceived programs of <u>basic</u> and <u>depth</u> education. The essential facts, skills, and concepts in <u>all</u> subject areas needed by an effective citizen in today's world will be covered in the <u>basic education</u> phase, with all areas of

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[93] T.H. Briggs, "The Conant Report on Junior High Schools," <u>op. cit.</u>, p. 15.

[94] Mauritz Johnson Jr., "Needs for the Sixties," <u>Bulletin of the National Association of Secondary-School Principals</u>, XLVII (February, 1963), p. 11.

> knowledge being required every year that a student is in school.... Depth education will permit extensive study of particular fields of knowledge in accordance with individual student interests and talents.[95]

Closely related to curriculum organization is the third category of features suggested by Koos, departmentalization. For many years, despite the well-founded criticisms of Koos, Briggs, Pringle and others that it tended to negate the integration and articulation functions of the junior high school, and that it hindered the development of guidance programs, full departmentalization was one of the chief features of reorganized schools. In recent years, however, there has been a noticeable retreat from departmentalization in many junior high schools; and, as a major modification in school organization, principals have introduced block-time or multi-period scheduling, with or without full core programming. This change has been common in grades 7 and 8.

The advantages of departmentalization, especially the improvement of instruction through teacher and classroom specialization, were obvious from the beginnings of the movement for reorganization; its disadvantages, however, have taken longer to assess. Present-day writers have become concerned about the impersonal climate created by full departmentalization, and have recognized that the major aims of the junior high school can be fulfilled only if a sympathetic and friendly climate can be developed. While good guidance services undoubtedly help to establish this better climate, optimum results for integration,

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[95] J. Lloyd Trump, "Curriculum Changes for the Sixties," Bulletin of the National Association of Secondary-School Principals, XLVII (February, 1963), pp. 13-15. The quotation is from page 15.

articulation, differentiation, and guidance can probably be attained only through a compromise between departmentalization and unitary class organization. Hence, as Koos has emphasized, the retreat from departmentalization is more than a numerical trend; it is also an avenue to the overall improvement of instruction for junior high school youth.

That the block-time arrangement or other compromise with departmentalization has not become a universal feature of the modern junior high school seems to be due chiefly to two limiting factors: first, the difficulty of securing sufficient teachers who understand adolescents, have ability to handle several subject fields, and are proficient in block-time teaching skills; second, the widespread interest in new staff utilization techniques, such as team teaching, which have inspired re-thinking of the whole concept of teacher specialization. "It is generally held that a combination of several subjects taught by the same teacher in a block of time greater than one period contributes to fulfilling the junior high-school purpose." Only careful study and experimentation, however, can determine whether corresponding, or greater, assistance in fulfilling the functions of the junior high school--especially exploration, integration, and differentiation--may not result from a new kind of departmentalization employing the most modern teaching techniques and instructional aids.[96]

Koos' fourth category of features, provisions for individual

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[96]Koos, op. cit., Chap. V; Conant, op. cit., pp. 22-23; Delmer H. Battrick, op. cit., pp. 13-15; J. Lloyd Trump, "Curriculum Changes for the Sixties," op. cit., pp. 17-19. The quotation is from Battrick's article on "Team Teaching and Other Staff Utilization Practices," page 13.

differences, has already been considered briefly under current thinking about the function of differentiation, and it was noted that here, too, the junior high school is far from satisfied with its achievements. Two avenues to progress were suggested: (1) grouping for special purposes, and (2) more flexible teaching methods. These should now be examined for results.

It was evident when Koos wrote in 1955 that the term "homogeneous grouping" was rapidly falling into disuse, to be replaced by "ability grouping"--a term that suggests merely less heterogeneity than random grouping, and avoids the false assumption that true homogeneity is practicable in grouping for instruction. He found that ability grouping, while controversial, and by some considered hazardous to the growth of democratic values, was nonetheless characteristic of junior high schools. Moreover, there is some evidence that, at least in tool subjects, it makes for better teaching and improved scholastic achievement. Koos concluded that it is likely to remain a frequent means of differentiation until there is objective evidence to discredit it.[97] More recent writings have confirmed the continued use of this type of grouping--now sometimes called "performance grouping"--for instruction in the basic content and tool subjects, with multiple criteria (such as reading scores, I.Q., achievement test scores, school marks, personality traits like dependability and perseverence, and teacher ratings) being employed to effect placement of individual pupils. Of these, current thinking appears to favor reading as probably the most valuable single predictor

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[97] Koos, op. cit., pp. 129-132.

of performance level.[98]

As indicated in the previous reference to Clayton Buell's article, however, there is general agreement that ability grouping, as normally practiced, is not enough--even when based on multiple criteria. More special-purpose grouping is needed. This implies, on the one hand, that "grouping should be accomplished subject by subject, except, of course, in those subjects combined in block-time classes," with three levels of instruction per subject, although this is not a rigid requirement.[99] Alternatively, it implies special classes for exceptional children (gifted pupils, slow learners, and handicapped children) and for those who need remedial instruction. "Remedial classes," writes Koos, "rank, in realization and in promise, among the most prominent elements in the program for differentiation."[100]

The other avenue to progress in providing for individual differences, teachers' procedures with pupils in any type of grouping, has already been considered briefly in terms of subject organization and core programs. To attempt a comprehensive survey of current thinking

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[98]Conant, op. cit., p. 26; G.W. Ford, Marshall Miller, and William Spring, "Administrative Arrangements for Seventh-Eighth Grade School Programs," Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), p. 82; Report of the Second Upper Midwest Regional Conference on Junior High School Education, op. cit., p. 69.

[99]Conant, op. cit., p. 26; Buell, op. cit., p. 18; Report of the Second Upper Midwest Regional Conference on Junior High School Education, op. cit., p. 62. The quotation is from Conant.

[100]Koos, op. cit., p. 134. Chapter VIII of his book provides an excellent discussion of this whole matter of special classes. The topic is too extensive to be surveyed at greater length in this report. However, it should be noted that there are several relevant articles in the special issues of the Bulletin of the National Association of Secondary-School Principals already cited.

about methodology was not practicable in this investigation; however, a few principles seem to be generally accepted. First, the keynote of the modern teaching art is flexibility. For example, the unit approach, a standby of the junior high school for many years, has become much more than a method of subject organization, and

> today, the large-unit plan provides for much pupil participation in planning learning activities, numerous small-group activities, a variety of instructional activities, and self-evaluation by the pupils of their own progress.[101]

Even more revolutionary is the trend towards flexible scheduling; for example, an organization in which the standard daily schedule is replaced by a weekly or longer schedule embracing quotas of large-group instruction, small-group instruction, and independent study--handled by teaching teams.[102] As a second trend, attention to individual differences now implies a reduction in teacher load at the junior high school level--not simply through a lowering of the pupil-teacher ratio, although this is normally desirable, but by such means as variations in load according to the subject taught, a better balance of specialists (in particular, counselors and librarians) to total professional staff, the use of uncertificated personnel as teacher assistants for a variety of non-professional or semi-professional duties, and various techniques (such as team teaching) that reduce the number of separate preparations for

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[101]Gruhn and Douglass, op. cit., p. 36. Cf. Koos, op. cit., pp. 121-122; Noar, op. cit., pp. 19-20.

[102]J. Lloyd Trump, "Curriculum Changes for the Sixties," op. cit., p. 19; Report of the Middle Atlantic States Junior High School Conference, "New Dimensions in Junior High School Education," Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), pp. 55-56.

which each teacher is responsible.[103] Finally, if present-day signs are an indication of trends for the immediate future, "more technical aids to instruction will be employed and better use made of the technological resources presently available," including television, films, recordings, overhead projection, teaching machines, programmed textbooks, and other viewing, listening, and recording facilities. Moreover, "technology will also be available for students to use in independent study."[104]

Properly run, extra-class activities, selected by Koos as the fifth category of features, help the junior high school achieve all of its primary functions, but especially the functions of exploration, differentiation, and socialization. It is understandable, therefore, why the pupil activity program, already well-developed by the 1930's, has been expanded and improved, until today it is generally accepted as a vital part of the total educational program of the junior high school--no longer "extra-curricular", but "co-curricular".[105]

When he wrote in 1955, Koos identified these five main groups of extra-class activities, not all necessarily found in any one school: student government, clubs (social, subject, drama-literary, and special-interest being four sub-types), music activities, athletic activities, and student publications. Current thinking, as illustrated by the

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[103]Conant, op. cit., pp. 34-36; Trump, op. cit., p. 18; Report of the Second Upper Midwest Regional Conference on Junior High School Education, op. cit., pp. 69-70.

[104]Trump, op. cit., pp. 18-19.

[105]Koos, op. cit., pp. 85-87; Conant, op. cit., p. 22; An Instrument for the Self-Evaluation of Junior High Schools (Anderson), Section G; Junior High School Evaluative Criteria (Utah), p. 447.

representative evaluation manuals, does not use a standard grouping for the great range of activities it recognizes. However, it will be evident from the outline in Appendix A (seventh area) that present-day emphasis is similar to Koos', with perhaps more attention to the possibilities in homeroom and assembly programs.

Trends in the program of extra-class activities are difficult to identify, because schools differ so much in the range and emphasis of their individual programs. However, there seems to be general agreement that, at the junior high school level, some measure of student government is of vital importance in improving the group life of the school, and in developing an understanding of democracy. Indicative of current thinking is this extract from the discussions of the 1962 Annual Convention of the National Association of Secondary-School Principals:[106]

> A student council...should serve as a laboratory in which all students participate in the operation of the activity program of the school. At the same time it should provide an effective means for developing educational and personal growth commensurate with the needs of this age group.
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> The junior-high school student council should promote student participation, school welfare, good citizenship, leadership, and statesmanship, and it should develop responsibility.
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> . . . . . .
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> Schools in a free society must develop knowledge and capacity for thought in the individual citizen which will enable him to make wise and moral decisions and act upon them effectively. The student council, at the junior-high school level, is an ideal laboratory for such development.

By contrast, there seems to be a definite trend in the present-day

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[106]Pat Woosley, "What Should the Junior High School Student Council Be and Do?" Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), p. 22. (This article represents a synthesis of conference opinion.)

junior high school away from interscholastic competitive activities, especially athletics. Koos discussed this trend at some length, quoting from a 1954 report of the National Education Association to corroborate his belief that the junior high school should have an athletic program featuring a variety of activities, opportunities for improvement of body coordination, opportunities for group acceptance, and activities to promote fitness and poise for every pupil--only possible through intramural activities. Similar support for a strong intramural program and virtual elimination of interschool competition has more recently come from Gertrude Noar, and from conferences of junior high school administrators.[107]

Traditionally the operation of the program of extra-class activities has been handled partly through timetabled activity periods, and partly outside of the regular school day. In his 1959-60 survey of junior high schools, Dr. Conant noted that these two practices are still common.[108] However, schools that have adopted the core program have tended to merge much of the inter-class program in the core-class organization; and in such schools, as Noar has stressed in her discussion of the fulfilment of the junior high school's destiny, "activity ceases to belong to just one part of the day. It becomes respectable and welcomed as a process of learning."[109] Trump makes a corroborating

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[107]Koos, op. cit., pp. 97-101; Noar, op. cit., p. 18; Report of the Second Upper Midwest Regional Conference on Junior High School Education, op. cit., pp. 74-75.

[108]Conant, op. cit., p. 22.

[109]Noar, op. cit., pp. 18-19.

generalization, and suggests some means of implementing this merging, in the following prediction:[110]

> Distinctions between classroom activities and extraclass activities, as well as between in-school activities and out-of-school activities, will be lessened in the junior high school of the future ....The lengthened school day, week, and year, along with much greater use of community resources, will tend to bring about a greater integration of extraclass and out-of-school activities with what is now called the regular curricular program of the school.

The last category of features to be considered, the program of guidance, stems directly from one of the primary functions--the function considered by some authorities, already cited, to be the key to the effectiveness of the entire junior high school program. Yet, despite its obvious importance, confusion of connotation and difficulties of programming have made the guidance function one of the slowest to be implemented. That these difficulties are now being overcome, however, is evident from the abundant literature on the subject.

To recapitulate, it has already been shown that guidance is a service provided by the school to help each pupil with school problems or adjustments; moreover, that the guidance function can be fulfilled only if this service is available to the pupil when he needs it, and if it can help him with the great variety of personal needs that he experiences while at school--however irrelevant to the school's specific objectives some of them may seem to be. Thus, the essential nature of guidance is clear, even though there continues to be controversy over the extent to which the school should attempt to deal with matters (personal guidance) which have traditionally been the prerogative of

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[110] Trump, "The Junior High School Today and Tommorow," op. cit., p. 3.

home and church.[111] There is, however, much less general agreement on how the guidance service should be programmed, although current thinking identifies a few definite trends.

Discussing the rapid increase in guidance programs that was evident by 1955, Koos thought he could detect two special trends: (1) a decreasing emphasis on vocational guidance, coupled with recognition of many categories of guidance problems--seven of which are illustrated in his account; (2) an increased awareness of the possibilities of guidance through homerooms and "social-living" core programs. "Recent inquiries," he wrote, "have found that the homeroom is the most prevalent avenue of guidance provided in junior high schools," and a survey made in 1953 showed that ninety percent of junior high schools had homeroom periods for guidance and related purposes. Some schools have gone further in their reorganization, and have merged the homeroom activities and responsibilities in the core program.[112] This, according to Noar, is the ideal situation, because

> the classroom begins to approximate the home, and becomes the centre of confidence and belongingness out of which a really good school life can grow for every child; a place where needs are met and advice can be sought.[113]

Where this kind of reorganization has not been considered possible or desirable, however, intermediate arrangements, such as block-time scheduling, or the continuance of a homeroom teacher with the same class for

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[111] Vide pp. 85-86.

[112] Koos, op. cit., pp. 102-107. The quotation is from page 106.

[113] Noar, op. cit., p. 11.

two or more years, have been recommended.[114]

Thus, there is a trend in current thinking to consider homeroom teachers or core teachers the key personnel in the guidance program--the only members of the school staff who, with respect to their pupils, can reasonably hope to be both knowledgeable and available.[115] Even in situations where flexible scheduling routines tend to eliminate the homeroom as a basic unit of organization, today's educational leaders have shown an awareness of the need to ensure that features which help to implement differentiation do not at the same time become hazards to guidance, and have therefore recommended that pupils "should be fitted into groups where they may become acquainted and at ease with one another and with their teachers."[116]

While guidance by teacher-advisers may be the most obvious feature of junior high school guidance programs, it was not the only one which Koos found to be in general use. He mentioned cumulative records, anecdotal records, a testing program, an orientation program (including the use of a student handbook), special services (such as health, speech, and psychology), and special counselling as both common and desirable.[117] Conant, writing approximately five years later, has made it

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[114] Conant, op. cit., pp. 22-23.

[115] For an excellent account of how one junior high school is operating a guidance-oriented program for its classes, the reader is referred again to Francis X. Vogel's article, "Guidance in the Junior High School," op. cit., pp. 93-97.

[116] Report of the Middle Atlantic States Junior High School Conference, op. cit., p. 55.

[117] Koos, op. cit., pp. 104-118

clear that special features such as orientation and testing programs, and help with personal, social, and academic adjustments, cannot properly be left to homeroom or block-time teachers, but require guidance specialists--a point of view corroborated by other current writers.[118] In some schools, Conant reports, pupils are timetabled for regularly-scheduled group guidance instruction periods; but he does not consider this a desirable feature of junior high school guidance programs, except for vocational guidance in schools which experience a heavy drop-out rate in grades 9 and 10.[119]

Finally, it is important to keep in mind that homerooms, core programs, and guidance specialists are not the only mediums through which guidance services are provided. In a guidance-orientated school the guidance service is implicit in the organization of its courses, in the methods employed by its teachers, and in many phases of the extra-class program.[120]

The junior high school curriculum. In current literature on the junior high school, curriculum content is considered apart from curriculum organization. Traditionally, the curriculum was thought of as a relatively fixed body of subject matter, a portion of which was to be learned each year. Today, however,

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[118]Conant, op. cit., p. 27. Cf. Vogel, op. cit., p. 97; Angelo V. Boy and Henry L. Isaksen, "Ten Secondary School Counsellors Determine Their Role," Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), pp. 99-100.

[119]Conant, loc. cit.

[120]Gruhn and Douglass, op. cit., pp. 238-39, 257-61.

> the curriculum is coming to be though of as consisting of the total controlled environment created under the direction of the school, for the purpose of stimulating, influencing, and contributing to the wholesome growth and development of boys and girls.

It is thus a primary means of achieving accepted educational goals, and its content and related activities and methods should be selected with reference to their contributions to these ends.[121]

The discussion on pages 76-79 has shown that, while the ultimate goals of junior high school education have been generally accepted, no such concurrence may be found with respect to the specific objectives of the junior high school program. Thus, there can be no standard or characteristic junior high school curriculum at the present time. However, recent writers have tried to show that there is some common ground that can serve as a frame of reference for thinking about the essentials of a junior high program of studies.

Very important, because of its comprehensiveness, is the Gruhn and Douglass survey of significant trends in the content and organization of the junior high school curriculum, already referred to in footnote 90. They have identified eleven trends, as follows:[122]

1. The trend toward closer interrelation between the various subjects. It has taken several forms, including organization into broad fields, fusion of subjects, correlated courses, integrated or core courses, and the experience curriculum.

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[121] Ibid., pp. 61-63. The quotation is from page 61. [Italics in the original.]

[122] Gruhn and Douglass, op. cit., p. 65. Although some of these trends have already been discussed under the second category of features, curriculum organization, the entire list has been reproduced here for convenience of reference. Roughly, numbers 1 - 5 indicate trends in curriculum organization; the remainder, trends in curriculum content.

2. The trend toward greater participation by pupils in planning learning activities.
3. The trend toward the organization of course-of-study material and learning activities into large units.
4. The trend toward the use of resource units in place of, or as a supplement to, the typical conventional course of study.
5. The trend toward less dependence upon the textbook and greater flexibility in its use.
6. The trend toward the correlation of the curriculum with real-life activities outside the school.
7. The trend toward preparation for intelligent consumership and effective home life.
8. The trend toward more adequate preparation for intelligent citizenship.
9. The trend toward postponement of college-preparatory and vocational studies.
10. The trend away from large numbers of differentiated curriculums and courses and toward differentiation within curriculums and courses.
11. The trend toward general education as compared with special education; in other words, the trend toward emphasis upon teaching for the common needs of all youngsters rather than upon elective subjects in fields of special interests.

Another very important appraisal of common ground is that made by Conant. Selecting the best practices which he observed in the schools he visited, he recommends the following subject requirements and electives for the junior high school program of studies:

> The following subjects should be required of all pupils in grades 7 and 8: English (including heavy emphasis on reading skills and composition), social studies (including emphasis on history and geography), mathematics (arithmetic except as noted in Recommendation 2), and science.
>
> In addition, all pupils should receive instruction in art, music, and physical education. All girls should receive instruction in home economics and all boys instruction in idustrial arts....
>
> The instructional program in grades 7 and 8 is essentially a required program for all pupils; electives do not begin until grade 9. The required academic subjects--English, social studies, mathematics, and science--should be given one period a day for five days a week, or the equivalent. From my observations, 60 to 70 percent of weekly classroom time might well be devoted to these subjects.
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> A small fraction of pupils should start algebra (or one of the new brands of mathematics) in grade 8. Some, if not all, pupils should start the study of a modern foreign language on a conversational

basis with a bilingual teacher in grade 7. [Recommendation 2.] [123]

> In the ninth grade, the curriculum should provide for the usual sequential elective program as well as the continuation of the required courses in general education....For many pupils typing for personal use is a useful course and might well be included in a ninth-grade program if not before; it is a popular summer course in many schools.[124]

Thus, while there are many variations from school to school--a desirable situation, if the junior high school is to achieve its ultimate goal of providing a suitable program of education for every early adolescent--there seems to be general agreement that English, Social Studies, Mathematics, Science, Physical Education, Art, Music, and Homemaking or Industrial Arts should be required of all pupils in the junior high school, and that elective subjects, when offered, should be a minor part of the total program, confined mainly to the ninth grade.

However, as Briggs has forcefully emphasized in his discussion of "The Conant Report on Junior High Schools," it is content, rather than courses, that is really important. Under the sub-heading, The Curriculum is Paramount, he writes:[125]

> Although Dr. Conant makes general curricula recommendations for the junior high school, like many others, he is satisfied with naming courses of study without being concerned with their content. English, for example, may overemphasize any of its numerous elements--composition, oral or written; grammar, functional or not; literature,

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[123] Conant, op. cit., pp. 16-17.

[124] Ibid., p. 30. Cf. Gruhn and Douglass, op. cit., pp. 79-81 (outline of programs, grades 7-9, for three typical junior high schools); Ford, Miller, and Spring, op. cit., p. 83 (table of subjects offered in grades 7 and 8 in fifty schools in the San Francisco Bay area of the United States); Strickland, op. cit., pp. 71-76 (general discussion and outline of the desirable junior high school programs).

[125] Briggs, op. cit., p. 16.

> ancient or modern; prose or poetry; content or technique; biography; dramatics; and so on. Science may be wholly identification of specimens, or it may deal primarily with scientific thinking. In advocacy of a new mathematics course, a respected specialist has asserted that what is usually taught in high school algebra and geometry is largely useless. Foreign language teaching may be merely drills on grammar, vocabulary, and idiom without developing ability to speak or read. There may be neglect of what is of value in general education, the geography and history of the country, the Realia and Kultur of its people, and an appetizing introduction to their literature through translation.

He concludes, therefore, that the suggestion or implication that there is a standard or characteristic junior high school program may actually be harmful, unless attention is also drawn to the urgent need for research into desirable curriculum content.[126] This point of view has recently been re-emphasized by Dr. Mauritz Johnson of Cornell University, who writes of "the need for more and better materials of instruction, both of the conventional kinds and those representing newer technological developments."[127] Curriculum research is underway, but it has not yet produced a standard junior high school curriculum that may be used as criteria for evaluating the instructional program of any school using that title.[128]

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[126] Ibid.

[127] Johnson, op. cit., p. 11.

[128] Two excellent articles which illustrate current thinking about curriculum content are the following: (1) Strickland, "The Role and Significance of the Junior High School in the Total School Program," op. cit., pp. 73-76, and (2) McGlasson, Manlove, and Weldy, "Summary of Discussion Groups, Sixth Eastern North Central Junior High-School Regional Conference--Indiana University," op. cit., pp. 37-39. Strickland concludes that we now know enough about the developmental needs, interests, and abilities of the early adolescent to develop a rational curriculum for junior high schools--at least in its essentials. By contrast, the conference summary deals principally with desirable changes in emphasis in present-day curricula, and includes some discussion of the obstacles which must be overcome if we are to progress in the direction of a generally-acceptable curriculum for this level.

III. SUMMARY--PROGRESS IN THE DEVELOPMENT OF EVALUATIVE CRITERIA AND PROCEDURES FOR JUNIOR HIGH SCHOOLS

Notwithstanding the very real progress that has been made in recent years in adapting the principles and procedures originally developed for total-school evaluation of senior high schools to the needs of the intermediate level, much work remains to be done to prepare generally-acceptable instruments for junior high school evaluation. In particular, there is a need for evaluation manuals which have been organized in such manner that the fundamentals of junior high school education--the abiding aims, functions, features, and programs of this special school for early adolescents--form a continuous frame of reference.

Current manuals for junior high schools are useful, but incomplete, evaluation instruments. Through their arrangements of critical features, the best of them do provide workable methods of examining the vital aspects of any junior high school; moreover, by their selection of specific features for evaluation, and by their wording of summary evaluation questions, they identify by implication the provisions, conditions, and characteristics which are typical of good junior high schools. Despite this guidance with respect to critical features and desirable standards, however, the manuals do not answer the all-important question: Why are certain provisions, conditions, or characteristics desirable in a junior high school? Or, expressed in more technical terms, what are the ultimate criteria by which a particular junior high school should be evaluated? To answer these questions, one must understand the junior high school as a distinctive institution, differing on the one hand from the elementary school which sends pupils

to it, and on the other hand from the senior high school which receives its graduates.

From a very early stage in the movement for reorganization of secondary schools, the junior high school was conceived as a special school for a special age-group--roughly, the 12-14-year olds. As such, it gradually acquired a philosophy of its own, with generally-accepted aims and functions, and some common priorities with respect to organizational features and grade programs. Because of the diversity of schools using the title "junior high school", each with some special needs and goals of its own, no one has yet produced a standard formulation of specific objectives for junior high school programs. However, various statements of adolescent characteristics and needs have had a wide circulation, and current thinking about junior high school education leaves little doubt that there are generally-acceptable minimum requirements for a junior high school's total program. It is in this common ground that evaluative criteria for junior high schools must be sought.

The literature on junior high school education, which is the principal source for current thinking, emphasizes that a good junior high school gives evidence day by day that it is motivated and operated by carefully thought-out principles--preferably reduced to a clearly-worded, but concise, statement of philosophy and objectives--which reflect both the aims and characteristics of the ideal junior high school and its own individuality as an imperfect copy. More specifically, this implies that every aspect of the educational environment, organization, and total program of the school should be judged not only in terms of

its contribution to the fulfilment of local objectives, but also with respect to the abiding aims, functions, and features of the junior high school as an educational institution. These general criteria may be summarized as follows:

Basic Aims

1. To provide an effective program of education for early adolescents--one that emphasizes all aspects of maturing in that age-group, that makes instruction as functional as possible, that emphasizes general rather than specialized education, that recognizes and provides for each pupil as a distinct personality, and that tries to make the junior high school a functioning school community.

2. To provide for each pupil a satisfactory transition from the program of the elementary school to that of the senior high school or its equivalent.

Primary Functions

1. Integration--both vertical and horizontal, embracing not only subject-matter content, but also the multiple learnings needed for effective living today and the total integration of personality at that level.

2. Exploration--both extensive (through electives and a wide variety of learning experiences) and intensive (through the employment of flexible teaching-learning procedures).

3. Guidance--personal, educational, and vocational; an essential service to meet the varied and changing needs of early adolescents in these areas.

4. Differentiation--to meet the individual needs, interests, and abilities of early adolescents; with special emphasis on the individualization of instruction.

5. Socialization--helping pupils to understand the workings of human society, providing opportunities for them to learn the art of living together, and teaching them how to participate democratically in a variety of group situations.

6. Articulation--no longer stressing organizational and administrative devices, but rather plans and procedures to enable teachers to exchange ideas about children and teaching, and freedom for teachers to use program and method as means of helping pupils become more adaptable.

Characteristic Features

1. A program of three grades: 7, 8, and 9.

2. Continued emphasis on flexibility in the organization of curriculum materials and the desirability of pupil-teacher planning when feasible; current attention to new techniques such as team teaching, programmed instruction, and the use of various technical teaching aids for both classroom instruction and independent study.

3. Continued employment of teacher specialization, but with increasing attention to arrangements (such as block-time scheduling and homeroom multi-class assignments) which counteract the impersonal climate of a fully-departmentalized program.

4. Attention to individual differences through such means as "performance grouping" by subjects (rather than "ability grouping" by grades), special classes for exceptional children (gifted as well as retarded), flexible scheduling of several kinds (including the large-group, small-group, and independent-study arrangements characteristic of team teaching), a better balance of specialists to total professional staff (especially with respect to library and guidance personnel), and the employment of modern technology to help students explore their special interests and develop essential skills.

5. A varied program of extra-class activities (such as the student council, homerooms and assemblies, a limited number of special-interest clubs and related activities, and intramural sports) operated in both timetabled activity periods and out-of-school periods, with recognition of a trend towards the gradual elimination of the distinction between curricular and co-curricular programs.

6. Provision of guidance services, through both homeroom teacher-counsellors and specialists, with increasing emphasis on the guidance-oriented school, and on arrangements which make guidance services--especially counselling--available to the pupil whenever he needs them.

The Curriculum

1. Continued emphasis on the traditional subjects of junior high school programs, including obligatory courses not only in the basic academic disciplines (English, Social Studies, Mathematics, and Science), but also in Art, Music, Physical Education, and the Practical Arts--with, however, growing recognition of the need for research to determine curriculum content.

2. Increasing stress on flexibility as the keynote to successful

junior high programs for "the sixties".

In conclusion, current thinking makes it abundantly clear that there is no typical junior high school to serve as a pattern for the appraisal of other schools bearing that title, although there are identifiable characteristics which can serve as tentative evaluative criteria. It continues, moreover, to stress the desirability of having a locally-formulated statement of philosophy and objectives as the anchor for any self-evaluation program.

CHAPTER IV

A PROJECT IN TOTAL-SCHOOL EVALUATION AT THE J.B. MITCHELL JUNIOR HIGH SCHOOL

The research which has been reported in Chapter II, Chapter III, and Appendix A provided the investigator with the means (in terms of critical features, evaluative criteria, and self-evaluation procedures) to guide the continued development of J.B. Mitchell Junior High School. The first stage of the improvement program, a tentative total-school evaluation project carried out over a two-year period, is outlined and recorded in the following three chapters, with Chapter IV providing the details of setting, scope, sources, and method.

I. THE SETTING--THE SCHOOL IN THE SYSTEM

J.B. Mitchell School--Some Relevant Facts

Opened in 1956, with an original plant of sixteen classrooms and an auditorium-gymnasium, J.B. Mitchell School has twice been expanded; in September, 1963, it reopened with twenty-eight classrooms, including two new laboratories for Home Economics. It is, therefore, a growing school.

J.B. Mitchell is one of approximately twenty-one schools in the Winnipeg School Division with junior high grades, and one of seven that have only Grades VII, VIII, and IX.[1] It is organized on departmental

[1]As in most systems, school organization varies from year to year; hence, these figures can only be approximations. Winnipeg has three common arrangements for the junior high grades: (1) as a top to an elementary school, (2) as a separate three-year school, and (3) as the lower division of a six-year secondary school. In 1963-1964 there were seven junior-senior high schools in the Division.

lines, with most teachers specializing in two subject areas and handling classes in two of the three grades. The school follows a program for Grades VII - IX that is laid down by the Manitoba provincial Department of Education; and, in addition, it operates extra-curricular activities of the types that have become characteristic of junior high organizations. Thus, in name, pupil population, organization, and program the J.B. Mitchell School purports to be a junior high school.

The full import of "junior high school" in this instance, however, cannot be shown until brief consideration has been given to the provincial public school system in which J.B. Mitchell operates.

The Junior High School in Manitoba

In the brief history of the junior high school that was included with Chapter III, it was noted that, following the adoption of the 6-3-3 plan of organization by the City of Winnipeg in 1924, there was a gradual spread of the junior high school idea throughout Manitoba. It would be misleading, however, to assume that the 6-3-3 plan, with its separate three-year junior high school, became the characteristic pattern of school organization for this province. On the contrary, for many years the 9-3 plan was basic to all but a few urban centres, and since 1959, with the introduction of the larger divisions for secondary schools, this has given way to a general 8-4 plan for rural Manitoba. According to the official records of the Department of Education, in May, 1963, there were only twenty-nine schools classified as junior high schools in this province, almost all of them in the area of Metropolitan Winnipeg.[2]

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[2]Information obtained by telephone from the Office of the Minister of Education, May 30, 1963.

The Manitoba public school system, therefore, cannot be said to follow a universal plan of organization, with the junior high school an integral part.

It does, however, have a province-wide instructional program. Manitoba public schools operate under statutes of the Provincial Legislature, and are administered by a Minister of Education working through the provincial Department of Education. At the local level, each school is under the direct operational control of an elected school board. While these local boards have considerable authority over the financing, staffing, and general organization of their schools, they have virtually no responsibility for the curriculum or courses of study. The entire system is divided for instructional arrangements into three levels: Elementary (Grades I - VI), Junior High (Grades VII - IX), and Senior High (Grades X - XII), with an authorized program of studies for each. Little freedom is given to the school board, or to the staff of the individual school, to depart from either the official courses of study or the authorized textbooks and reference works.[3]

"Junior high school" in Manitoba, therefore, means first of all a program of instruction for Grades VII - IX, and only to a limited degree a type of school organization.

Implications for a Program of Self-Evaluation

It is evident from this brief account of the school in the system

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[3]The objectives, content, and authorized instructional materials for the junior high grades are laid down in the General Introduction to the Curriculum for the Junior High Grades of the Manitoba Schools (Winnipeg: R. S. Evans, Queen's Printer, 1958)

that J.B. Mitchell, whatever claim it has to be a bona fide junior high school, operates under conditions that are significantly different--by reason of the highly-centralized system of which it is a part--from those presumed by the authors of the representative evaluation manuals to be standard for junior high schools. Perhaps the most obvious illustration of this may be found in the first evaluation area, Philosophy and Objectives.

It is an axiom of present-day evaluation theory that the focal point of any self-evaluation project involving a particular school should be the locally-prepared statement of philosophy and objectives.[4] In the evaluation of the J.B. Mitchell School, however, such a statement cannot play an equally determinative role. If the statement purports to be a set of "working drawings" for the school, it can be a true reflection of its individuality only if it presents the thinking of the staff with respect to the special (local) problems of the school. However, as J.B. Mitchell School is obviously not free to plan a program of instruction to fit the special needs of its pupils and community, as it sees them, its statement of philosophy and objectives can be little more than a re-wording of the abiding aims and functions of the junior high school as an educational institution and an interpretation of the special prescriptions of the local and provincial authorities. In such measure as a statement prepared under these conditions makes the objectives of junior high school education more meaningful to the staff, it has an important function in a self-evaluation project--but apparently not the equivalent function to a statement of philosophy and

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[4]<u>Vide</u> pp. 22, 37, and 140 (footnote 1).

objectives prepared by an American junior high school in California or Connecticut, for example.

When all of the evaluation areas had been examined in the light of the restrictions of a highly-centralized system, two general implications for this evaluation project came into focus. In the first place, because they have been developed for schools in a different setting, American junior high school evaluation instruments are in general not suitable for direct application to schools in the province of Manitoba. Secondly, in view of this project's primary aim of establishing needs and priorities for an action program, it would be logical to concentrate on the evaluation of those areas and sub-areas which are most directly under the control of, or subject to influence by, the J.B. Mitchell School's own staff.

II. SCOPE OF THE PROJECT

Limiting Factors

The boundaries of this project were soon defined by four practical considerations. In the first place, as already indicated, none of the representative evaluation manuals could be used as a ready-made instrument for the evaluation of J.B. Mitchell School. Not only did the restrictions of the school's setting tend to negate the self-determining principle underlying their preparation, but each one offered either too little or too much: it was too limited in scope, or too detailed in application.[5] Consequently, as an evaluation instrument had to be prepared

[5]Typical of those manuals considered by the investigator to be too limited in scope are numbers V and VI in Table II, p. 38. The others, including the National Study's Evaluative Criteria for Junior High Schools (1963), are too complex in organization and too detailed in application to be used for a tentative total-school evaluation.

especially for this project, it was essential to restrict both the range and the depth of the sampling. Secondly, while the discussion in Chapter II (Division III) has made it clear that an evaluation should be comprehensive, there was no practical way to give equal emphasis to the critical areas and sub-areas in an initial evaluation of the school. Thirdly, although this project was carried out with the approval of the proper school authorities, it was not an official or sponsored investigation. Not only did the work at each stage--even the collection of data in the school--have to be done largely outside of regular working hours, but the entire undertaking, because of its unofficial status, had to be virtually a one-man job. Staff members, including those on the Advisory Committee, were not free in school time for other than informal discussions--except on a few occasions, documented in subsequent chapters, when a sub-area or group of features that seemed to need immediate action could be added to the already crowded agenda of a general staff meeting. Furthermore, clerical assistance was limited to duplication of questionnaires and guide sheets, and assistance with tabulations.[6] In consequence, this initial evaluation of J.B. Mitchell School was limited in both scope and method by a serious shortage of time, talent, and resources. Fourthly, the very nature of the inquiry, the fact that it was an attempt to evaluate a school at a particular

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[6]By contrast, it is evident from a study of American evaluation procedures that they presuppose (1) the availability of time in school hours for staff meetings and research, (2) almost unlimited clerical assistance, and (3) substantial material resources: printed checklists, copies of manuals for all staff members, and funds for the expenses of a visiting committee, as a minimum.

stage in its growth, and to develop from this evaluation a self-improvement program for immediate action, set limits to the thoroughness with which the school as a whole, or any aspect of it, could be investigated.

To sum up, it was clear that, by reason of the limiting factors, the overall objective of the project would be a tentative evaluation of the J.B. Mitchell School--an evaluation that would be comprehensive in breadth, but limited in depth; that would inspect the whole, but examine thoroughly only a few parts; that would appraise the present, but emphasize directions for the future. It would, however, go far beyond the limited type of evaluation discussed in Chapter II.[7]

Selection and Emphasis in This Tentative Evaluation

With full consciousness of the limiting factors, the investigator attempted an initial evaluation of the J.B. Mitchell School embracing six of the major areas and nineteen of the sub-areas emphasized by the representative evaluation manuals.[8] In broad perspective, the scope of this self-evaluation project is defined by the following outline:

Major Areas	Sub-areas	Principal Divisions of Critical Features
Philosophy and Objectives	The Provincial System	The Philsosphy of the Manitoba Public School System Basic Principles of Junior High School Education in Manitoba

[7] *Vide* pp. 32-35.

[8] *Vide* Table II, p. 38.

	The Local School Division Winnipeg #1	Interpretation of Philosophy and Objectives of the Provincial System for Guidance of Local School Staffs
		Recognition of the Special Responsibilities of the Division for the Instructional Program
	The Local School-- J.B. Mitchell	Freedom and Responsibility for a Local School Philosophy
		Procedure for Developing the Local School Formulation of Philosophy and Objectives
		Composition of the Local Formulation of Philosophy and Objectives
		Implementation of the Philosophy and Objectives Adopted for J.B. Mitchell School
Pupil Population and School Community	Pupil Population	Characteristics of Junior High School Pupils
		Data on Pupils
		Drop-out and Follow-up Studies
	The Community	Resources and Needs of the Community Relative to Education
		Informal Educational Influences
		The Role of Lay Groups in the School's Total Program
Staff	Administrative Staff	Professional Organization and Relationships
		The Principal as a Person
		The Principal as an Administrator
		The Principal as an Educational Leader
	Instructional Staff	General Appraisal
		Individual Staff Member
	Other Staff	(limited evaluation)
Physical Facilities	Site and Grounds	(limited evaluation)
	Building Design and Condition	General Features
		Administrative and Service Units
		Classrooms
		Special Areas for the Junior High School Program

	Equipment and Services	General Features Equipment and Services for Administrative and Service Units Equipment and Services for Classrooms Equipment and Services for Special Areas for the Junior High School Program
	Instructional Aids	General Features Instructional Aids for Special Subject Areas
Program (General)	Content	Inventory of Subject Offerings and Special Programs Provisions for General Education Provisions for Aiding Personal Development of the Pupil Provisions for Training and Education for Practical Citizenship Provisions for Vocational Orientation Unique Features of the Program of This School
	Curriculum Development Procedures	Responsibility for Curriculum Development Facilities for Curriculum Development Procedure for Determining Grade Placement of Content Factors Determining the Current Curriculum--Relative Influences
	Organization and Administration	Philosophical Bases of School Organization Inventory of Scheduling Practices in This School Special Provisions to Promote the Primary Functions of the Junior High School
	Instructional Activities	Relative Importance of Certain Influences in the Planning and Preparation of Instructional Activities Evidence of the Use of Varied Teaching Aids and Methods Evidence of Teacher Planning at the Classroom Level to Achieve Special Departmental Objectives

	Evaluation Procedures	Evaluation in Terms of Measurable Achievement Evaluation in Terms of Life Situations Procedures for Continuous Evaluation of the Instructional Program at J.B. Mitchell School
Co-curriculum	Organization and Management	Principles Governing Planning and Operation of the Co-curricular Program Organization of Co-curricular Program Physical and Material Provisions for Co-curricular Program
	The Activity Program	Student Government Homerooms and Assemblies Student Publications Clubs and Other Special-Interest Activities Co-curricular Physical Activities

Primarily for economy of time, this initial evaluation of J.B. Mitchell School omitted or curtailed the examination of several important aspects of the total-school situation. Program (Special Areas) and Student Services, two major areas identified in Table II, have received no direct attention, other than inclusion in the analysis of critical features (Appendix A)--albeit several features of the latter have been examined and reported as aspects of other areas. Moreover, the second and seventh areas (Table II) have each been reorganized into two sub-areas, and parts of Staff and Physical Facilities respectively have received only limited appraisals.

Not so evident from a study of this outline is the relative emphasis given to each area or sub-area, although some indication may be gained from the breakdown into Principal Divisions of Critical Features. In brief, working on the premise that an initial evaluation should

emphasize those areas and sub-areas which seem to offer the best prospects for an action program, the investigator gave primary attention to Physical Facilities, Program (General), and Co-curriculum. Secondary emphasis was given to the first and second evaluation areas (Philosophy and Objectives, Pupil Population and School Community), while the third area (Staff) was given only a cursory examination at this stage. Within each area or sub-area, moreover, thoroughness of evaluation has been relative to the availability of data and/or criteria.

While this synopsis provides an overview of objectives for the project, the full scope can be defined only in terms of the specific features examined within each sub-area. The complete outline of features, being too detailed to be included in a general exposition of method, has been arranged as a series of introductory sections to the sub-areas discussed in Chapters V and VI.

Participation by Staff and Students

As a self-evaluation project, this one ideally should have had full staff participation, with possibly limited assistance from parents and pupils. As already indicated, however, it had to be largely a one-man undertaking--a principal's tentative evaluation of his school. At different stages, nonetheless, both staff and students were actively involved, especially the former. For example, in the spring of 1961, when the project was at the initial planning stage, the entire instructional staff was briefed at a regular staff meeting, and an eight-member Evaluation Advisory Committee was selected. From that time until the end of the 1962-1963 school year, all staff members were kept posted through periodic reports and discussions at general staff meetings, and

by means of special memoranda on the evaluation project.[9] They, in turn, assisted by collecting and contributing data, by helping to clarify the implications of those matters which were discussed at staff meetings, and by their general interest.[10] At the same time, members of the Advisory Committee prepared special reports, on request, and gave valuable assistance as advisers and resource persons.

That staff members, particularly the Advisory Committee, did not play a greater role in this investigation was due partly to the shortage of "free time" for meetings and completion of special reports, but mainly to the inability of the investigator to keep this project under way and at the same time handle the more complex organization that would have been necessitated by a true self-evaluation of the school.[11] For instance, from October, 1962, to February, 1963, the Advisory Committee was particularly active in the evaluation of area one, Philosophy and Objectives, through meetings, discussions with the investigator, and the preparation of individual appraisals of selected critical features. However, by the time all members had completed their reports on this area, the investigator was working several sub-areas ahead in an endeavour to complete the evaluation of all aspects of the educational

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[9]Five special memoranda, three of them addressed to Members of the Advisory Committee, were distributed to all staff members during that year. All have been included in Appendix B.

[10]Some aspects of all six major evaluation areas were discussed at staff meetings during the period of this project, but most direct attention was given to Co-curriculum.

[11]This is not to imply that in a total-school evaluation in the fullest sense lack of "free time" for staff might not be the primary limiting factor.

environment within that school year.[12] Thus, as it was by that time apparent that the plan to have members of the Advisory Committee submit individual reports on certain critical features was not workable under existing conditions, this aspect of the original procedure was discontinued, and the Committee's role became a more informal one.

Similarly, it had been part of the original plan to survey the reactions of both parents and pupils to certain phases of the school's operation, and questionnaires were drafted for this purpose. In the light of the very restricted use made of such sources in the evaluation manuals, however, and as one means of keeping the entire investigation within practical bounds, this approach was abandoned. No attempt was made to obtain formal parent evaluations in this initial evaluation of the school, and direct pupil participation was confined to the completion by each pupil of a questionnaire relative to Co-curriculum.

III. SOURCES

This self-evaluation project required data of three kinds: (1) critical features, (2) evaluative criteria, and (3) information about J.B. Mitchell School. The sources of the critical features and evaluative criteria having been discussed in Chapters II and III,[13] it now remains to outline briefly how information of the third kind was obtained.

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[12] While 1962-1963 was devoted mainly to the areas reported in Chapter V, and 1963-1964 to those reported in Chapter VI, there was inevitably much overlapping in all phases of the investigation

[13] <u>Vide</u> especially pp. 36-42, 54-56, 75-76, 115-19, and Appendix A.

Data concerning the provisions, conditions, and characteristics of J.B. Mitchell School were procured from five main sources. The first, and most important, was controlled observation--probing by the investigator in accordance with a procedure described in Division IV of this chapter. A second source, affecting virtually all aspects of this project, was the collective knowledge of the staff itself, supplied --especially for the inventory phase of the investigation--under three circumstances: (1) through Advisory Committee meetings and reports, (2) through general staff meetings, (3) through private conversations with the investigator. For two of the principal evaluation areas, Staff and Co-curriculum, duplicated questionnaires were used. Fourthly, local school records and documents (including minutes of staff meetings, the regular JBM Bulletin, and an administrative handbook supplied to all teachers) provided information for several sub-areas: particularly for Data on Pupils (Pupil Population and School Community) and Organization and Administration (Program (General)). Finally, official publications of the Manitoba Department of Education and the Winnipeg School Division were essential sources for the areas on Philosophy and Objectives and Program (General). Other, less important, sources that have been used for special purposes are acknowledged in footnotes.

IV. PROCEDURE

The Basic Method

Having considered the relative merits of the procedures recommended by the representative evaluation manuals, the investigator selected the synoptic-outline method, and W.G. Anderson's special version

of it, as the most practical procedure for this project.[14] This decision necessitated the preparation of a suitable evaluation instrument.[15]

The Evaluation Instrument

Providing for the essential components. To provide for total-school evaluation, an instrument, regardless of format or detail, must have these four components:

1. An easily-comprehended organization of critical areas, sub-areas, and specific features for evaluation.

2. Data-processing forms or other economical means of collecting and arranging information about the critical features.

3. Procedures for judging the provisions, conditions, or characteristics of the school--the data collected under step two--in terms of the evaluative criteria.

4. Procedures for synthesizing the individual evaluations relative to any sub-area into a comprehensive judgment of worth, with its implications for an action program.

In both the 1960 and 1963 editions of the National Study's Evaluative Criteria, for example, each chapter (representing an area or sub-area for evaluation) is divided into sections and sub-sections, each of which in turn has its own Checklist, Evaluations (key questions), and space for Comments. Through this arrangement, the first three requirements

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[14] Vide pp. 43-46 for a brief appraisal of evaluation procedures. The Anderson three-phase appraoch, together with its special terminology, has been adapted from An Instrument for the Self-Evaluation of Junior High Schools, with permission of the author.

[15] Vide pp. 51-56 for a discussion of the limitations of existing evaluation instruments for junior high schools. While the Anderson manual was considered the most suitable for a project of this kind, it could not have been applied to a school in the Manitoba setting without extensive re-writing. Hence, it was used as a guide to procedure rather than as an evaluation tool.

for an evaluation manual have been met; moreover, some provision has been made for the fourth. Then, by including two summary sections (entitled Special Characteristics and General Evaluation respectively) at the end of each chapter, and by adding special chapters for Statistical Summary and Graphic Summary of the entire evaluation, the authors of these manuals have completed the requirements for the four essential components.[16] By contrast, in the Anderson manual each chapter (representing one of the eight major areas) has three parallel synoptic outlines, but with differently-worded questions or directions relating to specific features, to take care of the inventory, evaluation, and action phases respectively.[17] Like the other manuals, this one has satisfied the second requirement--the provision of ready-made means for collecting and arranging data--by leaving appropriate blanks on each page of the outline.

The procedure developed for this project employed the synoptic-outline principle, and Anderson's three-phase approach, without the benefit of a printed evaluation instrument. Hence, as some abridgment was necessary, three main procedural modifications were made, as follows: (1) in place of three parallel synoptic outlines, a single outline of critical features was used for each sub-area; (2) in place of questions and directions as means of isolating specific features for examination or appraisal, each section of the outline of critical features was arranged in the form of an essay plan--thereby making clear,

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[16] Vide pp. 24-28 for a description of the organization of Evaluative Criteria, 1940 Edition, the prototype of these manuals.

[17] Vide pp. 44-45 for a review of these terms.

in most instances, the question(s) which should logically be asked; (3) in place of blanks left in corresponding sections of the three outlines, each feature or group of features was examined by means of a basic data-processing form.[18] In this way, the investigator obtained a practical evaluation instrument that had all the requisites for comprehensive evaluation without the complexity and bias of instruments prepared for other localities or purposes.

Handling the evaluation of each sub-area. In the Anderson method, careful consideration of each unit selected for evaluation is assured by viewing it from three points of view.[19] Re-defined for purposes of this project, the three phases of this method are the following:

Phase I	INVENTORY -- the descriptive phase. What is the situation, or what is being done relative to these features, at the present time?
Phase II	EVALUATION -- the judgment phase. To what extent is the present situation, program, or service fulfilling the abiding aims and functions of the junior high school and/or the special objectives of J.B. Mitchell School?

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[18] A copy will be found in Appendix B. As it was first used for reports submitted by members of the special staff committee, this evaluation tool was printed as the Advisory Committee Reporting Form. However, the same basic form served equally well for reports on specific features prepared by the investigator himself, and, with its headings transferred to large sheets (12" by 18"), as a means of summarizing Inventory, Evaluation, and Action Program respectively for certain principal divisions--especially in the handling of Physical Facilities and Program (General).

[19] Whereas Anderson uses the "category" (evaluation area) as the basic unit, this project has been organized to handle the more manageable sub-area.

Phase III ACTION PROGRAM -- the self-improvement phase. Considering the philosophy and objectives of the school, the special needs of its pupils, and the general criterion of practicability, what should the principal and staff of J.B. Mitchell be doing to improve the provisions, conditions, or characteristics of the school that have been examined in this unit?

By systematically employing this three-phase approach, with modifications as indicated, the investigator was able to examine and appraise, with objectivity appropriate to a tentative evaluation, the nineteen sub-areas outlined earlier in this chapter. With two exceptions, moreover, he followed these four steps in investigating each one:[20]

1. Selection of critical features. As a first step, critical features relative to the sub-area were taken from Appendix A, abridged to meet the requirements of a tentative evaluation, and modified (if necessary) to fit the situation at J.B. Mitchell School. The features thereby selected were then arranged in essay-plan form--the most economical method of focusing attention on relationships, while at the same time providing a framework for reports on the findings.[21]

2. Inventory of relevant provisions, conditions, or characteristics. To begin the inventory phase, several data-processing forms were then prepared, each one providing for the examination of a group of related critical features. When the relevant facts--the present status of the school with respect to each group of features --had been entered, the data were summarized in accordance with the synoptic-outline procedure. The resultant paragraphs, organized according to the outline of critical features, collectively comprised the Inventory--the statement of relevant provisions,

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[20] The exceptions are those annotated on page 127 as "limited evaluation".

[21] The isolation of critical features for each sub-area had to be somewhat arbitrary, as there is virtually no limit to the number which can be identified with respect to a particular sub-area. Thus, even the common ground of Appendix A had sometimes to be further re-grouped to provide practical features.

conditions, or characteristics--for this sub-area.[22]

3. Evaluation of the situations thereby revealed. To complete Phase II of this approach with respect to each sub-area, the situations revealed by step two were evaluated in terms of the criteria described in Chapter III, as applicable. More specifically, each was considered in the light of the following hierarchy of standards: (1) the explicit requirements for an ideal junior high school, insofar as they have been "standardized" by the literature; (2) the implicit requirements of the relevant outline of critical features; (3) the self-evident or common-knowledge requirements for all good schools. The resultant judgments were added to the appropriate data-processing forms, and these in turn were consolidated into the Evaluation of the sub-area--a tentative appraisal primarily of value for its implications for a self-improvement program.[23]

4. Analysis of implications for the action program. As a final step, the weaknesses which, in the investigator's judgment, were made evident by this evaluation were noted, feature by feature, on the data-processing forms; then, considered in the light of the practical possibilities for local action, these notes were consolidated into recommendations for the action program--with emphasis on changes in school routine and special studies that could be implemented by the principal and staff.

The report on these nineteen sub-areas aims to present a fairly comprehensive description of the J.B. Mitchell School and its total program, except for those aspects omitted from the initial evaluation,

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[22]In an undertaking as complex as this project, exceptions to general procedure were inevitable. Thus, in a few instances, notably when handling the second and third evaluation areas, the inventory for a sub-area has omitted reference to some of the relevant features (relevant, that is, to J.B. Mitchell School) because either data or criteria were not readily available--an illustration of the limiting factors previously considered.

[23]Vide the Summary to Chapter III. Special criteria problems for specific sub-areas have been discussed in context in the Evaluations of this report. Examples of these three types of standard would be the following: (1) explicit criteria--the exposition of current thinking about the exploration function (pp. 82-85); (2) implicit criteria--the assumption that an adequate formulation of philosophy and objectives for a particular junior high school will include a summary of relevant aims, objectives, and functions (page 141); (3) self-evident criteria--the desirable storage space for different kinds of equipment and supplies.

but gives a more limited evaluation in the narrow sense. The emphasis on Phase I, Inventory, reflects the investigator's conviction that the first stage of any long-range program to guide the continued development of a school should ensure that its participants have a thorough knowledge and understanding of plant and facilities, organization and program, and other primary aspects of the total situation--leaving some facets of the judgment phase to be investigated as part of the action program.

Organization of the Self-Evaluation Report

In a full-scale comprehensive evaluation, each of the six general areas selected for this project would merit a chapter apiece in the report. However, as the investigation of J.B. Mitchell School aimed only at a tentative evaluation, and as some of the areas had to be examined in a cursory fashion, it was decided to organize the report into two chapters: the first, to comprise the "foundation areas" of Philosophy and Objectives, Pupil Population and School Community, Staff, and Physical Facilities; the second, to embrace the "curriculum areas" of Program (General) and Co-curriculum. Collectively the two chapters have seven divisions, each representing the initial evaluation of one of the general areas.[24] These divisions, in turn, are sub-divided into two or more principal sections, each reporting in a four-part sequence--Critical Features, Inventory, Evaluation, and Action Program--the findings with respect to one of the sub-areas.

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[24]While only six general areas have been evaluated in this project, a short division has been included in Chapter VI to provide some awareness of the problems inherent in the evaluation of Program (Special Areas).

CHAPTER V

TENTATIVE EVALUATION--THE EDUCATIONAL ENVIRONMENT

While the inclusion of Philosophy and Objectives, Pupil Population and School Community, Staff, and Physical Facilities in a single chapter represents a somewhat arbitrary arrangement, these four areas do have common ground; each contributes to pupil achievement by providing special conditions and influences--be they philosophical, cultural, personal, or physical--which give direction to the instructional program, or provide the means to implement it.

I. PHILOSOPHY AND OBJECTIVES

The logical starting point for a comprehensive evaluation of a school is the appraisal of its philosophical environment; the educational philosophy and specific goals underlying its total program, including those of the higher authorities under which it operates.[1]

The Provincial System

Critical features.[2]

A. The Philosophy of the Manitoba Public School System

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[1] Vide pp. 22 and 37. For more explicit corroboration of this point of view, the reader is referred to the following standard references: Gruhn and Douglass, The Modern Junior High School (New York: The Ronald Press Company, 1956), pp. 37-38; Evaluative Criteria for Junior High Schools (Washington, D.C.: National Study of Secondary School Evaluation, 1963), pp. 3-4, 25.

[2] The organization of education in Manitoba warrants the examination of Philosophy and Objectives in three sub-areas; hence, the critical features from Appendix A have had to be re-organized and expanded to fit the local situation.

1. The meaning of education, and the school's role in educating youth
2. The place of the junior high school in the Manitoba system

B. Basic Principles of Junior High School Education in Manitoba
1. Aims, objectives, and functions relative to junior high schools
2. Principles of learning and instruction applicable to this level
3. The nature of the junior high school curriculum in Manitoba

Inventory. The working philosophy of J.B. Mitchell School reflects the aims and objectives of the provincial system. These are to be found, insofar as they have been formally stated, in the general introductions to the programs of study for the three levels of the Manitoba public school system. No attempt has been made in the preparation of these publications to formulate a complete statement of the philosophy underlying this system. However, the following typical statements provide some insight into prescribed aims and objectives.

> An educational system is usually oriented upon the philosophy of the culture which supports it.
> . . . . . .
> Broadly conceived, the functions of education in a democratic society are to maintain, transmit, and improve the cultural inheritance. To perform these functions efficiently, the educational system itself must of necessity be essentially democratic in all respects.[3]

> These [democratic] values give direction to education for social competence; they indicate that its aim is to develop individuals who have respect for others, who can co-operate in group activity, use their intelligence, and have faith in the future.[4]

> The two major objectives of education in a democracy are:
> 1. The development of broad literacy, and
> 2. The promotion of democratic citizenship.
>
> A complementary relationship exists between these two objectives. Broad literacy does not of itself guarantee democratic citizenship.

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[3]Manitoba Department of Education, General Introduction and Social Studies, Grades I - VI (Winnipeg: C.E. Leech, King's Printer, 1950), p. 5.

[4]Ibid., p. 6.

On the other hand democratic citizenship cannot be developed apart from broad literacy. The two objectives are inseparable.

. . . . . .

The Elementary and Junior High School Programmes are developed in terms of these two objectives. The Senior High School Programme is designed to extend them.[5]

Furthermore, nowhere in the official publications of the Department of Education is there a specific formulation of the philosophy of the junior high school grades. The only evidence of an underlying philosophy is to be found in a section of the curriculum guide entitled "Basic Principles", which is presented mainly in outline form, and reads as follows:[6]

A SUMMARY (for the busy teacher)
The curriculum should be determined by a consideration of:
(a) what a person living in our society needs to learn
(b) what has been discovered about the characteristics of pupils at this level
(c) what has been found to be the most effective methods of teaching in these grades [Italics in the original.]

THE PUPIL NEEDS TO LEARN
1. to maintain good health
2. to read, express himself and do arithmetic
3. to make good social adjustments
4. to understand his physical environment
5. to enjoy beauty
6. to think straight
7. to develop recreational interests
8. to live a good life

CHARACTERISTICS OF PUPILS IN THE JUNIOR HIGH GRADES
(an outline of their physical, mental, and emotional characteristics, together with a twelve-page explanation relevant to classroom situations)

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[5]Manitoba Department of Education, Programme of Studies for Senior High Schools (Winnipeg: R.S. Evans, Queen's Printer, 1958), p. 6.

[6]Manitoba Department of Education, General Introduction to the Curriculum for the Junior High Grades of the Manitoba Schools (Winnipeg: R.S. Evans, Queen's Printer, 1958), pp. 6-35. This skeleton outline has been adapted from pp. 6-8.

CONDITIONS FAVORABLE TO LEARNING
(a six-page explanation based on modern psychology)

THE OBJECTIVES OF THE JUNIOR HIGH GRADES
1. Mental and Physical Health
2. Intellectual Growth
3. Social and Economic Understanding
4. Moral and Spiritual Development
(followed by a two-page elaboration of objectives)

MODERN TRENDS
(suggestions of techniques for meeting the needs of junior high pupils; for example, methods of adjusting instruction to individual differences)

Included in the explanation of the objectives of the junior high grades is this paragraph which suggests some specific functions for the junior high school, and hints at the nature of the curriculum:[7]

> This stage of the student's life is one of transition and the Junior High grades must continue the development of skills, aptitudes, and appreciations which was begun in the elementary grades, must provide for a widening range of interests and satisfactions, must lead to an easy transition to the senior high school with many talents discovered, tastes well developed and aspirations crystallized. For the student who will leave school at Grade IX, the Junior High School must lead to a vocation or life activity....
> In the Junior High School, blind credulity, vivid imagination, and romantic fantasy gradually gives place to skepticism, observation, experiment, and judgment. School practice must direct this change wisely and widely. All fields within the range of the student's environment must be explored tentatively. The physical, social, economic and spiritual factors of life and surroundings must be explored and contacts established, so that the student may share with understanding and satisfaction the world in which he must find a place.

Evaluation. The Royal Commission on Education, which reported its findings in 1959, examined the official aims and objectives of the Manitoba public school system, and made this initial appraisal:[8]

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[7] Ibid., p. 26

[8] Report of the Manitoba Royal Commission on Education (Winnipeg: R.S. Evans, Queen's Printer, 1959), p. 125.

> The Programme of Studies for Senior High Schools defines the major objectives of education in a democracy as "the development of broad literacy, and the promotion of democratic citizenship." These two objectives are considered to be mutually dependent bases upon which the elementary and secondary programmes are developed. The detailed elaboration of these objectives is to be found, presumably, in the specific objectives laid down for individual subjects and grades. The relatively few briefs in which reference was made to the present aims and objectives of education expressed no objection to the basic philosophy of the above objectives, but rather complained that they lacked definiteness and precision. As a result, the briefs claimed, the programme lacks definite goals and, in consequence, fundamentals have suffered.

The Report then set forth the views of the commissioners with respect to aims and objectives--matters not of direct concern to this investigation, as the objectives suggested by the Royal Commission have not as yet been accepted as official policy in Manitoba. Little attention was paid in the Report to the theoretical or actual role of the junior high school in the Manitoba system.

When the evaluative criteria (implicit in Appendix A) were applied to the statements of the official curriculum guides, the general criticism of the Report of the Royal Commission that they "lacked definiteness and precision" seemed an understatement. In the first place, without a reasoned exposition of the meaning of education, and of the special responsibilities of the public school for the education of youth, a list of aims is meaningless. Similarly, lacking a clear delineation of the role of the junior high school in the system, an outline of basic principles for the junior high grades can be little more than a series of slogans. It is true, credit must be given the framers of the junior high school curriculum guide for attempting to clarify the special needs of adolescents, for recognizing the difficulty of harmonizing adjustment of social requirements and development

of individual potential, and for identifying some of the special junior high school functions. However, by its failure to provide a coherent statement of philosophy and objectives, and by its neglect of the special role of the junior high school in the system, the General Introduction...for the Junior High Grades has left the classroom teacher without a usable frame of reference for his work.

The seriousness of this situation is well illustrated, perhaps unwittingly, by an editorial that appeared in the official organ of The Manitoba Teachers' Society in 1961. Emphasizing that public education takes place only in the classroom, not in departments of education or other educational offices, the editor commented:[9]

> This is a fact too often overlooked by critics of our school systems. Too often they have based their criticisms on philosophies and theories expounded in text books and programmes of study. In doing so they have overlooked the fact that for better or worse there is frequently little relationship between these and the methods and philosophies of the teacher in the classroom. [Italics not in the original.]

A similar comment by C.E. Phillips of the Ontario College of Education may indicate that not giving teachers more direct guidance with respect to philosophy and objectives is a common failing of provincial authorities, in whom are vested the control of public education in Canada:[10]

> Statements of educational aims have little effect on classroom practice of teachers, who are kept busy doing what they have to do.

In Manitoba, for example, despite the implications of the

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[9] The Manitoba Teacher, XL (May-June, 1961), p. 7.

[10] "The Aims of Education", from a collection of essays prepared for the Canadian Conference on Education (Ottawa: The Canadian Teachers' Federation, 1962), cited by The Manitoba Teacher, XL (Nov.-Dec., 1961), p. 43.

previously quoted summary of "Basic Principles", the junior high school program tends to be centred largely in the mastery of subject matter, for at least two reasons: (1) the official curriculum, for most subjects, is the authorized textbook; (2) provincial examinations in Grades VIII and IX tend, in the writer's experience, to encourage uniformity of method and over-emphasis on minimum subject content--to the detriment of the flexibility of program and adaptability of technique that are implicit in "junior high school". Thus, there appears to be a conflict of theory and practice in the Manitoba system. In its curriculum guides, the Department of Education advocates a program designed to meet the complex needs of pupils in early adolescence--an age level at which individual differences are at their greatest; in practice, it seems to encourage the type of program that launched the junior high school protest movement over fifty years ago.

Action program. Three principal needs are revealed by this evaluation of Philosophy and Objectives at the provincial level: (1) the need for a comprehensive statement by the Department of Education of the underlying philosophy of the Manitoba public school system; (2) the need for a clarification of the role of the junior high school in that system, with particular attention to an up-to-date delineation of its special objectives, primary functions, and desirable organizational features; (3) the need for a plan to resolve the serious conflict of theory and practice in the program for the junior high grades.

As these matters are outside the jurisdiction of the local school, corrective action, if any, must be limited to representations by the

principal and staff of J.B. Mitchell through normal channels of communication with the Department of Education.

The Local School Division--Winnipeg Division No. 1

Critical features.[11]

A. Interpretation of Philosophy and Objectives of the Provincial System for Guidance of Local School Staffs.
   1. Re-statement and elaboration of basic philosophy
   2. Outline of objectives for each level, including the junior high school

B. Recognition of the Special Responsibilities of the Division for the Instructional Program
   1. Modificationsto provide for local needs
   2. Enrichment of curriculum content
   3. Vitalization of curricular materials and instructional aids
   4. Supervision of learning activities
   5. Evaluation of instructional program

Inventory. This investigation revealed no formal statement of philosophy and objectives prepared by the Winnipeg School Division, other than a brief introduction to the chapter on "Authorized Services" in its Code of Rules and Regulations.[12] In this chapter the purposes and objectives of the Winnipeg Public Schools are set out in very general terms, as follows:[13]

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[11]Assistance in the preparation of this outline of critical features was obtained from William C. Reavis (Ch.), Report of the Directed Self-Survey of Winnipeg Public Schools (Chicago: Committee on Field Services, Department of Education, University of Chicago, September, 1948), p. 128.

[12]Revised March, 1961. (Mimeographed.) Other sources were the following: the Annual Reports of the Winnipeg School Division, 1957-1961; consultations with officials of the Division--particularly in September, 1962, with the Administrative Assistant; formal reports from all eight members of the Evaluation Advisory Committee--each of whom by 1962 had been serving in the Division for at least five years.

[13]Ibid., p. 11.

> The central purpose of the Winnipeg Public Schools shall be the preservation and extension of the democratic way of life and the development of each individual to his highest potentiality. To this end, the schools shall strive to develop in children the knowledge, skills, habits, understandings, attitudes, and character traits that are essential for the sound choice of, and participation in, a vocation, and for responsible contributing citizenship. With respect to the individual, the outcomes to be achieved are the development of a sound moral character and appreciation of spiritual values, love of home and country, and a disciplined approach to the varied responsibilities of life. With respect to the individual and society, the outcomes to be achieved include respect for duly constituted authority, genuine concern for the rights of others regardless of race or creed, willingness to act in the interest of the general welfare, and a desire ever to improve in those competencies essential to effective social living.

This paragraph is followed by two further general statements: one, a recognition of the importance of all agencies of the community, especially the home, to the achievement of these objectives; the second, an assurance that "this general statement of objectives of the Winnipeg schools is in full agreement with the objectives of education as set forth in the curricula issued by the Department of Education."[14]

The remainder of the chapter is largely a piecemeal inventory of authorized services, rather than an outline of specific objectives; it is, however, indicative of the Division's attitude towards its responsibilities for the education of all youth. Briefly, the School Division undertakes to serve the girls and boys of Winnipeg through the following planned programs and services:[15]

> Day schools, from kindergarten to grade twelve, organized on the elementary-junior high school-senior high school (6-3-3) plan.
>
> A flexible program of instruction related to the needs of pupils

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[14] Ibid.

[15] Ibid., pp. 11-13. (Paraphrased.)

and community; to include guidance and counselling, practical arts, organized sports and games, and a variety of student activities.

Libraries in all schools.

Special schools and classes to serve the needs of special groups of students; to include adjustment classes, technical-vocational classes, classes for exceptional children (gifted, visually handicapped, slow learners and mentally retarded to a specified level, pupils with speech defects and other physical handicaps), and tutors for pupils confined to home for long periods.

Special centralized services; to include the Child Guidance Clinic, and cooperation with local Health Services.

Provision for religious exercises in schools (as authorized by the Public Schools Act).

Vacation School.

Evening Schools.

Evaluation. The need for a statement of "Interpretation of the General Objectives for the Winnipeg Schools," to supplement the provincially-developed formulations, was affirmed by the Reavis Report in 1948.[16] Furthermore, to emphasize both the nature and the importance of such a statement, the Report included a draft of general objectives for the city's schools that had been prepared by the Survey Committee on the Curriculum, and it commended its use in these terms:[17]

> These objectives are in accord with the needs of modern society, they represent important characteristics of value to every pupil, and the list as a whole is both comprehensive and yet small enough in number to be possible of attainment. Furthermore, the replies received from 634 of the Winnipeg teachers indicated an overwhelming acceptance of these general aims for the Winnipeg schools.

That the recommendations of the Reavis Report have not been

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[16] Reavis Report, op. cit., pp. 128-131.

[17] Ibid., p. 131.

carried out, at least in principle, is regrettable, for its statement was at least an attempt to dispel the vague generalities that still characterize the official Winnipeg Division formulation of "Purposes and Objectives of the Winnipeg Public Schools", already discussed. It is, moreover, reasonable to suppose that had a carefully-formulated statement of objectives been adopted in 1948, it would have been revised by 1963 to reflect current thinking about the fundamentals of junior high school education, with particular reference to the local situation.

More credit is due the Winnipeg School Division for accepting a wide range of responsibilities for improving the educational opportunities of girls and boys at all three levels, and for implementing these as fast as its financial resources permit. As one member of the Advisory Committee commented in his report to the investigator: "The School Board is both progressive and willing to spend money in initiating new programs and deviations to further its objectives."

Action program. Here, too, the local school staff can do little but recommend to the officials of the Winnipeg School Division that the matter of a more comprehensive statement of philosophy and objectives be reconsidered.

The Local School--J.B. Mitchell

Critical features.[18]

A. Freedom and Responsibility for a Local School Philosophy

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[18] Three examples of local formulations of philosophy and objectives are used as illustrations by Gruhn and Douglass, op. cit., pp. 41-43. While these have been helpful in the preparation of this outline of critical features, the outline itself is original.

B. Procedure for Developing the Local School Formulation of Philosophy and Objectives
   1. Role of higher authority
   2. Role of the principal
   3. Role of the school's instructional staff
   4. Role of parents and pupils

C. Composition of the Local Formulation of Philosophy and Objectives
   1. Interpretation of Aims and Objectives Formulated by the Provincial Department of Education and the Winnipeg School Division
   2. The aims of junior high school education
      a) Ultimate aims
      b) Specific objectives for J.B. Mitchell School
   3. Primary functions of junior high school organization applicable to J.B. Mitchell School
   4. Desirable features and procedures for effecting these aims and functions at J.B. Mitchell School

D. Implementation of the Philosophy and Objectives Adopted for J.B. Mitchell School
   1. Responsibility of higher authority
   2. Responsibility of the principal
   3. Responsibility of the staff
   4. Responsibility of parents and pupils

Inventory. At no time since it opened in 1956 has the J.B. Mitchell School operated with reference to a locally-developed statement of philosophy and objectives. From the beginning teachers and principal have had many opportunities to discuss philosophy and objectives in the broad sense, but the approach has generally been informal--except for the clarification of objectives and the setting of quotas for the program of standard subjects at each grade level. In that limited sense, objectives are set by staff committees: three committees per subject, one for each grade, with a co-ordinating chairman to provide needed articulation from Grade VII to Grade IX. All teachers are included in this subject committee organization.

From 1961 the objectives prepared by this committee arrangement

have been consolidated annually for each grade into a one-page outline of minimum essentials, with this kind of format:

Year..... Grade.....

COURSE OUTLINES
(Minimum Essentials)

SUBJECTS	NOVEMBER REPORT	JANUARY REPORT	EASTER REPORT	JUNE (FINAL) REPORT
Spelling	Lessons 1-8	Lessons 1-19	Lessons 19-29, and review	Lessons 30-35, and review
French	Conversation: The School	Conversation: The Pupil, Numbers	Convers.: Time, Money, Measurement, Clothing	Conversation: The Family, Home, City, Country

Moreover, by making the appropriate outline available to each pupil, the staff committees hope to provide sustained motivation and practical goals for each term.

That J.B. Mitchell's formulation of philosophy and objectives has gone no further than synopses of minimum essentials for standard school subjects is not difficult to explain. Formal statements have not been characteristic of junior high schools in Manitoba; moreover, to the writer's knowledge, none has been in use in a local junior high school. Evaluation of this sub-area had therefore to be concerned primarily with principles that seemed to be implicit in the organization of the school --principles which, by the very nature of school organization in Manitoba, must be those of the provincial system as interpreted by the school principal, with or without direct staff assistance.[19] To provide

[19]It was recognized that the personal philosophies of members of the instructional staff were, in themselves, significant factors in defining the specific objectives which motivated day-to-day planning for each classroom; however, they could not be analyzed or appraised within the scope of this investigation.

factual evidence of his own working philosophy as Principal of J.B. Mitchell School, the investigator found only two sources relevant to the period of this evaluation project: (1) memoranda prepared by him in 1962-1963 for the Advisory Committee in particular, but distributed to the entire staff; (2) the Advisory Committee Reporting Forms completed by seven teachers in response to this request, dated January 31, 1963:

> If it is true that a school inevitably reflects the philosophy of its principal, then it should be possible for each staff member, upon reflection, to formulate in plain language some of the principles that are implicit in the organization and administration of the school.
>
> Please state in tabulated form any principles that have been evident to you.
>
> (N.B. I would appreciate complete frankness in this appraisal.)

Reference has already been made in Chapter IV to progress reports on the evaluation that were circulated to the staff of J.B. Mitchell School during 1962-1963. Two of those memoranda were specially prepared to supplement a discussion of Philosophy and Objectives at the general staff meeting of January 29th, 1963.[20] It will be noted that these two documents do not attempt to state the principal's own philosophy or point of view; they merely emphasize that there is no universally-accepted educational philosophy, and try to motivate members of the staff to re-appraise their own working principles.

Perhaps more insight into the "inner workings" of the J.B. Mitchell School is provided by the second source, the special reports submitted by members of the Advisory Committee. The seven completed reports collectively identified roughly fifty-four principles which the

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[20] *Vide* those for January 31, 1963, and February 20, 1963, in Appendix B.

committee members felt were implicit in the organization and administration of the school.[21] This total, on further analysis, was reduced to eighteen by the elimination of statements that represented illustrations rather than principles, and by the pooling of those which were basically similar. The result is shown in Table III. This synopsis, while it does not represent a complete or consistent educational philosophy, may nonetheless be taken as evidence that the J.B. Mitchell School has been operating in accordance with some definite principles--presumably by intent.

To conclude this inventory of local philosophy and objectives, reference should be made to a third source of evidence concerning the principal's working philosophy; namely, the many directives, bulletins, and memoranda issued for the guidance of both staff and students between 1956 and 1963. Of particular importance is a consolidation of standing instructions entitled Teachers' Administrative Handbook, first issued around 1960, and revised several times. If it were practicable to analyze this considerable volume of mimeographed material, it is certain that both the general aims and the specific objectives implicit in the operation of J.B. Mitchell School would be further clarified. However, as this investigation has been concerned with the extent to which this school can be evaluated in terms of a local formulation of philosophy and objectives, not with the principal's working philosophy as such, no analysis of this material has been attempted. Mention has

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[21] As the committee members differed considerably in their ability to generalize, it was not possible to make an exact count of principles in their respective reports.

TABLE III

PRINCIPLES IMPLICIT IN THE ORGANIZATION AND OPERATION OF J.B. MITCHELL SCHOOL AS IDENTIFIED BY MEMBERS OF THE ADVISORY COMMITTEE

PRINCIPLE[a]	INCIDENCE[b]
Efficient organization and discipline are needed to provide the right climate for learning; that is, to give both teachers and pupils a feeling of security in their respective tasks.	6
Teachers should be encouraged and helped to work at a high professional level.	4
Teachers should have freedom to experiment with new methods, instructional aids, and other aspects of methodology.	4
A junior high school needs a varied pupil activity program to take care of individual interests, to foster leadership and citizenship, and to enable teachers to work with pupils in a variety of situations.	4
A junior high school needs a good guidance program to help pupils understand themselves and make wise choices in critical situations, such as course selection for high school.	3
While the school exists primarily to advance academic learning, and to foster high scholastic standards, other avenues to learning are needed to develop well-rounded students.	3
Democratic principles should operate within the school; for example, through staff and student committees, through a student council, and through the protection of placements for pupils who have successfully completed a program at Vacation School.	3

[a]While the wording of each principle is, as far as possible, that of the committee report which stated it most completely, some editing has been necessary.

[b]This column indicates the number of committee members who included the principle in their reports. The possible incidence for each item is seven.

TABLE III (continued)

PRINCIPLE	INCIDENCE
The principal has a responsibility to promote the aims and objectives laid down by higher authority.	2
The school should illustrate liberty under the law.	2
Pupils should be given less freedom than they want, but generally as much as they can handle.	2
The school should help pupils become good citizens by requiring them to accept responsibility for school property, good relations with the community, school activities, and other aspects of school life that are within their powers.	2
The principal has a responsibility for the improvement of instruction through such means as the appointment of subject committees, the checking of examinations, and encouragement of the use of instructional aids.	1
The school should foster moral principles.	1
Each teacher should be encouraged to keep an open mind to the changing role of the school in a changing society.	1
Teachers' interests and qualifications should be reflected in the school timetable, as far as practicable.	1
Teachers should normally handle their own discipline problems, with the principal being an adviser and source of support in difficult teacher-pupil or teacher-parent problems.	1
A proper school-community relationship is very important, but parents must not be permitted to interfere in the operation of the school.	1
The individual pupil's needs and problems should be considered, and each pupil should be helped to overcome his individual handicaps.	1

been made of these standing instructions primarily to indicate an additional means by which local aims and objectives have been implemented in practice.

Evaluation. Criteria for evaluating this sub-area, insofar as they have been developed to date, are to be found mainly in the implications of the general principles summarized in Appendix A, and in the critical features outlined on page 151.[22] Of particular importance is the general criterion that a local formulation of philosophy and objectives should be sufficiently comprehensive as to provide a frame of reference for every aspect of the school's program and operation.

There is little doubt that J.B. Mitchell, and every other school in Manitoba, is free to formulate and implement its own statement of philosophy and objectives, subject to the requirement that it be consistent with the aims and objectives laid down by the responsible authorities of the provincial system and its own school division.[23] Its responsibility for following this course, however, is a matter of conscience, for neither the Department of Education nor the Winnipeg School Division has to date specifically included such duties in its operating instructions for junior high schools. To evaluate this feature,

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[22]For example, it is evident that the development of a local statement (Section B of the outline of Critical Features) should be a shared responsibility; however, there are no available criteria to indicate the precise role to be played by each individual or group.

[23]This is not to imply that there is corresponding freedom to select relevant textbooks and other curriculum materials. On the contrary, deviation from the authorized curriculum is expressly forbidden in the General Introduction...for the Junior High Grades of the Manitoba Schools, p. 1.

therefore, the investigator was guided by what seemed to be the consensus of current thought, so ably expressed in these two excerpts from previously-quoted references:

> The importance of having a well-formulated statement of philosophy for every junior high school cannot be overemphasized. A statement of basic philosophy can be exceedingly helpful in giving direction to any program of junior high school education....Agreement by the faculty on a basic philosophy is the first step toward the development of an effective program of junior high school education.[24]

> Every school needs a carefully formulated comprehensive philosophy of education. A school without philosophy and objectives would be as aimless as a society without constitution and by-laws.
> . . . . . .
> In a school evaluation, the philosophy and objectives of the school bear the same relation to the evaluative procedures as they do to the operation of the school. The entire evaluation is a kind of ratio of accomplishment, a judgment upon the extent to which the school is actually accomplishing what it is properly trying to accomplish.[25]

It was evident that none of those who influence the total program of the J.B. Mitchell School--be they officials of higher authority, members of the school staff, or parents and pupils of the school area--had accepted responsibility for consolidating basic principles and specific goals into a formal statement of philosophy and objectives for that school. It was equally evident that the lack of a comprehensive statement of what the school is trying to accomplish was probably symptomatic of uncoordinated effort towards the generally-accepted goals of junior high school education, of a program offering less than the optimum educational opportunities for the pupils of J.B. Mitchell,

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[24]Gruhn and Douglass, op. cit., p. 37.

[25]Evaluative Criteria for Junior High Schools (1963), p. 25.

~~and of staff~~ ignorance or neglect of the present-day emphasis on evaluation in terms of locally-formulated philosophy and objectives. The full import of these symptoms, however, can be judged only in the light of a thorough examination of the school's total program, including the special areas--a project which has to be left largely to future action.

Nonetheless, the inventory provides evidence that the J.B. Mitchell School was not completely "chartless", despite the lack of a formal statement of purposes. In the first place, each teacher was given both curricular and administrative guidance through the various publications of the Manitoba Department of Education and the Winnipeg School Division--some of which have been mentioned in the two previous inventory sections.[26] Secondly, both staff and students had definite quotas set for them in the Course Outlines, and the former had the benefit of staff committee discussions of content, method, and emphasis. Thirdly, the school was organized and administered in accordance with the aims and objectives that comprised the working philosophy of its principal--goals that were not always formulated, and certainly not presented as a comprehensive statement of philosophy and objectives, but which were nonetheless implicit in the day-to-day operation of the school, as evidenced by the principles formulated by members of the

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[26] In addition to the publications already mentioned, the following regular and periodic bulletins were important sources of information for all members of the instructional staff: (1) the Manitoba School Journal (issued by the Department of Education five times a year); (2) the Administrative Bulletin (issued by the Winnipeg Superintendent's Department every Wednesday); (3) the annual bulletins issued by the central examination committees giving term quotas; (4) periodic bulletins from the directors of special departments (such as Special Education and Music).

Advisory Committee (Table III). Thus, without attempting to appraise his own educational philosophy, the investigator (as its principal) concluded that J.B. Mitchell School had made some progress towards the ideal of a school guided by a comprehensive philosophy of education. In addition, it is evident from the memoranda circulated to the J.B. Mitchell staff in January-February, 1963, that its principal was aware of the emphasis in current thinking on the need for continuous re-appraisal of objectives, and was attempting to motivate members of the instructional staff to adopt this evaluation routine at the school.

While the principal, as a staff leader, must shoulder the primary responsibility for initiating and reviewing a local-school foundation of philosophy and objectives, each teacher has an individual responsibility that goes beyond his active participation in the group project. In the words of the Reavis Report, which both defined and evaluated this situation in 1948:[27]

> The necessary definitions of these objectives in terms of the background and needs of the children in each school have not been formulated. For these objectives to be most helpful to a teacher they must be translated into specific terms that clarify the particular goals that are appropriate for his pupils and that he may reasonably expect to attain. This task of translation must be done by every teacher in order that he may have a clear interpretation of the objectives of the curriculum. <u>This step has not generally been taken in the Winnipeg Schools</u>. [Italics not in the original.]

As a tentative judgment, based on personal observation, the investigator concluded that J.B. Mitchell's teachers, too, have not yet consistently accepted this responsibility for clarifying "particular goals"; moreover, that these four key questions, posed in 1948 as

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[27]Reavis Report, <u>op. cit.</u>, p. 131.

guides to help each teacher "translate the general objectives of the Winnipeg School Curriculum into clear and definite terms," would frequently have to be answered in the negative:[28]

> Are the learning experiences used appropriate to the objectives?
>
> Do the learning experiences have meaning to pupils?
>
> Do the learning experiences used strongly motivate the pupils?
>
> Is there sufficient variety in the learning experiences used to provide for individual differences?

Action program. Of the three sub-areas evaluated under Philosophy and Objectives, this one provides greatest scope for direct action by the principal and staff of the local school. For this project, therefore, a re-examination of the outline of critical features suggested three steps that should be taken to give the J.B. Mitchell School a better foundation of educational purpose.

In the first place, the investigation showed that the prescriptions of higher authority with respect to both curriculum and method are sufficiently general that much freedom does exist for the classroom teacher--if he is prepared to use it. It would be reasonable, then, to give initial emphasis in plans for an action program to staff discussion of the range and depth of this local-school freedom.

In the event that discussion of freedom within the framework of a provincially-controlled school system leads to interest at J.B. Mitchell in a locally-prepared formulation of philosophy and objectives, the next step in the action program would logically be the setting up

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[28] Ibid., pp. 131-134. The quotation is from page 131.

of a practical procedure for developing this statement. American experience suggests that "there is no one pattern for the formulation of a statement of philosophy which will fit every junior high school."[29] Moreover, it has provided three guide rules for faculties that are attempting such a difficult undertaking:[30]

> 1. All persons concerned in any way with the philosophy of the school should have a part in formulating it. This means that all members of the faculty, parents, and representatives of the elementary and senior high school staffs should participate.
> 2. It is preferable that agreement be reached by consensus rather than majority vote....
> 3. The discussion of the philosophy should not be hurried, but should continue for a sufficiently long time and in enough detail so that all members of the participating group have an opportunity to contribute and to think through various points of view....

Initially, it would be impracticable at J.B. Mitchell for "all persons concerned", or even so widely representative a group, to comprise the workshop for developing the statement of philosophy and objectives, as no machinery exists for bringing parents or representatives of other levels of the system into the discussions. Development of the first formulation would probably best be left to the principal and staff working both as a committee of the whole, on the general framework, and as a series of sub-committees, on different sections: for example, on a re-statement of the abiding aims and functions of the junior high school, on special considerations applicable to junior high schools in Manitoba, on a synopsis of primary objectives for the program at J.B. Mitchell (with some indication of how these purposes might be attained),

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[29] Gruhn and Douglass, op. cit., p. 38.

[30] Ibid., p. 39.

and on outlines of grade-subject objectives. Furthermore, whatever the composition of the action groups, leadership must be provided by one or more persons thoroughly conversant with the philosophy of the junior high school, with its functions and features, and with current thinking about its aims and methods.

Finally, to implement this statement of philosophy and objectives, and make it a true foundation for the school's total program, considerable thought must be given by the principal and staff of J.B. Mitchell to the provision of workable routines. These might include the following: a special meeting at the beginning of the school year to reacquaint each staff member with the specific terms of this formulation; inclusion of the complete formulation in each copy of the Teachers' Administrative Handbook (where it would be available for ready reference); provision for periodic discussion and review of this statement at general staff meetings; an agreement within the faculty that the formulation of philosophy and objectives will be used as the starting point for all discussion of policy change, program revision, or sub-area evaluation; private sessions between the principal and individual staff members on how to implement this statement--especially for those new to the school; an interpretation of the J.B. Mitchell philosophy and objectives to both parents and pupils at regular intervals.

Whatever the specific course of action planned, it seems evident that the development of a local-school formulation of philosophy and objectives should be the first step in the self-improvement program at J.B. Mitchell School.

II. PUPIL POPULATION AND SCHOOL COMMUNITY

Modern evaluation manuals have considered it self-evident that the principles and goals comprising its philosophical environment will be valid for a particular school only if they reflect "the distinctive characteristics and needs of the people individually and collectively of the school community, particularly those of the children."[31] In other words, "the school should...adapt its general philosophy, specific purposes, and its educational program to its own community and to the larger communities of which it is a part."[32]

Stated in practical terms:

> The goal in each case is to give as complete a description as possible of the student body, the community or group served by the school, the opportunities for youth, and the hopes of their parents and friends. Perhaps the question should be, "What is important to know about the young people and the community supporting this school in order to know whether the school is doing well?"...
>
> There is an important obligation for all schools, public and non-public, to know the nature and needs of their patrons. They should also be concerned about the activities and agencies of the community in which they are located.[33]

To this end the manuals have identified six sub-areas that should be given some consideration in a comprehensive evaluation of a school, as outlined in Table II (page 38).

In this investigation, however, Pupil Population and School Community has been handled as one of the minor evaluation areas, for

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[31] Procedures for Appraising the Modern Junior High School--Administration (Burlingame, California: California Association of Secondary School Administrators, 1959), p. 25.

[32] Evaluative Criteria, 1960 Edition (Washington, D.C.: National Study of Secondary School Evaluation, 1960), p. 29.

[33] Ibid., p. 30.

two reasons. In the first place, it has already been shown that junior high schools in Manitoba do not have freedom comparable to that of the American schools for which the representative evaluation manuals were developed, and therefore cannot in like manner adapt their programs to local needs and characteristics; hence, the area would not warrant major emphasis in this project. Secondly, regardless of its importance, this area is too complex to be given comprehensive treatment in an initial total-school evaluation. In consequence, critical features have been selected and grouped for a more limited approach.

Pupil Population

Critical features.

A. Characteristics of Junior High School Pupils
   1. Inventory of characteristics of prime importance
   2. Specific provisions for meeting the needs implied by these characteristics

B. Data concerning Pupils
   1. Data needed for school organization
   2. Data needed for evaluation of pupil achievement
   3. Data needed for effective handling of individual pupil problems
   4. Data needed for articulation with other levels of the school system

C. Drop-out and Follow-up Studies
   1. Provisions for collecting and using data concerning drop-outs
   2. Provisions for collecting and using data concerning achievements of graduates

Inventory. In all of the representative evaluation manuals, the assumption is made, directly or indirectly, that "better junior high schools will result if they are more nearly based on the characteristics of junior high school pupils" who, while they differ markedly in interests, aptitudes, and abilities, nonetheless have many common adaptations

to make as they pass from childhood to adolescence.[34] Moreover, some manuals make provision for a detailed inventory of growth characteristics of early adolescence, and for direct appraisal of what the school is doing to provide for them.[35] To comply with the spirit of such evaluations, while avoiding the time-consuming methods of the more comprehensive manuals, the investigator confined the inventory of this first aspect of Pupil Population to answers to these two questions: (1) Is it reasonable to assume that the staff of J.B. Mitchell know and understand the characteristics of junior high school pupils? (2) What evidence is there that the total program and the organization of J.B. Mitchell School are based on known characteristics of early adolescents?

If one takes the 1961-62 year as the basic period, there was no doubt that all staff members of J.B. Mitchell had had ample opportunity to become knowledgeable, at least in theory, about the early adolescent; moreover, half of them had served for several years at the junior high level. A questionnaire completed by the twenty-two teachers on staff in June, 1962, revealed these facts on qualifications and experience for handling junior high school pupils:

1. All were fully qualified teachers by Manitoba standards, and had therefore undertaken some study of the adolescent in their preparation for teaching.
2. Twenty staff members had, in addition, credits in one or more university courses in Psychology.
3. Four had taken special courses in Psychology of Adolescence and/or Guidance.
4. All had at least one year of experience teaching in a junior high school; eleven had three or more years of experience at that level.

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[34] Criteria for Evaluating Junior High Schools (revised edition; Austin, Texas: Texas Junior High School Criteria Study, 1959), p. 23.

[35] Vide. pp. 64-66.

Furthermore, all staff members had ready access during that period to the Department of Education's synopsis of "Characteristics of Pupils in the Junior High Grades,"[36] and to additional reference materials on psychology and the psychology of adolescence in local professional libraries.[37] There was no direct evidence, however, of the extent to which the day-to-day work of these teachers was influenced by their knowledge of the characteristics of junior high school pupils.

Limited data with respect to the second question were available at the same time. To begin with, the instructional program of J.B. Mitchell, based on the official Manitoba curriculum, provided a range of subjects and allotment of school time to ensure that "through the Junior High School course, students should have an opportunity to explore as many fields of human achievement as possible."[38] Secondly, the school timetable provided for homerooms (with the homeroom teacher having both academic and study-activity time with his/her homeroom class), departmentalization (with some block-time arrangements worked into it), some attempt at grouping to take care of differences in scholastic aptitude, a program of extra-class activities, and a program of guidance--all features both traditionally and currently considered contributory to the implementation of the junior high school's

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[36] General Introduction to the Curriculum for the Junior High Grades of the Manitoba Schools, pp. 6-21.

[37] In addition to the extensive reference libraries of the University of Manitoba and The Manitoba Teachers' Society, there were five standard works on the adolescent in the J.B. Mitchell collection of professional books, plus numerous pamphlets and articles on this age-group in Guidance references.

[38] General Introduction...for the Junior High Grades..., p. 4.

primary functions. Thirdly, the regulations and directives incorporated in the Teachers' Administrative Handbook, and duplicated, where necessary, for direct pupil guidance via the classroom bulletin board, gave evidence of an attempt to provide the pupils of J.B. Mitchell with the balance of freedom and security that is generally considered necessary to help early adolescents navigate this period of transition. To illustrate, the Preamble to the School Regulations, herewith quoted in full, set as an objective for both staff and students the ideal of a self-disciplined junior high school community:[39]

1. The following guide rules and regulations are not intended to be all inclusive; they are points of emphasis in a generally understood and accepted code of conduct, together with some specific instructions to promote efficiency in the daily school routine.
2. Pupils are expected to be well-mannered in their day-to-day dealings with members of the staff, visitors to the school, and their fellow pupils.
3. Pupils are expected to conduct themselves both in the school and in the community at large in such a manner that they bring credit to J.B. Mitchell, give adequate protection to public and private property, and show that they accept citizenship responsibilities appropriate to their age.
4. There is no substitute for common sense; it is the foundation of liberty under the law.

However, as time did not permit the study of specific practices through which the school might meet the special needs of early adolescents (such as the need to adjust to rapid and profound body changes, or the need to have many outlets for expressing his ideas and feelings) this can be considered at best a partial answer to question two.[40]

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[39] Teachers' Administrative Handbook, p. 13.

[40] The needs used by way of illustration have been adapted from Criteria for Evaluating Junior High Schools (Texas), pp. 30, 38.

The second aspect of this inventory of Pupil Population, Data on Pupils, was easier to record objectively. Information available to the principal and teachers about pupils at J.B. Mitchell School comes from many sources, the following being especially important:

Individual Records	Group Records
Elementary Record Card	Cumulative Class Record Sheets (specially prepared mark sheets to record the year's standings, term by term)
Junior High Record Card	End-of-year Score Sheets (to advise the Department of Education and/or the Winnipeg School Division of promotions)
Medical Card	Special Tables (prepared from time to time to show age-grade distribution, scholastic aptitude distribution, or pupil disposal)
Guidance Folder	Enrolment Estimates (local)
Application Forms (one per year to ensure placement for the next school year, and ultimately filed in the guidance folder)	Population Projections (prepared by the School Division)
Conduct Cards	
Anecdotal Record Forms (chiefly to record counselling interviews or the handling of referrals from teachers to the principal)	

The material contained in this assortment of records is used in many combinations for many purposes. For example, the individual application forms, completed by pupils and parents in April or May, and later annotated by the school clerks with information relevant to pupil placement (scholastic aptitude scores, reading scores, and school marks), form the raw material for the organization of classes for the next school year. Again, the individual Record Cards and Guidance Folders--with their cumulative data on academic achievement, standardized test scores, activities, and behavior--are basic sources for the evaluation of pupil achievement, and for the handling of individual pupil problems. Whether the information available is sufficient in any particular situation depends in part on the total time the individual pupil has been in the Winnipeg school system, as there is little transfer of cumulative

records from one province to another, or even between school divisions in Manitoba.

Not much special machinery has been developed for articulation between J.B. Mitchell School and either the elementary schools which feed it or the senior high schools to which its pupils go on completion of Grade IX. The investigation showed that most of the pre-enrolment data on pupils transferring from Grade VI to Grade VII comes from the individual application forms, which make provision for the following kinds of information to be added by the teacher of the Grade VI class: (1) separate ratings on learning capacity, reading ability, and achievement level; (2) an estimate of prospects for promotion that year; (3) information about handicaps or other factors which might affect adjustment to junior high school; (4) additional comments on traits or habits. In addition, the Record Cards and Medical Cards are normally available to the receiving school in time for the final checking of pupil placements. This routine has been supplemented by telephone conversations between principals concerning pupils who may need special placement or immediate counselling to help their orientation to the new school. In addition, while not a regular procedure, counsellors from J.B. Mitchell have visited Home and School Association meetings at some of the elementary schools to advise parents on helping Grade VI pupils adapt to the more complex routine of a junior high school.

Articulation with senior high schools has likewise been linked to the annual processing of application forms (for Grade X), supplemented by visits of high school principals to J.B. Mitchell to speak to the Grade IX's (and sometimes to their parents, as well) about course

choices, and by direct contacts between counsellors and principals at the two levels. There has also been interchange of ideas and expectations between junior and senior high school teachers in the same subject field at conventions, in-service meetings, and similar professional contacts.

No special provisions have been made to collect and use data on drop-outs, although all such cases have received individual counselling prior to withdrawal. The numbers have been very small. For example, in 1961-62 only four pupils could be classed as drop-outs; in 1962-63, there were five. Most of these were Grade IX pupils who had passed the minimum age for leaving school, were not achieving satisfactorily, had a long record of subject failures, and had parents' permission to seek employment or enrol in pre-employment training programs. A few more, up to fifteen per year, were "drop-outs" from the regular academic program, leaving to enrol in some form of terminal class in one of the senior high schools.

Similarly, follow-up studies have not been part of the J.B. Mitchell routine. While it is true that in September a complete check is made of the whereabouts of all pupils who were enrolled at the J.B. Mitchell School during the preceding school year, once this check has been completed no further official follow-ups are attempted. It is known, however, that all but a few of the "graduates" of this school go on to some type of high school program in Manitoba or elsewhere.[41]

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[41] Information about their whereabouts is normally obtained from requests for documents or transcripts. To date, no statistics have been kept with respect to numbers or locations.

Evaluation. The official program of studies for the Manitoba junior high grades has given to J.B. Mitchell School the responsibility for organizing and operating its total program in accordance with the known characteristics of junior high school pupils.[42] To this end, the overall school organization incorporates several features which should contribute to the needs of early adolescents. However, there is no doubt that insufficient attention has been given to more direct ways of meeting the needs implied by these characteristics; and there is further evidence of weakness with respect to this feature in the uncertainty about the day-to-day application by teachers of the principles of adolescent psychology.

Evaluation of those features collectively labelled "Data on Pupils" has been more difficult, as the manuals provide no clear-cut criteria for them; however, some apparent weaknesses were noted. In the first place, as classes are organized for the new year in the spring of the preceding one, at a time when information about transfers in and out is incomplete, there is always the danger that some new pupils cannot be placed properly; that is, in accordance with the principles of grouping adopted for their grade. Secondly, the school seldom has adequate information about the aptitude and achievement of new pupils from outside the Winnipeg School Division at the time they are enrolled.[43]

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[42] General Introduction to the Curriculum for the Junior High Grades..., pp. 6 ff.

[43] Transfer arrangements between provinces in Canada, and even within Manitoba, are haphazard at best, and often completely lacking. Some schools do not even issue final statements of marks, but seem to assume that grade level is all the information necessary for placement.

Thirdly, while data for the evaluation of pupil achievement relative to such factors as age, aptitude, and effort can be obtained from the individual and group records listed on page 169, it has not been the practice at J.B. Mitchell to arrange this material in such manner that appraisals of this kind are facilitated. Fourthly, while data for the effective handling of individual pupil problems have normally been available to the guidance counsellors, they have not been equally accessible to the classroom teacher, upon whose shoulders must fall much of the responsibility for dealing with all but the most difficult cases. Finally, while it was evident to the writer that the machinery for articulation of J.B. Mitchell with schools at other levels of the system was inadequate, it was equally evident that this situation was primarily a weakness of the system rather than a deficiency of the school organization. For example, a specific articulation weakness has been the lack of an established procedure for coordinating curricular objectives and materials for the three levels. This deficiency is not something that can effectively be corrected by the local school, although some of the initiative for reform will probably have to come from small beginnings in two or more inter-related schools. To keep perspective, however, it should be kept in mind that by its very nature as a transitional school the junior high school provides some articulation between elementary school and senior high school, through such features as limited departmentalization, subject options (especially at Grade IX), a co-curricular program, and educational and vocational guidance.

As drop-outs at J.B. Mitchell School have been negligible relative to the total pupil population, the failure of the school to set up

regular procedures for collecting and using data on withdrawals cannot be considered a serious weakness. Similarly, while there would be some value in follow-up studies, the writer is of the opinion that such procedures are more significant for schools that have freedom to adapt their curricula to the educational and occupational expectations of pupils and community.

Action program. Even this very limited evaluation of school organization with respect to pupil population suggests several avenues to action that should be explored. In the first place, two additions to the regular routine for staff orientation would increase the probability that all staff members were fully cognizant of the characteristics of junior high school pupils: (1) the preparation of a ready-reference summary of these characteristics for the Teachers' Administrative Handbook, with a copy included in the folder for the first staff meeting of the school year (usually held on the opening day); (2) some provision for staff discussion of the administrative and curricular implications of these characteristics, at least twice per year. As a second-stage step in the action program, plans should be made for the examination of specific school practices which help to satisfy the developmental needs of early adolescents, using the Texas and Utah manuals as guides.[44] These action steps, by reason of their potential contribution to the ultimate aims of the junior high school, should have a high priority in any program of self-improvement relative to this phase of the educational

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[44]Pp. 22-43 and 23-35 respectively. The reader is reminded of the summary of developmental needs on pp. 66-69 of this report.

environment.

There are, in addition, several feasible courses of action that should improve both the collection and utilization of information about the pupil population of the school, as follows:

1. Representation to higher authority for better pupil transfer forms, and for the introduction specifically of an inter-provincial transfer document.[45]

2. Representation to higher authority for the initiation of a Canada-wide publicity campaign to encourage parents contemplating a change of address to facilitate good school administration in two ways: (1) by giving both the sending school and the receiving school as much notice as possible of pupil transfers, and (2) by ensuring that the receiving school is sent the fullest possible credentials relative to pupil placement (birth certificate, records of achievement, and standardized test scores, at least--some of which the sending school must be asked to supply directly to the receiving school) in advance of the actual transfer.

3. More tabular arrangement of basic data for school organization to ensure that all relevant factors are considered in the planning for a new school year.[46]

4. More tabular analyses of data relevant to the evaluation of pupil achievement to facilitate staff action--especially by guidance counsellors--to help pupils attain optimum success at school.

5. Encouragement of case studies by individual teachers or counsellors to determine the need for better placement and/or promotion procedures.

6. The introduction of an annual routine, probably as part of the guidance program, to commence the orientation of Grade VI pupils to junior high school while they are still in the

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[45]The present inter-school transfer form in Manitoba has been designed primarily to record grade level and attendance credits; it contains little information that helps the principal of the receiving school make a decision concerning class placement.

[46]Some action along this line was taken experimentally in 1961-62, at which time tables of Age-Grade Distribution and Mental Ability Distribution were prepared, using forms illustrated in the representative evaluation manuals.

elementary school. (This could take several forms; for example, visits by the principal and counsellors to each of the feeder elementary schools, talks by the same school representatives to parents of Grade VI pupils, and guided tours of the new school for prospective pupils.)

7. A plan for helping junior high school pupils gradually assume more responsibility for their own progress. (Preparation of such a plan would be a worthwhile project for a special staff-student workshop.)

These seven suggested action steps do not exhaust the immediate needs of this sub-area, but they seem to the investigator to satisfy the dual criteria of priority and practicability. Also needed, but less susceptible to direct influence by the principal and staff of J.B. Mitchell, is a thorough study of the whole articulation function, with particular emphasis on two aspects: (1) the transfer of maximum information about pupils from one level to another prior to the actual transfer of the pupils; (2) the elimination of the comparative isolation of subject teachers at a particular level of the school system from those with comparable responsibilities at the other levels.

Finally, despite the relatively low priority which drop-out and follow-up studies have had at the junior high school level, two suggestions for the long-range action program at J.B. Mitchell seem implicit in the evaluation of these two features: (1) encouragement of case studies of both actual drop-outs (those leaving school) and technical drop-outs (pupils of normal ability who drop out of the regular program before they complete Grade IX); (2) discussions with the high schools receiving "graduates" of this school of the desirability and practicability of inaugurating regular procedures to evaluate the preparation for high school which pupils receive at J.B. Mitchell.

The Community

Critical features.

A. Resources and Needs of the Community Relative to Education
   1. General characteristics of this community
   2. Educational and occupational status and expectations of parents
   3. Community attitudes towards the school
   4. Community needs concerning information about the school and its program
   5. Implications for school organization and operation of this survey of community needs and resources

B. Informal Educational Influences Affecting the Pupils of J.B. Mitchell
   1. Assessment of the role of parents
      a) As assistants with pupils' general education
      b) As potential sources of information concerning the "world of work"
   2. General cultural agencies
      a) Libraries, museums, and similar repositories of culture
      b) Youth-serving agencies (such as the Y.M.C.A.)
      c) Recreational agencies--public and non-public
   3. Mediums of mass communication--especially newspapers, radio, and television

C. The Role of Lay Groups in the School's Total Program
   1. School organization and control
      a) The Provincial Legislature and its agencies
      b) The Winnipeg School Board
   2. Facilities for curriculum enrichment
      a) Business and professional organizations
      b) Religious and ethnic organizations
      c) Miscellaneous facilities

Inventory. As the critical features which have been included in the representative evaluation manuals for this sub-area have little direct relevance for a junior high school in the Manitoba system, The Community has been given a more cursory treatment than Pupil Population. Nonetheless, during the investigation several data-processing forms (nine, to be exact) were completed to enable the investigator to assess its import for this evaluation project; and the resultant summary of facts and impressions merely opens up this sub-area for a more careful

examination at a later date.

As the J.B. Mitchell School is not a planning unit for the development of curricula, the resources and needs of its community relative to education have never been systematically analyzed. Nonetheless, from his several years of direct responsibility for the administration of this school, the investigator formed a number of partially substantiated impressions of the community's characteristics, attitudes, and needs--seven of which seem sufficiently valid to be included in this inventory:

1. A mixed residential community, mainly "middle class" owner-occupied homes, with a special sub-community of Department of National Defence (army) married quarters on its western fringe.[47]

2. A community in which the economic status of parents ranges from well-to-do to temporarily unemployed, with most families being in the middle income brackets.

3. An area with a correspondingly wide range of parent occupations (as revealed by the Pupil Registration Forms and Record Cards), with "white collar" and professional vocations predominating--except in the army community.

4. A Protestant community, with substantial Roman Catholic and Jewish minorities.

5. A section of the city that should be free of extreme hazards for children--cultural, moral, or physical; one, however, in which there are two north-south railway lines that split the school area into three segments, with consequent dangers to pupils who travel east or west to get to school.

6. A community in which the majority of parents are genuinely interested in their children's school (as evidenced by their support of "open" functions--such as the annual School Tea, Parents' Days, and the Closing Exercises--and by their frequent

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[47]During 1961-1964, the period covered by this investigation, this sub-community provided from twenty-five to thirty per cent of the pupils of J.B. Mitchell School--the exact percentage fluctuating from month to month to reflect the frequent transfers that are an "occupational hazard" of armed forces personnel.

telephone calls to the school to discuss the educational problems of their girls and boys).

7. A community that should be reasonably well-informed about the school and its program (because of frequent opportunities to visit it, periodic open letters or information sheets from the principal, and a standing invitation to telephone the school for information or appointments).

In summary, then, the investigator has learned much about the school community, but would not presume to appraise its distinctive characteristics or special needs, or to suggest the administrative and curricular implications of either, without extensive research.

Research would likewise be necessary before an accurate inventory could be made of the informal educational influences affecting the pupils of J.B. Mitchell. All that can be affirmed in this limited survey is that the evidence of parent interest in their children's schooling, already described, is probably indicative of a corresponding interest in other avenues offering general education for these same pupils; that both the city at large and the River Heights community in particular have many general cultural agencies with special programs for early adolescents; and that it is safe to assume that virtually all pupils of J.B. Mitchell are regularly exposed to television, radio, newspapers, and magazines as informal educational influences.

By contrast, special research does not have to be carried out before a tentative assessment can be made of the role of lay groups in the school's total program. Reference has already been made (Division I of this chapter) to provincial control of curriculum, textbooks, and examinations, and to divisional control of general school organization, curriculum enrichment, and special services--both levels of higher

authority being directly responsible to elected lay groups. While control by provincial and divisional authorities does not deprive J.B. Mitchell School of all local autonomy, it is the dominant factor in its organizational framework, administrative routine, and instructional program.

It should be noted in conclusion that while the facilities for curriculum enrichment inherent in the community (for example, visiting speakers, field trips, and commercially-sponsored maps, forms, and information booklets) have occasionally been used by the teachers of J.B. Mitchell School, neither the principal nor the staff has attempted to assess the potential of such instructional aids for the total program. This is an aspect of school-community relations in the larger sense that has been left largely to the initiative of individual teachers.

Evaluation. It will be evident from the inventory of this subarea that any evaluation of The Community must be concerned chiefly with what is not being done, rather than with the adequacy of current practices at J.B. Mitchell School. The immediate question, therefore, involves the identification of serious weaknesses in the school's understanding of and relations with its community.

In the first place, notwithstanding their limited freedom to determine or enrich the program in accordance with their own estimate of the special needs of the community, the teachers of J.B. Mitchell School could probably make effective use of more complete information about the school area. For example, knowledge and understanding of the resources and needs of the community should make for more intelligent

use of illustrations in teaching; hence, better handling of concepts. Again, a thorough analysis of the educational and occupational status of the parents would enable counsellors to conduct more interesting classes and hold more vital interviews with reference to career planning for Grade IX's. Of more direct value, however, would be precise data on the difficulties encountered by pupils from families in the armed services in adjusting to the Manitoba program of studies. All three illustrations serve to emphasize the importance to a school of knowledge of the resources and needs of its community.

Also very important, if more difficult to obtain, is an appraisal of the attitude of the community towards the school, and an assessment of its needs for information about school organization and programs. It is evident (p. 179) that J.B. Mitchell School has been sensitive to its community responsibilities, has attempted to gain the confidence of parents through open letters and other routines already described, and has at the same time sought to give the community greater understanding of its goals, methods, and limitations as a public school. To date, however, no attempt has been made to evaluate the success of these aspects of school-community relations.

Equally subjective at this stage would be any evaluation of informal educational influences. The Manitoba system assumes that pupils will need home study (including some assigned homework), that parents will supervise the home-study program, and that the home environment will provide enrichment and motivation. There is, however, no simple method of evaluating this assumption with respect to the pupils of J.B. Mitchell School. Furthermore, this highly-centralized system

implies that junior high schools are not directly concerned with local resources such as those available through public libraries and other general cultural agencies, nor with the tremendous educational possibilities of radio, television, and the daily newspapers.[48] Hence, it will readily be understood why these informal influences have not been systematically coordinated at J.B. Mitchell with the regular instructional program.

Finally, any evaluation of the role of lay groups in the total program of the school must be primarily an evaluation of the system, rather than an evaluation of J.B. Mitchell School. What is of immediate concern is that teachers in Manitoba, realizing the educational limitations of a highly-centralized system, make a serious attempt to use the machinery that does exist to secure approval for curriculum variations (for example, through use of alternative, and presumably better, textbooks), and make the most of opportunities to provide legitimate curriculum enrichment for each subject and each class. It has already been demonstrated that the philosophical implications of the school in the system are well understood at J.B. Mitchell, and Chapter VI offers further illustrations of local curriculum enrichment. There are no grounds for complacency, however, as undoubtedly many avenues to better programming have not been seriously explored.

Action program. Within the limitations already outlined, there

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[48] Reference here is to public programs, not to the special programs which have been prepared to supplement the regular courses of study. At present, the latter are "frills" in that they cannot be used at the junior high school level without conflict with the regular instructional program.

are several courses of action that should be considered in an overall self-improvement program:

1. An analysis of the special orientation and adjustment problems of pupils from the army sub-community.

2. Representation to the Superintendent of Schools for additional staff to handle diagnostic testing, remedial instruction, and additional counselling for all pupils transferring to the J.B. Mitchell School from other school systems.

3. A survey of the occupational and educational intentions of parents for their children as an aid to the planning of a better program in Grade IX Guidance.

4. A survey of research on the relationship of parents' educational status and the educational ambitions of pupils.

5. A study of procedures for keeping all parents informed of the nature of the junior high school program, the specific objectives of the J.B. Mitchell School, and the attitude of the school towards the role of parents in day-to-day pupil progress.

6. A survey of community attitudes towards the school, probably by means of a Parent Questionnaire. (Such a questionnaire could provide data for several action steps, such as the extension or abandonment of the open-letter routine, or the revision of current report cards.)

7. A study of American curriculum development procedures to see how enrichment may be related to locally-identified needs. (Also applicable to Division II of Chapter VI.)

8. The development of a plan for using the great resource of parents' knowledge of occupations and "the world of work" as a contribution to general education, especially for Grade IX's.

9. Research on the utilization of informal educational opportunities for the enrichment of the total program. (This might include both a survey of pupil participation in the opportunities provided by general cultural agencies in the larger community and a study of pupil's habits with respect to television, radio, and newspapers.)

10. A study of the possibilities for curriculum enrichment through services provided by lay groups in the community, with particular reference to their applicability to Guidance, the work of special classes, and general enrichment for "rapid learners".

It is probable that those responsible for carrying out the

action program will find additional avenues to action as it gets underway, for sensitivity to community needs is fundamental to the teacher's professional role in a democratic society.

III. STAFF

Despite its importance in a comprehensive evaluation, as "a competent staff is one of the indispensable elements of a good school,"[49] Staff has been handled as another of the minor areas in this project--for two reasons. In the first place, as the representative evaluation manuals tend to emphasize features that are not subject to direct action by the principal and staff of a school in the Manitoba setting (features such as the numerical adequacy of staff, administrative arrangements for selection and placement, and academic and professional preparation for teaching), much of the area did not fall within this investigator's terms of reference.[50] Secondly, as there was no provision for a visiting review committee, most of the sub-area on Administrative Staff and some aspects of Instructional Staff were too personal to be examined objectively.

In consequence, while the critical features outlined for this area represent the principal points of emphasis in the manuals, the investigator has probed into each of the three sub-areas just deeply enough to reveal serious weaknesses, if any, in the staff situation at J.B. Mitchell School.

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[49] Evaluative Criteria, 1960 Edition, p. 342.

[50] Vide p. 124.

Administrative Staff

Critical features.

A. Professional Organization and Relationships
   1. Numerical adequacy of staff
   2. Theory and practice in division of administrative responsibilities (from Board of Control to School Principal)

B. The Principal as a Person
   1. Professional preparation and experience
   2. Philosophy of education
   3. Professional attitude and activities
   4. Evidence of professional growth
   5. Personal characteristics likely to be effective in the administrative role

C. The Principal as an Administrator
   1. Adequacy of scheduling and equalization of work loads
   2. Attention to working conditions for both staff and students
   3. Adequacy of daily routines (for safety, discipline, finances, public relations, and evaluation)
   4. General efficiency rating with respect to organization and administration

D. The Principal as an Educational Leader
   1. Effectiveness in motivating staff and students
   2. Adequacy of supervisory program
   3. Effectiveness of staff meetings
   4. Curriculum leadership
   5. Effectiveness in implementing the junior high school philosophy

Inventory. At the time of writing, the administrative staff of J.B. Mitchell School consists of one officer, a full-time supervising principal. As part of the Winnipeg School Division and the larger Manitoba provincial school system, however, this school is affected both directly and indirectly by overlapping administrative arrangements.

In theory, J.B. Mitchell School, in common with other junior high schools in Winnipeg, is administered by an elected school board of fifteen members working through the Superintendent of Schools for the Division, his assistants, and its principal; in practice, the system of

control is both more complex and more flexible than would be implied by any formal organization chart. For example, while he is directly responsible for general organization and administration, staff appraisals, and supervision of the instructional program to the Assistant Superintendent (Secondary), the principal may deal directly with the Superintendent, the Administrative Assistant (Secondary), the Director of Research, the Secretary-Treasurer, or any one of several directors, assistant directors, and supervisors on specific matters affecting day-to-day problems and procedures. Then, too, indirect control of some matters affecting all Winnipeg junior high schools is exercised by the Junior High Principals' Council, which meets normally once a month under the chairmanship of the Assistant Superintendent (Secondary). Further to complicate the control system, overall supervision is exercised by the provincial Department of Education: directly through its inspectors --one of whom has J.B. Mitchell School as part of his "district"--and indirectly through its control of curriculum, textbooks, religious and patriotic exercises, and authorization of experimental programs. Within the school itself, however, the administrative arrangements are the principal's responsibility, and there is much local autonomy.

Most of the critical features in the remaining sections of this sub-area involve matters that are too personal for a principal's self-evaluation. Appraisal of the principal as a person, as an administrator, and as an educational leader is thus largely a job for a group of visiting experts--although provision is sometimes made in the manuals for an initial report by a special staff committee.[51] Inventory for Administrative

[51]Both avenues to the evaluation of Administrative Staff are implied by the instructions, illustrations, and questions (evaluations) on pp. 6, 23, and 278-80 respectively of Evaluative Criteria for Junior High Schools (1963).

Staff, therefore, includes only a few of the facts that would be needed for a comprehensive evaluation.

For his responsibilities as head teacher, administrative officer, and educational leader of J.B. Mitchell School, the writer, had, in 1962-1963, a background of academic and professional preparation that included degrees in Arts (with specialization in History and Psychology) and Education (with particular emphasis on courses dealing with principles of education in the broad sense), roughly twenty years of teaching experience (including two years as vice-principal and seven years as principal in junior high schools), some in-service programs in administration and supervision, and executive experience in professional organizations (particularly local divisions of The Manitoba Teachers' Society). Moreover, from his basic preparation, subsequent reading, and personal experience he had developed a "working philosophy"--some facets of which have already been examined in this report.[52] These particulars are matters of record, and can therefore be judged by self-evaluation procedures.

None of the critical features for Sections C and D (outline on page 185) lend themselves to direct factual presentation. Judgments of adequacy or effectiveness with respect to these features must therefore be based on indirect evidence from the principal's administrative and supervisory activities; and, insofar as these aspects have been inventoried in this tentative evaluation, the findings are reported mainly in the logical context of the area on Program (General) in Chapter VI.

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[52] *Vide* pp. 152 ff.

Thus, its sub-area on Content includes some discussion of the principal's contribution to curricular enrichment, and that on Organization and Administration examines his routines in terms of the symptoms of effective administration--to give but two examples of the overlap of these evaluation areas.

To illustrate the more general aspects of the principal's role at J.B. Mitchell School, two features that are both administrative and supervisory have been included in this brief inventory of Administrative Staff. The first of these concerns the division of the principal's time among his various duties, which may roughly be grouped into the eight categories listed hereunder. While a systematic record was not kept throughout the period of this project, some evidence of the division of time was obtained from a one-month survey and analysis required by the Winnipeg School Board for January, 1962.[53] For J.B. Mitchell School, this survey showed the following ranking of its principal's duties, with percentages as indicated:

General Administration	45
Supervisory Activities	22
Personnel Management (mainly pupil discipline)	15
Teaching (mainly relieving duties)	5
Miscellaneous	5
Clerical Work	4
Community Relations	3
Extra-curricular Activities (direct supervision)	1

[53]This was simply a "spot check" throughout the entire Division, with the avowed purpose of determining in which schools the principal was able to devote at least fifty per cent of his time to supervisory duties, in accordance with the School Board's stated objective.

It should not be assumed in the absence of further research, however, that the results of this one-month survey represent a typical apportionment of time, as each month in the school year brings its own special problems, and there are many unplanned demands on a principal's hours.[54]

The second of these general features involves the school's unofficial departmental system, already mentioned briefly in an earlier section.[55] In the interests of better planning, teaching, and evaluation of the instructional program, the entire staff has been organized at the beginning of each school year into a system of subject committees and sub-committees. Figure 1, which follows, illustrates this arrangement for 1962-1963. Each subject committee was given three main responsibilities: (1) to set the objectives for the four reporting terms, and to arrange them in summary form for the Course Outlines; (2) to provide opportunities for discussion of problems related to the teaching of that subject; (3) to prepare the required examinations, and submit them to the principal for inspection and approval. While the coordinating chairmanship for each subject has generally been rotated among those teachers with the greatest range of experience at all three levels, in 1962-1963, because of staff changes, the principal acted as departmental "head" for both English and Guidance.

Evaluation. Criteria for the self-evaluation of this sub-area

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[54] The months of February and March, for example, normally require more-than-average attention to Supervisory Activities in preparation for the annual rating forms on teachers. Again, the same months usually bring a relatively heavy load of pupil discipline problems.

[55] Vide p. 151.

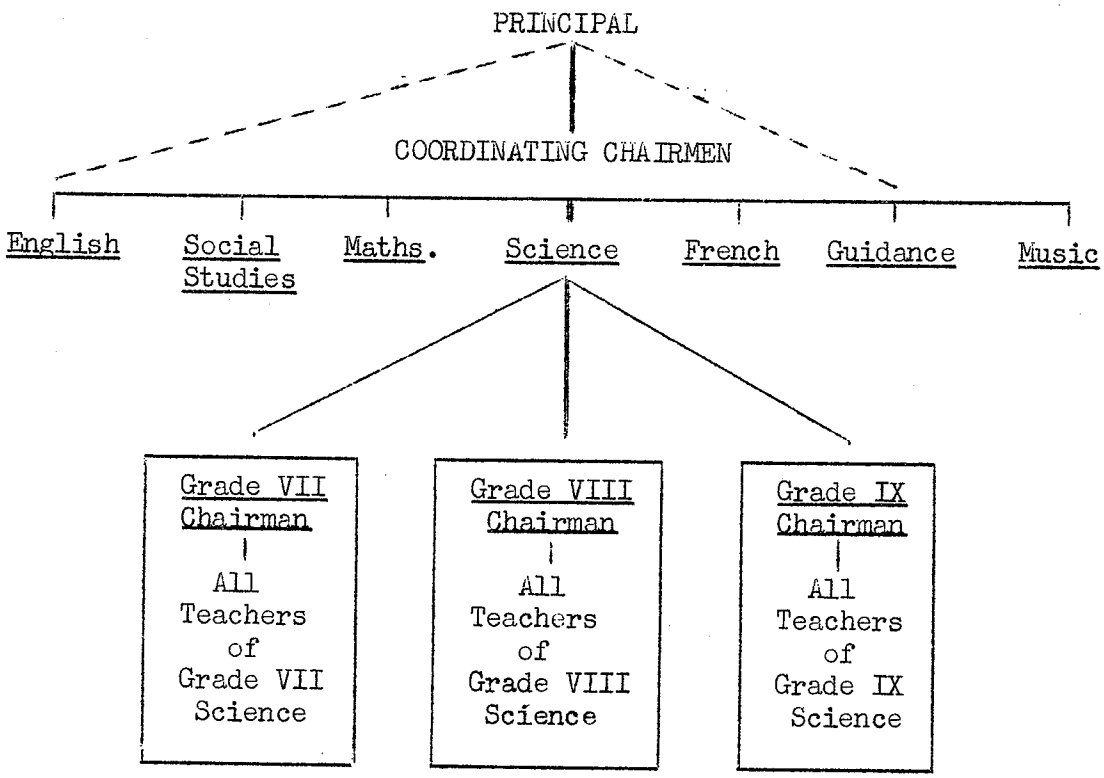

FIGURE 1

SUBJECT-COMMITTEE ORGANIZATION OF THE J.B. MITCHELL SCHOOL

1962-1963

NOTE: (1) The broken lines indicate those subjects for which the Principal was also Coordinating Chairman.

(2) Each subject was organized into grade committees similar to those shown for Science.

(3) Subjects not listed, such as Art, Latin, and Physical Education, were each taught by a single teacher, or by one teacher for girls and another for boys, and therefore did not require committee organization.

are not readily adapted from the evaluation manuals nor from the literature on the junior high school. About the only criterion the investigator was able to find for judging the numerical adequacy of administrative staff was Conant's recommendation that "a full-time assistant principal at the secondary level should be available for every 750 pupils."[56] On this basis, one supervising principal ought to have been adequate for J.B. Mitchell's 1962-1963 pupil population of approximately 550, or for the 1963-1964 enrolment of roughly 630--if one can assume that his time was utilized primarily for professional duties. As no direct criteria were available for judging the effectiveness of the administrative arrangements, theoretical or practical, for junior high schools in the Winnipeg system, the other aspect of Section A, Professional Organization and Relationships, could not be evaluated at this stage; although the flexibility of the arrangements applicable to J.B. Mitchell was seen as an asset.

While there are criteria which a visiting review committee could use to evaluate the features of Section B, The Principal as a Person, about all that can be included in this self-evaluation is the investigator's own impression of the adequacy of his professional preparation and experience. He has been conscious of four particular weaknesses: (1) a lack of experience at the elementary level, thereby making it difficult for him to understand fully the adjustment difficulties faced by Grade VII pupils or the articulation problems encountered by their teachers; (2) an inadequate background of studies for his supervisory

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[56] James B. Conant, Education in the Junior High School Years (Princeton, New Jersey: Educational Testing Service, 1960), p. 37.

duties with respect to Mathematics and Science; (3) very limited training or experience in statistical procedures applicable to education; (4) no formal training in school organization or administration.

Finally, the two illustrations of activities overlapping Sections C and D, while they represent only a small fraction of school administration in the broad sense, nonetheless suggest both weakness and strength in the principal's organization: weakness, in that a disproportionate amount of time (relative to Winnipeg School Board policy) appears to have been spent on non-supervisory duties;[57] strength, in that the system of subject committees has probably contributed to the fulfilment of the first two aspects of the integration function.[58]

Action program. While this limited investigation of Administrative Staff has not revealed needs for urgent or drastic action, there are several action steps which should be considered further, as follows:

1. A recommendation to higher authority that special courses be set up for the training of junior high school principals.

2. A recommendation to higher authority that an administrative assistant be appointed to J.B. Mitchell School to relieve the principal of much routine administrative work (special timetabling, correspondence, building management, and similar non-professional duties that cannot be delegated to clerks) in the interests of the instructional program.[59]

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[57]The percentage given on page 188 for General Administration is probably not higher than normal for the period covered by this investigation. A particularly time-consuming type of administration is building management: budgeting and requisitioning for equipment, alterations, maintenance, and supplies, and interviews and phone calls relative to those matters.

[58]*Vide* pp. 81-82.

[59]This recommendation envisages a highly-trained secretary rather than a professionally-trained teacher or other administrative officer.

3. A plan for the periodic evaluation by the instructional staff of the administrative and supervisory routines of the school.

4. A more thorough survey of the time spent by the principal on his various duties to provide data for a full evaluation of this aspect of operational efficiency.

Instructional Staff

Critical features.

A. General Appraisal
   1. Procedures for selection, placement, and orientation
   2. Evaluation of staff in terms of suitability for junior high school work
   3. Role of instructional staff in policy-making and development of administrative procedures
   4. Staff-improvement procedures
   5. Staff working conditions: salaries, pensions, and other benefits

B. Individual Staff Member
   1. Preparation and experience for junior high school teaching
   2. Health (physical, mental, emotional)
   3. Activities to promote professional growth
   4. Contributions to school and community
   5. Self-evaluation of teacher load
   6. Self-evaluation of teaching activities
   7. Self-evaluation of overall professional qualifications

Inventory. In the Manitoba public school system, the selection and assignment of teachers are direct responsibilities of the elected school boards, but in the larger divisions these tasks are normally delegated to superintendents. Thus, new teachers for the J.B. Mitchell School are assigned by one of the senior officers of the Superintendent's Department, usually after some consultation with the principal to ensure that these teachers' subject specialities will meet the needs of the school organization, that their known personal characteristics will probably fit the teaching team already at the school, and that a

balance of male and female teachers is maintained.[60] These new staff members, once assigned to the school, become the direct responsibility of the principal for scheduling, allocation of homerooms, and general orientation.[61]

At J.B. Mitchell, orientation of staff has been attempted through the following procedures and materials:

1. A letter sent late in August to all staff members inviting them to spend some time at the school prior to the opening day inspecting their timetables, the opening-day directive, and other material in their personal folders.

2. A special staff meeting, during part of the two-day "institute" (footnote no. 61) for teachers who are new to J.B. Mitchell.

3. An opening-day staff meeting each year, usually held from 3:00 to 4:30 p.m., to review special features of the new timetable, new procedures, and other matters of prime importance at the beginning of a new term.[62]

4. The Teachers' Administrative Handbook, which has usually been revised over the summer.

5. The inclusion of all new staff members on appropriate subject committees, in an attempt to give them the benefit of the

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[60]During 1961-64, the period covered by this evaluation project, the "senior officer" for this purpose was the Assistant Superintendent (Secondary).

[61]Recently the Superintendent's Department has assisted with staff orientation in two ways: (1) by providing a two-day "institute" at the beginning of the school year for teachers new to the Winnipeg Division, one-half day being spent at a general session conducted by the Superintendents, and the remaining time being devoted to orientation within each teacher's assigned school; (2) by making possible a short internship period (in the schools to which they will probably go in September) for a small number of newly-certificated graduate teachers.

[62]In an endeavor to use this staff-meeting time to best advantage, each teacher is provided in advance with a printed agenda, notes on the new basic timetable (usually entitled "Supplement to the Opening-Day Directive"), and a tentative organization of staff committees for the new year.

experience of continuing staff members.

6. Personal attention by the principal to the orientation of new staff members, combined with an open invitation to them to discuss problems and procedures with him at any time.

In addition to those procedures which are associated with the beginning of a new school year, the principal has normally reserved part of the agenda of each general staff meeting for discussion of one or more aspects of the instructional program, with the twin objectives of better orientation to the philosophy and objectives of J.B. Mitchell School and in-service training for junior high school work.

The orientation of Manitoba teachers to junior high school theory and practice, an important aspect of "suitability for junior high school work", is a shared responsibility, with no clear delineation of duties, and much overlapping of effort.[63] The basic preparation for this level is provided by teacher-training institutions, especially the Faculty of Education of the University of Manitoba. Its certification program (Education I) includes courses in Educational Psychology, the Psychology of Adolescence, and the History and Philosophy of Education, and requires four weeks of teaching practice in junior high schools. At the graduate levels (Education II and III), there are several courses (such as Psychology of Adolescence, Guidance, Child Development, and Mental Health) that have relevance for junior high school teaching.[64] Secondly, as

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[63] As the other important aspect of this feature, personal suitability of individual staff members for junior high school work, involves subjective judgments inconsistent with this type of self-evaluation program, it has not been considered in this investigation.

[64] The University of Manitoba, General Calendar for 1963-64, pp. 313-14, 318-21.

discussed in an earlier context, the Department of Education has undertaken to provide each teacher with a handbook on the "Basic Principles" applicable to this level, and has promoted some degree of refresher training through its annual inspectors' conventions.[65] Thirdly, the local administrative units, such as the Winnipeg School Division, operate a variety of in-service programs--especially in those subject fields for which they have appointed supervisors or directors. Fourthly, this overall responsibility for professional development is likewise shared by teachers' organizations--in particular The Manitoba Teachers' Society (which, in addition to encouraging general professional advancement, sponsors curriculum workshops, and has a number of subject-orientated affiliates), and the Manitoba Educational Association (which operates an annual convention at Easter, with special junior high sections). Much of the responsibility for helping teachers become competent at the junior high school level still rests with the local school, and is discharged through its developmental routines.

Brief reference should be made at this point to the role of the instructional staff at J.B. Mitchell in the development of school policy and administrative procedures. It is difficult to assess this role, because staff changes year by year have given some teachers greater influence due to their experience, and not all teachers take the same interest in the operation of the school. However, as suggested in Table III, page 155, the principal has tried to employ democratic principles, and has therefore provided the opportunity for members of the

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[65] <u>Vide</u> pp. 142-43.

instructional staff to play a very important role in promoting operational efficiency. Thus, a regular monthly staff meeting enables teachers to influence both policies and procedures, so far as these are under local jurisdiction; and the staff collectively has taken a particularly active part in the planning and operation of the co-curricular program. In addition, improvements in the administrative routine have always been initiated by individual staff members working either at the regular staff meetings or directly with the principal. While this description of the role of the instructional staff at J.B. Mitchell in policy-making and the development of administrative procedures is of necessity based on the investigator's personal appraisal of the situation, much of it has been corroborated by the minutes of staff meetings held during the period covered by this evaluation project.

The general staff meeting, with its opportunities for individual participation in school policy and administration, has had an important role in staff improvement at J.B. Mitchell School. Mention should be made, however, of the following additional staff-improvement measures, some of which have already been discussed in other contexts: (1) the gradual accumulation of a library of professional books (since September, 1963, accommodated in a small staff meeting room, the Conference Room), and encouragement of staff reading; (2) the use of staff committees for a considerable range of duties--a procedure that not only provides experience in democratic procedures, but also helps teachers develop

greater competence through the sharing of ideas and experiences;[66] (3) encouragement of a "clinical approach" to pupil problems. Moreover, several of the organizational principles identified by members of the Advisory Committee (Table III, p. 155), particularly the second one, tend to corroborate the principal's drive for true professionalism.

Finally, some reference should be made to those features which are commonly referred to in the manuals as "staff working conditions"--even though in Manitoba most aspects are outside the jurisdiction of the local school. Thus, salary schedules, tenure provisions, retirement provisions, regulations concerning leave of absence, and pupil-teacher ratio--the most obvious features in this category--are in this province, in both law and custom, matters for discussion and/or negotiation between The Manitoba Teachers' Society (or its local associations) and the divisional school boards or provincial authorities.[67] The influence of the school principal, therefore, is limited to the more intangible aspects of working conditions, such as the following: the instructional

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[66] In addition to the grade-subject committees already described (Figure 1, p. 190), J.B. Mitchell School has usually had the following standing committees in operation: a Program Committee (to plan the annual School Tea and other public relations functions), a Social and Welfare Committee (to handle staff needs in these areas), a Finance Committee (to administer the School Fund), an Awards Committee, and two committees of advisers for the Student Council and the School Paper respectively. Moreover, it has been customary for general staff meetings to make use of special committees to facilitate their business.

[67] While the term "working conditions" is handled in most of the manuals as a synonym for "teaching load", collectively it embraces all of these features, and a few less obvious ones (such as provisions for privacy and facilities for group work). Cf. Evaluative Criteria for Junior High Schools (1963), pp. 283-85, 303; Procedures for Appraising the Modern Junior High School (California), pp. 70-71, 75-76; An Instrument for the Self-Evaluation of Junior High Schools (Anderson), Category B, pp. 2-3, 6-7.

"atmosphere" of the school, teaching assignments (within the limitations imposed by the school board's pupil-teacher ratio), co-curricular duties, pupil-teacher relations (to the degree that they are dependent upon school policies), direct assistance to teachers in handling instructional or discipline problems, and the teachers' share in policy-making and the development of school routines. It follows, then, that what has heretofore been described with respect to staff meetings, staff freedom to submit recommendations, and the principles implicit in the organization and administration of J.B. Mitchell School, must be considered evidence of staff working conditions there. Additional data for this aspect of Instructional Staff will be found in Chapter VI, particularly in the sub-area on Organization and Administration.

On the assumption that the inventory for Instructional Staff would be reviewed by a visiting committee, several of the representative manuals have made provision for the completion by each staff member of a detailed questionnaire: part self-evaluation interrogation, and part inventory of preparation, experience, and professional activities. While the individual inventories are intended as stimuli for self-improvement plans, collectively they should provide much of the data needed by the responsible authorities to enable them to determine the extent to which the instructional staff is competent to carry out the philosophy and objectives of the school and is, in fact, meeting pupil and community needs. Corresponding appraisals of individual staff members at J.B. Mitchell School have not been practicable in this investigation, for reasons already discussed.[68] Nonetheless, the twenty-two staff

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[68] Vide the section on Limiting Factors in Chapter IV, pp. 124-26, and also p. 184.

questionnaires comprising the Survey of Staff Qualifications and Experience, June, 1962, did provide enough data for a tentative evaluation of teachers' qualifications for junior high work.

While the earlier reference to this survey (on page 166) gave some statistics on teacher preparation relative to the understanding of adolescent psychology, the more complete analysis in Table IV allows the J.B. Mitchell staff of that year to be seen in broader perspective. For example, the table shows that, with respect to basic preparation, nineteen of the twenty-two teachers were university graduates, and only one had the minimum academic qualification of First Year (or its equivalent, Grade XII). Again, with respect to professional growth in terms of graduate studies, nine teachers held one or more graduate degrees in Education, and seven more had credits towards such qualifications. To this basic and continuing preparation, most staff members were able to add informal credits relative to their work, as indicated in the right-hand column, with extensive travel experience being the most common type.

During the remaining two years that this investigation was in progress, members of the instructional staff were not asked to complete correspondingly-detailed questionnaires, but particulars of teachers' preparation and experience were kept in the Office Records. These revealed that twelve new teachers (including six graduates and two others with Third Year standing) had been added during that period, while nine (including six graduates) had resigned or been transferred. Although there was a slight percentage decrease in graduate teachers, the preparation-experience pattern for the J.B. Mitchell staff, as

TABLE IV

SUMMARY OF STAFF QUALIFICATIONS AND EXPERIENCE
J.B. MITCHELL SCHOOL, JUNE, 1962

Teacher[a]		University	Extra[b]	Teaching Exper.			Miscellaneous[c]
Id.	Sex	Preparation	Credits	Elem.	JHS	SHS	Qualif. or Exper.
1	M	B.Sc., B.Ed.		3	6		Travel
2	M	B.A., B.Ed.			2.5		Diplomas in Music Travel
3	F	B.A.		3.5	35.5		Courses in Speech, Library Science Travel
4	F	B.A.		11.6	3		Voluntary youth work
5	F	B.Sc.	B.Ed.(1)		1		Experience with retarded pupils Travel
6	M	B.A., B.Ed.	M.Ed.(3)		7	.5	Courses in Geography, Accounting
7	F	B.Ed.			2	1	Qualif. in Music Travel
8	F	B.Sc. (P.Ed.)			1		Qualified instructor in Phys. Ed.
9	M	B.A., M.Ed.		4.6	16	11	Experience as school principal War service (abroad)
10	M	B.A., B.Ed.	M.Ed.(1)		16	7	Experience as school principal War service (abroad)

[a]Teachers are listed in random order.

[b]This column summarizes credits towards higher academic or professional degrees that are directly related to teacher classifications in the Winnipeg School Division. For example, "B.Ed.(3)" means three full courses completed towards the degree of Bachelor of Education.

[c]"Travel" has been included as an additional qualification only if it represents overseas trips or correspondingly extensive travelling.

TABLE IV (continued)

Teacher[a] Id.	Sex	University Preparation	Extra[b] Credits	Teaching Exper. Elem.	JHS	SHS	Miscellaneous[c] Qualif. or Exper.
11	M	3 yrs.	B.Ed.(2) (equiv.)	3	3.5		Business experience
12	F	B.A. (Fine Arts)	B.Ed.(1)		1		Experience in business, theatre management, research Travel and study
13	F	B.A.		5	30	.5	Travel
14	M	1 yr.		8	2.6		Business experience Terms in public office Travel
15	M	B.A.	B.Ed.(1)		1	2	
16	M	B.Sc. (Hons.) B.Ed.	M.Ed.(3)		7		
17	M	B.A., B.Ed.	M.Ed.(3)	5	1		Travel
18	M	B.A.			5		Qualified instructor in Phys. Ed. Army instructor (post war) Travel
19	F	2 yrs.	B.Ed.(3) (equiv.)	17	18		Overseas exchange Travel
20	F	B.A., M.Ed.		4	9	2	Experience in curriculum develop.
21	F	B.A., B.Ed.		2.4	2.6	1	Travel
22	F	B.A., B.Ed.		2	1		Travel

shown in Table IV, remained largely unchanged.

Evaluation. For this sub-area, too, the investigator was unable to find criteria to evaluate its features in the context of the ideal junior high school, other than the general principle that, "since the program of the junior high school is unique, it demands a staff especially prepared for working with pupils at this level of development."[69] However, a few general appraisals seem to be implicit in the data summarized under Inventory.

In the first place, while J.B. Mitchell School operates in a system that has staff selection, placement, and orientation procedures which are more externally-controlled than those assumed by the authors of the representative evaluation manuals to be normal for junior high schools, this investigation unearthed no evidence that its overall efficiency as a school of that type has been adversely affected by this arrangement.[70] Secondly, the existing routines for involving members of the instructional staff in policy-making and the development of administrative procedures compare favorably with those implied by the checklists and questions in the manuals.[71] Thirdly, staff-improvement

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[69] Criteria for Evaluating Junior High Schools (Texas), p. 18.

[70] The related factor of numerical adequacy of instructional staff, as reflected in the pupil-teacher ratio, has been omitted from this tentative evaluation because the whole concept of class size is at present undergoing extensive re-thinking. (Cf. Conant, op. cit., pp. 34-35, and Gene D. Maybee, "What Do We Believe About Time Allotments, Class Sizes, and Flexible Scheduling in the Junior High School," Bulletin of the National Association of Secondary-School Principals, XLVI (October, 1962), pp. 11-12.

[71] Vide Evaluative Criteria for Junior High Schools (1963), p. 280, items C 1 and C 8.

procedures at J.B. Mitchell appear to be adequate by the standards of the evaluation manuals.[72] While the inventory of procedures for staff orientation, staff participation, and staff improvement provides evidence of opportunities for professional growth, there is no simple method of recording the progress of teachers in that direction; and time did not permit experimentation with research techniques for this purpose. Similarly, the evaluation of J.B. Mitchell's teachers in terms of suitability for the unique job of the junior high school has had to be reported, in the absence of more complete data and criteria, in terms of the opportunities implicit in their university preparation and experience.

From the inventory of this aspect of Instructional Staff it is evident that, insofar as university preparation--particularly graduate status--is an important factor in suitability for junior high school work,[73] the J.B. Mitchell staff during the period of this investigation was, as a group, well-qualified. The teaching experience of its members, however, is more difficult to appraise. Without optimum quotas as criteria, all that can be deduced from the synopsis in Table IV is that approximately half of the instructional staff, including eight of the nine new members, were teaching with a bare minimum of junior high school experience. Thus, the experience aspect of suitability for the special job of the junior high school was less favorable than the

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[72] Ibid. p. 280, particularly items 2, 6, 10, 11, 14, and 21; p. 282, particularly items 3, 4, 6, and 7.

[73] The evaluation manuals imply that it is a very important factor, and make provision for an inventory of specific courses as well as completed diplomas or degrees.

preparation aspect.

Another facet of staff suitability has already been considered briefly in other contexts; namely, understanding of and dedication to the unique purposes of the junior high school and the special objectives of J.B. Mitchell School. Thus, it has been shown that not only is there some doubt that all members of the school's staff have developed working philosophies consistent with the fundamental principles of junior high school education, but there is also an unanswered question concerning their practical acceptance of the implications of known characteristics of early adolescents.[74] Considerably more research will be required, therefore, before the J.B. Mitchell staff can be evaluated fully in terms of this critical feature.

The last of the features to be considered, staff working conditions, likewise can be evaluated only in general, and somewhat subjective, terms. In addition to those listed on pages 198-99, several other important aspects were completely outside the scope of this study; for example, (1) the effect of the shortage of fully-trained and experienced junior high school teachers on the total work loads of the more competent members of the staff, (2) the disruptive influence of a relatively high annual staff turnover (approximately forty per cent in 1961-1962), and (3) the adequacy of the physical facilities provided by the Winnipeg School Division--to name three of the more obvious implications of the inventory. On the other hand, evidence already presented in this sub-area suggests that the teachers of J.B. Mitchell School have

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[74] Vide pp. 160-61 and 166-67.

had an adequate share in policy-making at the local level and in the development of administrative procedures; moreover, that they have been able to influence general working conditions under the principal's control through the use of existing machinery--particularly the open invitation to submit items for consideration at regular staff meetings.

Finally, data to be presented in Chapter VI (under both Program (General) and Co-curriculum) with respect to staff assignments and procedures for equalizing teaching loads must be considered indirect evidence of working conditions, and therefore part of the overall evaluation of Instructional Staff.

Action program. The principal weakness revealed by the evaluation of this sub-area is the uncertainty that J.B. Mitchell's teachers are, in fact, fully qualified for junior high work; more specifically, that their experience at that level and their orientation to the philosophy of the junior high school are probably more seriously deficient than their background of academic and educational theory. The relative responsibilities of the principal of the local school and of the authorities handling professional preparation have not been clearly delineated in this respect. However, to supplement the action steps already outlined in this report,[75] there should be two recommendations to higher authority, as follows:

1. That the teacher-preparation institutions (especially the Faculty of Education of the University of Manitoba) be asked to review their procedures for orientating student teachers to junior high school work with a view to correcting what seems to be a deficiency of emphasis on the unique aims and functions of programs designed for early adolescents.

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[75] Vide pp. 161-63 and 174.

2. That the Winnipeg School Division be asked to review its recruiting policies for junior high school staffs with a view to reducing the number of teachers in the minimum-experience category. (A partial solution to this problem might be an extension of the internship program referred to in footnote 61, page 194.)

It is evident, then that the action for this sub-area envisages mainly steps that cannot be incorporated in a self-improvement program. In fact, the only local-action recommendation that seems implicit in the evaluation of Instructional Staff is that a study be made of up-to-date textbooks on supervision as an avenue to better staff-improvement routines.

Other Staff

Despite the emphasis given to evaluation of non-instructional staff in the representative manuals, Other Staff has been handled in this project as a relatively unimportant sub-area, and has accordingly been given a strictly limited evaluation--not because clerks and custodians, for example, play unimportant roles in the development of a good educational environment, but rather by reason of the limited possibilities for locally-initiated action. Thus, as the application of available criteria (from the manuals) revealed no special priorities for a self-improvement program, other than those which should logically be discussed in the context of other sub-areas,[76] the examination of Other Staff is reported in an abridged form, without formal division into sub-sections for the Inventory, Evaluation, and Action Program respectively.

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[76]For example, reference has already been made in the action program for Administrative Staff to the need for at least one fully-trained secretary to act as an administrative assistant.

In brief, three observations should be made with respect to the provisions for non-instructional staff at J.B. Mitchell School. In the first place, apart from the need for more highly-trained secretarial assistance, there is a continuing problem of how best to relieve teachers of non-professional duties--a problem that affects all schools in the Winnipeg Division and probably all schools everywhere. Conant comments, for example:[77]

> Duties of teachers which are peripheral to the main task of teaching should be minimized and constantly re-evaluated. No other duty takes precedence over classroom instruction.

As a first step towards reducing the clerical duties traditionally performed by teachers, he recommends that "a clerk or secretary should be available for every 250 pupils."[78] At J.B. Mitchell, one and one-half clerks have been assigned for a pupil population ranging from 550 to 630; thus, there would appear to be some inadequacy in the provisions for clerical staff. Secondly, while there are no clear-cut criteria for judging either the numerical adequacy or the effectiveness of the health-services staff, both the implications of the manuals[79] and the experience of the investigator suggest that the provision of a school nurse for only three half-days per week (the arrangement at J.B. Mitchell during the period in question) is not sufficient to guarantee adequate health service, or to safeguard the time of the principal and other staff

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[77] Conant, op. cit., p. 34.

[78] Ibid., p. 37.

[79] Vide Evaluative Criteria for Junior High Schools (1963), p. 287.

members for their primary duties.[80] Finally, while the selection, work load, and in-service training of custodians are matters completely outside his jurisdiction, the investigator, as already indicated, has been concerned that some change in this arrangement be effected to bring about a more logical handling of building-management problems.[81] (This matter is further discussed in Division IV of this chapter as an aspect of Equipment and Services.)

As these three needs--clerical, health-service, and custodial--can be met with respect to J.B. Mitchell School only through changes in the policies of the Winnipeg School Division, the action program for Other Staff in this tentative evaluation is concerned primarily with appropriate recommendations to higher authority.

IV. PHYSICAL FACILITIES

It is very easy to overemphasize Physical Facilities in a tentative total-school evaluation, for three reasons: (1) facts about the physical environment of a school are comparatively easy to obtain, (2) the importance of this area has consistently been stressed in the

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[80] While no statistics have been kept of time spent by the principal and other non-medical staff rendering first aid and otherwise looking after "casualties" when the school nurse was not on duty, the investigator knows from personal experience and observation that such extra duties have made serious inroads on his own time and on that of the office staff.

[81] *Vide* p. 192, footnote 57.

literature on evaluation,[82] and (3) criteria for evaluating its critical features tend to be self-evident or implicit in the phrasing of features in the outlines. In point of time, moreover, Physical Facilities was the first area to be examined thoroughly in this project; and, because the investigation has been a continuing one, understandably much material has been prepared--too much to be reported here, if this area is to be seen in proper perspective in a total-school evaluation.

As the primary objective of this project has been to present, in the time available, as comprehensive an evaluation as possible of the J.B. Mitchell School, and as it was expected from the outset that some areas would be reported more fully than others in this initial application of the procedures outlined in Chapter IV, the condensation of this material on Physical Facilities has been handled by re-grouping (and thereby reducing in number) the relevant critical features from Appendix A. Despite this abridgement, Physical Facilities was a major evaluation area in this project, with only the first sub-area, Site and Grounds, being given a "limited" treatment similar to Other Staff.

Site and Grounds

In the evaluation of this sub-area, principal attention has been given to the school grounds: their general characteristics, their

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[82] The reader will recall that this was among the earliest categories for accrediting, that it was also one of the six major evaluation areas identified by the Cooperative Study of Secondary School Standards, and that it is the only area for which evaluative criteria have been provided in all nine of the manuals used in this investigation. (Vide pp. 11,21,38, 40.) Furthermore, a quick perusal of Appendix A will show that only the program areas have had more specific features selected for evaluation.

development and maintenance, and prospects for their improvement. It should be noted in passing, however, that the location of the school is not ideal with respect to the criteria of the manuals: for example, geographical location relative to population distribution, freedom from traffic hazards, availability of public transportation, and fire protection. The latter was probably the most serious weakness with respect to location in that, until the fall of 1963 (at which time the local fire alarm bells were tied in with the city-wide signals system), the school was entirely dependent upon the telephone to summon aid from the Winnipeg Fire Department--the closest exterior alarm box being approximately half a mile distant across a busy railroad yard.

J.B. Mitchell School is located at the corner of Lanark St. and Fleet Avenue, on the north end of a nine-acre site that is shared with the John Dafoe Elementary School, the two schools being approximately 850 feet apart. Judged by the rather vague criteria of the evaluation manuals, which leave it largely to the investigator's personal judgment to determine the optimum ratio of school grounds to pupil population, the playground area of this particular school site appears to be adequate for a medium-sized junior high school such as J.B. Mitchell; however, it is probably too small to provide a full range of outdoor activities for the two schools. This disadvantage is offset to some extent by the fact that there is no fixed dividing line between the J.B. Mitchell and John Dafoe grounds, each school being able to use almost the entire playground area for its respective activities, with the former tending to have priority for Physical Education periods, and the latter for morning and afternoon recesses.

The development and maintenance of these grounds cannot be rated so favorably. On the credit side, the sections between the school buildings and the adjacent streets have been landscaped, the playground area between the schools is reasonably level, both sides of the playground are fully fenced, and there is ample bicycle parking on the west side of the school--an area that does not have a high chain-link fence like the playground, but is protected from vehicular entry by an open fence of steel posts. There is a longer list of debits however: inadequate drainage, rendering both the playground and bicycle parking areas useless for many weeks in the spring, and for several days after each heavy rainstorm; poor turf on the playing areas, with virtually a mud surface near the school building; no hard-topped recreation areas (although such an area has been provided for the John Dafoe School); no permanent installations on the playground, other than three sets of goal posts for soccer; no proper driveway for deliveries, and no parking area for staff cars--in spite of the fact that the greater part of the area to the west of the school is of little use for other purposes, being too close to classroom windows; minimum maintenance of grounds by the School Division, except for the landscaped areas.

Because the Physical Education program of the school has continually been handicapped by these deficiencies in the playground area, and because the caretaking of the building has been made more difficult due to muddy approaches, an "action program" for Grounds was underway long before the present evaluation project was contemplated. Except for a general improvement in leveling (which followed the completion of additions to both schools in 1960), however, little work of lasting

value has been done to improve either the playground or the bicycle parking areas since the school opened in 1956.[83] At the time of writing, there are no indications that better playground facilities will be provided for J.B. Mitchell School in the near future.

Building Design

Critical features

A. General Features
   1. The building as a unit
      a) Appearance and durability
      b) Location on site (relative to playground and other distractions
      c) Provisions for expansion
      d) Provision for internal flexibility
   2. Provisions for zoning the building for community use
   3. Facilities for maintenance, supply, and storage
   4. Provisions for health and safety
      a) Materials of construction
      b) Provisions for rapid evacuation in emergency
      c) Storage of inflammable materials
      d) Visual environment (lighting, decorating)
      e) Thermal environment (temperature, ventilation)
      f) Auditory environment (acoustics, soundproofing, isolation of noisy activities)
      g) Sanitary environment (washrooms, drinking fountains)

B. Administrative and Service Units
   1. Office space
   2. Storage facilities (textbooks, instructional aids, miscellaneous supplies)
   3. Conference areas
   4. Medical room(s)
   5. Staff rooms (lounges, workrooms, washrooms)
   6. Guidance and counselling areas

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[83] Credit should be given to the School Division's Maintenance Department for periodic work on the grounds, but its budget seems to have been inadequate for this aspect of school development. There is no doubt that the climate of Winnipeg makes drainage and surfacing problems particularly costly, and this may account for the lack of permanent improvements. However, it must be kept in mind that proper facilities for outdoor activities are important to the implementation of an effective program for early adolescents.

7. Lunchrooms and/or foods service areas
8. Provisions for internal communication (public address system, intercom, other means)

C. Classrooms
1. Size and layout
2. Location relative to movement of classes
3. Adaptability for varied learning activities

D. Special Areas for the Junior High School Program
1. Inventory
a) Auditorium-gymnasium facilities
b) Library facilities
c) Laboratories
d) Shops and homemaking rooms
e) Art room(s)
f) Music room(s)
g) Facilities for special education
h) Student-activity rooms
i) Other special areas (if any)
2. Criteria for evaluation of special areas
a) Location
b) Size and design
c) Suitability for program
d) Adaptability
e) Present condition

Inventory. J.B. Mitchell, built in 1956 of frame construction on concrete piles, with red brick (veneer) walls and limestone trim, is a modern school in appearance and layout. In its eighth year (1963-64) the school has the bright, clean look both inside and out that visitors have repeatedly contrasted with the schools which they themselves attended; and, in general, it is in very good condition. Having no classrooms facing the playground or busy thoroughfares, it is well located on its site; moreover, as already indicated, there is ample room for expansion to the south--but not without the sacrifice of further playground. The original building of sixteen classrooms plus an auditorium-gymnasium, and the four-room addition of 1960, had no special provisions for internal flexibility. As shown in Figure 2, page 216, however, two double classrooms (15-17, 16-18) and the staff

unit of the present building, all part of the 1963 addition, are equipped with folding partitions. The same diagram shows that the building cannot readily be zoned for community use, as it has an interior auditorium, and a single corridor gate. Only partly evident from Figure 2 are the facilities for maintenance, supply, health and safety, and storage, which may be described briefly, as follows: asphalt tile floors (terrazzoor equivalent surfaces in washrooms) and washable walls throughout, for ease of maintenance; no special driveway or entrance for deliveries, but the main entrance is handy to the street; two very small combination storeroom-slop room units (without special provisions for inflammable storage) for custodians' use, with a general-purpose cupboard for additional storage in the Custodian's Room; plastered interior walls and partitions, decorated with flat latex paints; four well-located exits having a total of twelve outward-swinging doors (enabling the building to be evacuated in less than a minute and a half), but no fire escapes as such; lighting by window walls (with glass block upper sections) plus artificial lights (fluorescent in the 1960 and 1963 additions) in most classrooms;[84] temperature and ventilation thermostatically controlled, with full air conditioning in the 1963 addition; acoustic tile throughout, but no other soundproofing; five washrooms for students (three for girls, two for boys), five smaller washrooms for staff (two for women, three for men), and fourteen drinking fountains (grouped into six sets). Collectively, the facilities herein

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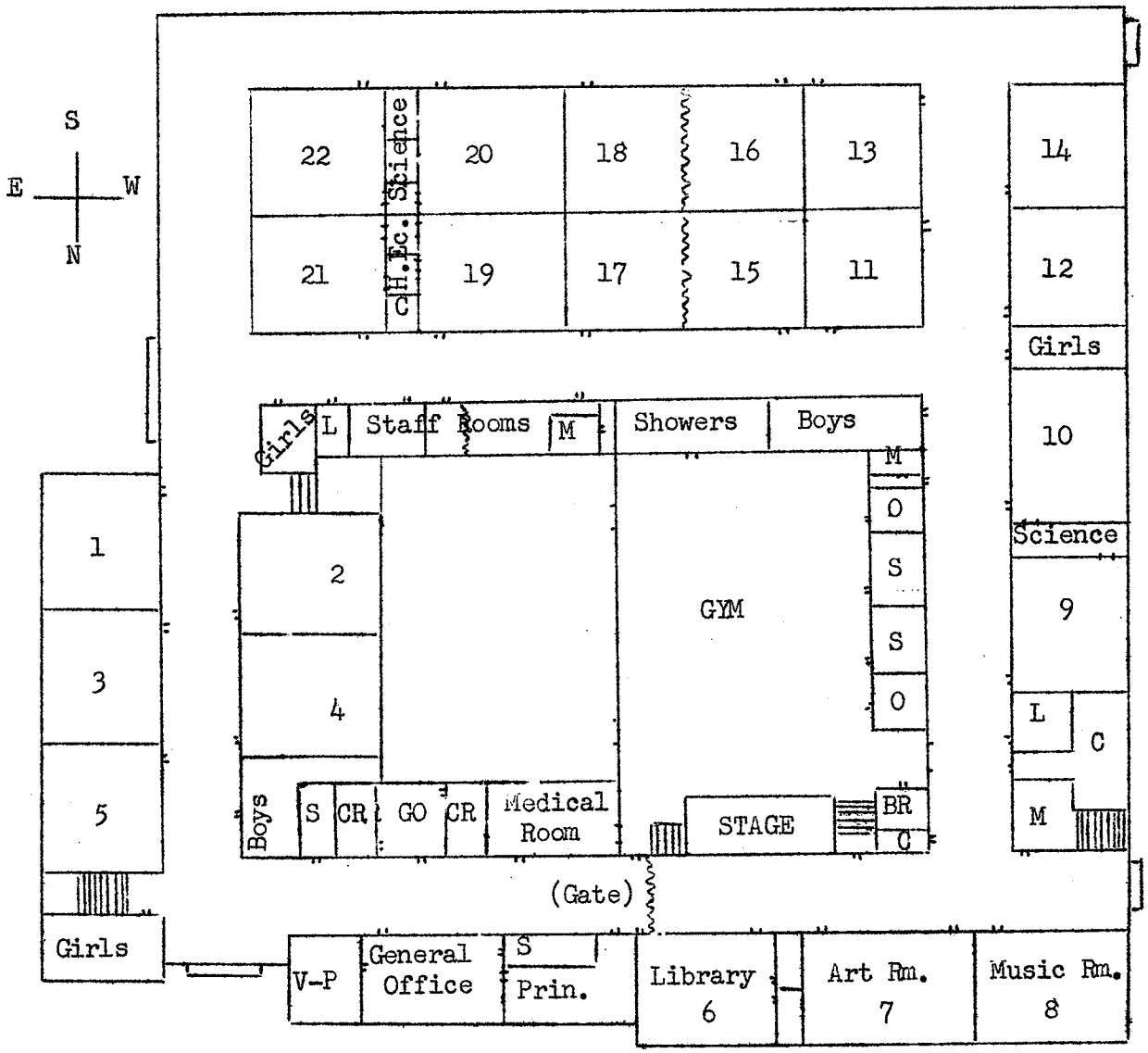
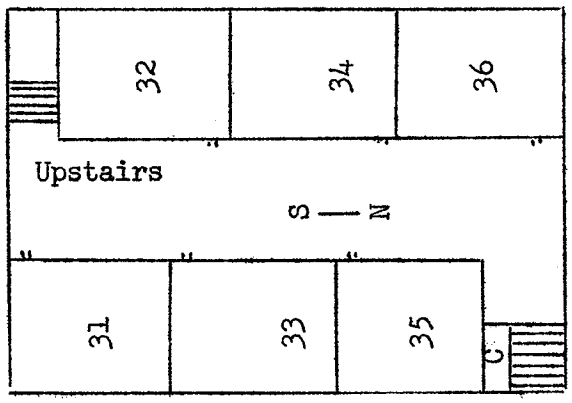
[84] All rooms in the 1963 addition are within an interior rectangle that has high windows to the corridors, but no direct outside light. Rooms 11 and 13, originally built as standard classrooms in 1960, lost their windows in 1963.





CR = Counselling Room
GO = Guidance Office
L = Ladies' Washroom
M = Men's Washroom
BR = Bookroom
S = Storeroom
C = Custodian's Room

FIGURE 2

PLAN VIEW OF J.B. MITCHELL SCHOOL

INCLUDING 1963 ADDITION

listed comprise the general features of Building Design.

More important for this investigation are the physical facilities listed in sections B, C, and D of the outline of critical features. The relative sizes and locations of the administrative and service units are shown in Figure 2; however, as this is a very small plan view of the building, not drawn to an exact scale, some additional information is needed to make the inventory intelligible. It should be noted, first of all, that the office unit (which was modified in 1960) has four rooms: the General Office (with space for mailboxes, a signing-in register, the usual office equipment, and desks for two clerks), the Office Storeroom (with a built-in counter for a duplicating machine), the Vice-Principal's Office, and the Principal's Office--the latter having a direct exit to the corridor as well as a connecting door to the General Office. In addition to the Office Storeroom, there are two administrative storage areas: the Bookroom, located next to the Auditorium-Gymnasium in the West Wing, and the Instructional Aids Storeroom, directly opposite the General Office. In practice, both of these "extra" storerooms house audio-visual equipment, as a convenience to the teachers, and the two storage areas adjacent to the General Office are used for limited quantities of textbooks kept in readiness for new pupils. Along the North Corridor, opposite the Library (Room 6), are new service units that were made from the former staff rooms: the Guidance Office, with its two small counselling rooms, and the Medical Room. In the middle of the school, along the new cross-corridor, is a five-room unit for staff: separate lounges and adjacent washrooms for men and women, with the Conference Room between them. This extra staff room, approximately

nine by eighteen feet, is separated from the Men's Staff Room by a folding partition which, when opened, converts the latter into a room that will accommodate up to thirty people for a staff meeting. Opposite the staff-room unit is another new feature, a double team-teaching room (with eighty-four desks) which serves also as a lunchroom, there being no special facilities for food service at J.B. Mitchell. These, then, are the principal facilities for non-instructional needs.

For the instructional program, as such, the space allotments shown in Figure 2 may be summarized in the following tabulation:

15 standard classrooms (each approximately 22 by 32 feet)

4 special rooms for Science, in pairs (not really laboratories, but each one slightly larger than a standard classroom in order to accommodate a demonstration table at the front)

2 preparation-storage rooms for Science (located between the pairs of special Science rooms)

2 double team-teaching rooms (each one a double classroom with a folding partition)

1 library (approximately 23 by 41 feet), with an 8-foot extension at the west end divided into a workroom and a small research room

1 special room for Art (approximately 23 by 43 feet)

1 special room for Music (approximately 23 by 34 feet)

2 special rooms for Home Economics (the Foods Room being slightly larger than a standard classroom, and the Clothing Room slightly smaller)

1 combined auditorium and gymnasium (48 by 80 feet, with folding divider doors in the middle), having an 18 by 40 foot platform--not a finished stage--at the north end

2 offices and 2 storerooms for Physical Education, along the west wall of the Auditorium-Gymnasium

2 shower room-dressing room units: the boys' being directly off the Gymnasium, and the girls' off their washroom in the West Wing.

The building does not contain special areas for Shops, Special Education, or student activities.[85]

The arrangement of the various instructional areas relative to one another has changed during the school's term of operation. In the original, U-shaped building, all of the standard classrooms were in the two-storey East Wing, with a pair of Science rooms and the Auditorium-Gymnasium comprising the West Wing, and the other special areas located between them along the North Corridor. While the 1960 addition merely extended the West Wing by adding four classrooms and larger washroom-shower room units, the 1963 addition improved the total capacity and location of the facilities for Science, added the area for Home Economics, made possible try-outs of team-teaching techniques, and gave the teachers better arrangements for preparation, marking, committee meetings, and off-duty activities. This latest addition converted the school building into a square, and greatly improved the internal movement situation by providing two more corridors joining the classroom wings (Figure 2). Finally, it should be noted that all areas of the building are connected to the General Office by conduits for an intercommunication system, bringing a practical unity to the four sides of the square.

Evaluation. The investigator is not competent to judge building design as such, but his study of the evaluation manuals, together with his own experiences as a teacher and principal, have made him sensitive

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[85]In the Winnipeg School Division, junior high boys normally travel for Shops to centres located in the senior high schools.

to the functional strengths and weaknesses of school buildings. Reviewing the general features of building design at J.B. Mitchell, for example, he concluded that the operational efficiency of the school plant would be improved by better facilities for deliveries and storage, and that its total value to the community would be greater if it could be more easily adapted to after-school community use. Secondly, while the 1963 additions and alterations made significant improvements in the location and distribution of special areas for the junior high school program, they did not solve the "movement problem"--the loss of instructional time occasioned by two weaknesses in the original design of the building: (1) the location of the Auditorium-Gymnasium in the West Wing, instead of in a more central position; (2) the provision of staircases in the East Wing that are too narrow for easy two-way traffic during period changes. On the other hand, the provisions for ease of maintenance, and for health and safety, seem reasonably adequate, with three exceptions: (1) temperature-ventilation control is difficult in the original part of the building; (2) there tends to be too much congestion in the washrooms in the East Wing at the beginning of each session due to the absence of facilities upstairs, and a capacity enrolment would probably overcrowd the washrooms in the West Wing; (3) those rooms, especially the Library, which are located close to the Auditorium-Gymnasium would experience fewer districtions if the latter had been soundproofed. While temperature-ventilation is better in the 1963 addition than in other areas, it is too soon to evaluate other aspects of the new semi-windowless classrooms.

Likewise, while the specific space provisions for administrative,

service, and instructional aspects of the total school situation appear to present no serious obstacles to the establishment of a good learning environment, the investigator must conclude, in the light of criteria implied by the manuals for a functional school plant, that J.B. Mitchell would have greater potential for giving optimum service to early adolescents had the building been designed with the following modifications:

1. A larger General Office, with a partition dividing the outer public part (with its mail boxes, signing-in register, and inquiry counter) from an inner private workroom to accommodate at least the principal secretary.

2. A Principal's Office large enough for committee meetings--the present one being crowded with three visitors.

3. Larger storage rooms, plus an additional location for instructional aids to service classrooms in the East Wing.

4. Separate staff workrooms or marking rooms, in addition to the existent combination lounge-lunchroom arrangements.

5. A properly-equipped lunchroom for pupils.[86]

6. Larger classrooms, to permit more flexible instructional arrangements.[87]

7. A more central location for the second-floor classrooms, to reduce travelling time to the Auditorium-Gymnasium and other special areas.

8. Sound-insulated classroom partitions. (Loud voices and sounds

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[86]Alternately, the noon-hour needs of pupils living more than three-quarters of a mile from the school could be met in part by special buses.

[87]The present classrooms, including rooms for special subjects, have been built to accommodate thirty-five pupils, but have always had forty desks in them to take care of classes or pooled groups that each year exceed this theoretical capacity. Even a limit of thirty-five desks per room, however, would give the teacher little freedom to use other than row seating for his classes.

like chalk punctuating sentences on the chalkboards carry through the present partitions.)

9. A larger gymnasium area, to make possible a more varied Physical Education program for classes timetabled for a half-gymnasium (as two-thirds of all classes had to be scheduled in 1963-1964).

10. A larger library, to accommodate at least two full classes or equivalent numbers for study and reference work.

11. A small auditorium, to accommodate up to two hundred and fifty pupils, for choirs, large-group instruction, and small assemblies). (The present Auditorium-Gymnasium is fully occupied with Physical Education classes and related activities of the co-curricular program.)

12. One or more rooms for student activities, plus a Student Council Office, to facilitate the proper functioning of the co-curricular program.

Action program. While Building Design would appear to be a sub-area that cannot be influenced by a self-improvement program, this generalization needs to be qualified in two respects: (1) principals and teachers of the Winnipeg School Division are annually invited, usually in October, to submit requests for improving the school plant--requests that will be considered in the School Board's budget deliberations; (2) staff suggestions are nowadays considered by the Architectural Department of the Division when major alterations or additions to a particular school are being planned. Through these two channels many improvements to J.B. Mitchell School have been effected, ranging from small items of built-in equipment to the enlargement of a special room by the removal of a partition; and the design of new additions has likewise been influenced by local suggestions.

Thus, all improvements in building design that have been initiated by or through the principal and staff of J.B. Mitchell School must be considered components of the action program for this sub-area.

Especially important for this investigation are those which were incorporated in the 1963 building program, some of which have already been mentioned, as follows:

1. Two large-group rooms, with folding partitions.
2. Improved staff rooms, with the addition of the Conference Room.
3. An enlarged room for instruction in Art.
4. A three-room unit for Guidance.
5. Improved storage facilities (in the Medical Room) for dishes and other equipment purchased from the School Fund for school teas and similar public-relations projects.
6. Dressing and shower facilities for boys, located directly off their half of the Auditorium-Gymnasium.
7. An Instructional Aids Storeroom handy to the General Office.
8. Two new rooms for Science, with adjacent storage and preparation facilities.

Apart from routine requisitions for minor improvements, and the annual budget requests for additional shelving or similar alterations, therefore, most of the practicable action program for Building Design has probably been effected already--although a few recommended improvements may yet be authorized.

Equipment and Services

Critical features.

A. General Features
   1. Maintenance and supply
      a) Building maintenance
      b) Caretaking services
      c) Equipment maintenance and supply
   2. Health and safety
      a) Provisions for maintaining adequate visual, thermal, auditory, and sanitary environments in the school
      b) Trash disposal
      c) Provisions for life safety (safety lights, fire alarm system, others)

B. Equipment and Services for Administrative and Service Units
   1. The office unit
   2. Storage areas
   3. Conference areas
   4. Staff rooms
   5. Medical room(s)
   6. Guidance and counselling areas
   7. Lunchrooms and/or foods service areas
   8. Internal communications equipment

C. Equipment and Services for Classrooms
   1. Type of seating (comfort, sturdiness, flexibility)
   2. Perimetric work and display facilities (chalkboards, bulletin boards, display shelves, others)
   3. Storage facilities
   4. Coverings for glass areas
   5. Provisions for an aesthetic "living environment"

D. Equipment and Services for Special Areas for the Junior High School Program
   1. Auditorium-gymnasium
   2. Library
   3. Laboratories
   4. Shops and Homemaking rooms
   5. Art room(s)
   6. Music room(s)
   7. Special Education rooms
   8. Special areas for student activities
   9. Other special areas (if any)

Inventory. Provision has been made in the manuals for an examination of Equipment and Services in much more detail than would be warranted in an initial evaluation of a school. This report, therefore, makes little reference to items that are standard for virtually all schools, but concentrates on those that are especially significant for the identification of strengths and weaknesses at J.B. Mitchell School.

Provisions for maintenance and supply in the Winnipeg School Division are centralized in two separate departments, with some overlapping of function; these departments are advised of the needs of individual schools through special requisition forms. Except for caretaking services and routine repairs, all maintenance, including repairs

to equipment and instructional aids, is done at the school by workmen sent in for the purpose, or alternatively is sent out to repair depots operated by, or under contract to, the School Division. Caretaking duties, which are handled by men regularly assigned to J.B. Mitchell School, include the maintenance of adequate "environments" (through such routine duties as adjustments to thermostats, replacement of roller towels in washrooms, and the operation of heating and ventilating equipment), trash disposal (through the baling of paper, and the depositing of hard objects in outdoor bins), and regular checking of the life-safety provisions (the fire alarm system, smoke barriers in corridors, and safety lights) to ensure that they are in good working order.[88] All other features implied by Section A of the outline may be considered standard.

The administrative and service units at J.B. Mitchell School likewise have the essential items of furniture and equipment. However, the following additional details are needed to make this report a comprehensive inventory of Section B:

1. The office unit has three four-drawer metal filing cabinets (cap size, locking type), a mobile cart for card files, and a counter with drawers and shelves for miscellaneous forms and office supplies, but no safekeeping facilities for examination papers or other valuables; however, the Office Storeroom is equipped with a double lock, providing some security from amateur thieves or vandals. The three offices have four telephones connected to two trunk lines, but no direct intercommunication system.

2. The Conference Room is equipped with a long, narrow arborite-topped table, ten chairs, a bookcase (for professional reference), and a magazine rack (for professional periodicals).

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[88]In 1963-1964 these duties were carried out by a staff of four men: three full-time and one part-time. Two custodians were on duty during the normal school day.

3. Each of the two regular staff rooms has a kitchen unit with a four-burner table-top stove, arborite-topped tables (for lunchers), an assortment of vinyl-covered chrome chairs, a couch, and a coat rack.

4. The Medical Room is equipped with a single couch, a sink, a first-aid cabinet, a stretcher, two folding screens, and a bulletin board.

5. The Guidance Office (including the two rooms for counselling) has two four-drawer filing cabinets (cap size, locking type) for cumulative files, a bookcase, a bulletin board, an extension telephone, three teachers' desks, and extra chairs. The windows are curtained, and the walls have pictures, to lend warmth to these service rooms.

6. There are no lunchrooms, as such, but the two large-group rooms are equipped with wall-type bottle openers and large metal waste containers on wheels.

7. The intercommunication system can be operated as a public address system (with broadcasts originating from any of the three offices, the Auditorium, or the Music Room) to the whole school or to "programmed" (selected) areas, and as an intercom to a single classroom, one of the staff rooms, or any of the special areas. Its console also houses a radio, a record player, and connections for a tape recorder.

Similarly, the following brief descriptions will help to define the strengths and weaknesses of classrooms and other instructional areas for a junior high school program:[89]

1. Each standard classroom has forty movable desk units, two walls with chalkboard, one wall with "tackboard" (bulletin board, usually made of a soft insulating sheathing), a counter-top bookcase under the windows, and a small upright teacher's cupboard. Most classrooms have full dark blinds for visual education. All classrooms have painted wall surfaces in reasonably good condition, although this aspect of the "living environment" tends to be better in those rooms that have been occupied for long periods by continuing staff members.

2. The Auditorium-Gymnasium is primarily a classroom for Physical

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[89] Only basic or built-in equipment has been included in this inventory; other items for instructional areas properly belong to inventories for Program (Special Areas).

Education, with special facilities for basketball, volleyball, and some gymnastics; however, it has approximately 400 nesting chairs stored in racks under the stage, with another 150 on it, for school assemblies. The Girls' Gymnasium, which is the half nearest the stage, can be darkened for visual education.

3. The Library has ten tables (each seating four pupils), two dictionary stands, three sloping shelves for magazines, a fixed stand for card catalogues, shelf space for approximately 4,200 books in the reading room, with additional shelving (some fitted with doors) in the two auxiliary rooms. It also has small sections of chalkboard and bulletin board.

4. All of the special rooms for Science have equipment similar to the standard classrooms, but each has a demonstration counter with storage cupboards underneath, propane gas heat (two with portable units), and a water supply. All of these rooms have had additional display shelves or cupboards added since they were first constructed.

5. The Foods Room has five fully-equipped kitchen units, plus a refrigerator, a wringer-type washer, and a clothes dryer. Its companion Clothing Room has six arborite-topped tables, eight electric sewing machines, and a fitting room with a three-way mirror.

6. In the Art Room there are both two-pupil and four-pupil work tables, plus the equivalent of two full walls of cupboards, a sink, a potter's wheel, a craft table (with a vise for woodworking), and two kilns.

7. The Music Room, originally furnished with standard desk units, now has 60 tablet arm chairs. Its special equipment includes a full wall of cupboards for music and instruments, a piano, a record player, and a combination record cabinet and bookcase.

8. Each of the large-group rooms has its "window-wall" bookshelf units equipped with sliding doors that can be locked to secure special sets of reference books for team teaching, and has sliding hangers for maps and screens along three walls. Further to facilitate team teaching, the Study Hall (15-17) has 84 desk units; the Lecture Room (16-18), 120 tablet arm chairs.

Evaluation. Criteria for evaluating Equipment and Services are largely self-evident; the facilities are either adequate or inadequate for the efficient operation of a modern junior high school.

As a general evaluation, the investigator found no major

weaknesses in this sub-area; that is, no serious obstacles to the attainment of the aims and functions of the junior high school. While most of the features examined could be improved for the more efficient operation of the school, many of the practicable changes have already been effected, as indicated in the Action Program section which follows; moreover, additional improvements are under way.[90] Nonetheless, keeping in mind that the objectives of this investigation included the development of both long-range and short-range action programs, the following continuing weaknesses, each of which hampers the overall effectiveness of the school as a medium for pupil growth, should be noted:

1. Notwithstanding the obvious advantages to the Winnipeg Division of once-a-year budgeting for building modifications and new equipment, the special needs of a particular school, such as J.B. Mitchell, would be better served were it possible to have more frequent request intervals, because new instructional projects cannot always be visualized and planned in October for the next twelve months. (For example, although most of the data for a new basic timetable--enrolment figures, details of class organization, staff availability, and staff preferences--is not normally available to the principal until June or July, he must under the present system estimate his equipment and supply needs about nine months ahead of his scheduling for the new school year.)

2. Too much maintenance and repair work is done in the school during the normal school day, to the detriment of the instructional program.

3. The available custodial staff seems to be adequate for a school of this size, but its organization (division of labor) and cleaning methods are time-wasting and ineffective. In particular, the daily cleaning of classrooms with push brooms and dusters fails to maintain the best "health environment" and "living environment" for pupils.

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[90] As an illustration of this point, the School Division's Budget for 1964 included twenty-eight specific improvements for J.B. Mitchell School, ranging from improved ventilation in the Library to several custom-built bookcases. (Memorandum from the Director of Maintenance to the Principal of J.B. Mitchell School, dated April 6, 1964.)

4. The completion of the fully-automatic fire detection and alarm system, now connected through the city signals system to the Winnipeg Fire Department, had undoubtedly provided pupils with greater protection from fire hazards. Other provisions for health and safety are generally good, with these exceptions: (1) the primitive cleaning arrangements, already mentioned; (2) the storage of trash in partly-completed bales in the basement area, which offers an attraction for mice and rats; (3) the poor quality drinking fountains in the original building, with lip guards so fragile that the water spouts are frequently without such protection; (4) interior smoke barriers (fire doors) that slow down the movement of classes, thereby reducing total instructional time, and which may also be an obstacle to rapid evacuation of pupils from the building; (5) very sensitive fire detection equipment which, whatever its contribution to life safety, nonetheless creates additional hazards for pupils in sub-zero weather because of the increased risk of false alarms.

5. There are three evident weaknesses in the equipment for the office unit: (1) the lack of a heavy-duty cabinet for safeguarding examination papers and petty cash; (2) an intercommunication system that is sub-standard for a school of this size, in that it has too few microphone outlets (only two outlets for five broadcast areas), plus a high rate of unserviceability; (3) no equipment, such as a photostat copier, for making exact duplicates of pupils' records and other documents.

6. Because of space limitations in the building design, not much can be done to improve classrooms. However, there are two obvious weaknesses that can be corrected: (1) inferior desk units in some rooms (especially those built in 1960); (2) poor quality chalkboards that tend to buckle (especially in the rooms of the original building).

7. Similarly, the special instructional areas are more deficient in space than in equipment. The stage in the Auditorium, which at present has little value except as a platform for formal assemblies, is one item that could be modified to provide better conditions for several aspects of the instructional program, particularly Music and English (drama and speech).

Action program. Like Building Design, Equipment and Services is an aspect of Physical Facilities that has been subject to a continuous action program since the school opened. As a result, repairs and improvements too numerous to list have been effected, and others are scheduled for completion in the near future. Among the more important

improvements relative to this sub-area have been the following:

1. Sliding doors on bookshelf units in the classrooms occupied by senior counsellors, and in both of the large-group rooms, to ensure proper control of special books and other reference materials.

2. Additional chalkboard in eight classrooms (for the teaching of foreign languages or Mathematics), and additional bulletin boards in four classrooms (for Social Studies or Science).

3. Better storage facilities in the Art Room.

4. Items of built-in equipment, such as dictionary stands, plus extra shelving, in the Library.

5. A map cupboard and a miscellaneous storage cupboard (at one time used for the teachers' professional library) in the West Corridor.

6. Sixty tablet arm chairs substituted for 40 regular desk units in the Music Room, and 120 of these chairs (including some for left-handed pupils) substituted for 80 regular desk units in the Lecture Room (16-18).

7. A special library cart to facilitate the rapid transfer of reference books between the Library and the Study Hall (15-17).

The evaluation of this sub-area contains several implications for action, however, the following being most urgent:

1. Continued representations--probably best through the Junior High Principals' Council--to the School Division for the planning of maintenance schedules that will reduce interruptions to the instructional program--a situation already much improved during the past few years, but one that is dependent for further action upon changes in the School Board's policies on payment for maintenance done outside of the normal working day.

2. A recommendation to the School Division that three changes be made with respect to caretaking arrangements: (1) a change-over to vacuum cleaning of classrooms; (2) the provision of an interior incinerator for trash disposal; (3) a better organization of the custodial staff under a fully-trained head caretaker directly responsible to the principal.

3. A requisition to the Supply Department for a photostat copier for J.B. Mitchell--especially needed in view of the large number of interprovincial transfers handled each year. (Provision has already been made for the School Fund to share the cost, if necessary.)

4. Requisitions to the Maintenance Department for the following improvements to health and safety provisions, in addition to those mentioned in item 2: (1) more durable lip guards for drinking fountains; (2) the gradual replacement of poor quality student desk units.

5. Requests for budget considerations for (1) framing, lighting, and curtains for the stage in the Auditorium (previously requested, but not yet approved), and (2) the installation of safekeeping facilities for examination papers.

Finally, while most of the practical action relative to Equipment and Services is dependent upon the concurrence of higher authority, there would seem to be value in staff discussions of better utilization of available equipment and services for the improvement of the instructional program.

Instructional Aids

Critical Features.

A. General Features
   1. Inventory
      a) Textbook supply
      b) Supplementary reading and reference materials
      c) Audio-visual aids
      d) Audio-visual supplies (films, filmstrips, tapes, transparencies)
      e) Paper and other instructional supplies
   2. Criteria for evaluation
      a) Procedures for procurement and distribution
      b) Procedures for maintenance
      c) Adequacy of quality and quantity

B. Instructional Aids for Special Subject Areas

Inventory. No survey of Physical Facilities would be complete without some consideration of those items of equipment the function of which is to help bridge the gap between teaching and learning; namely, the instructional aids. The following synopsis represents the continuing situation at J.B. Mitchell School; however, where precise figures

are given, these indicate the instructional aids available to its teachers during the 1963-1964 school year.

1. Textbooks are procured free of charge from the provincial Department of Education through the local Supply Department. They are issued to pupils for the school year upon payment of a Textbook Caution Fee of $2.00. Each pupil is loaned a full set for his grade.

2. Supplementary reading and reference materials come from many outside sources: the Department of Education (through an annual library grant), the School Division (through grants and direct issues), various government departments(such as the provincial Department of Mines and Natural Resources), and private organizations (such as the Manitoba Historical Society). In addition, some books and other reference materials are purchased from the School Fund. While the Library is the main repository of reference materials, the following additional catalogued items were available for continuous classroom use;[91]

317	general atlases (including 7 for teacher reference)
67	historical atlases (Canada)
80	historical atlases (The World)
560	classroom dictionaries (junior high level)
30	reference dictionaries (high school or college level).

3. Audio-visual aids are supplied mainly by the School Division, although sometimes part of the cost is defrayed by the School Fund. Within the school these aids are kept in two of the administrative storerooms, as indicated in the inventory for Equipment and Supplies, but are freely available to teachers.[92] For 1963-1964, the following aids of this type were available:

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[91] Vide Chap. VI, p. 293 for a brief inventory of the resource materials in the School Library. It should be noted, too, that some classrooms have considerable stocks of books and pamphlets that have not been catalogued because they are the personal property of teachers or are expendable materials; moreover, that the three homerooms for Major Work classes have extra dictionaries and other reference books supplied through Special Education grants.

[92] Keys to these storerooms are kept during school hours on an open key board in the General Office; moreover, one of the teachers has a key to the Bookroom as a convenience for those who work in the West Wing, and all caretakers have master keys. To ensure that these various aids are shared equitably, an Audio-Visual Booking Register is kept in the General Office.

2 16 mm. motion picture sound projectors (1 new for 1963-64)
2 2" x 2" filmstrip projectors, with adaptors for slides
1 opaque projector
1 overhead projector, specifically for team-teaching (new for 1963-64)
7 motion picture screens (3 large wall-type, 1 small wall-type, 3 small with tripod stands--2 being new for 1963-64)
4 projector carts (3 being new for 1963-64, including a specially-built plywood cart for the overhead projector)
2 tape recorders
1 Califone (a combination record player and P.A. system for the Physical Education program) with a stand microphone
2 portable record players (the larger one being permanently kept in the Music Room)
2 portable radios (one being a transistor radio for emergencies).

4. Audio-visual supplies, such as filmstrips, films and tapes are not supplied directly by the School Division, except for experimental purposes, but it pays the rental charges for those borrowed by individual teachers from various libraries, the most important of which is operated by the Visual Education Branch of the Department of Education. J.B. Mitchell School is gradually acquiring its own library of filmstrips purchased through the School Fund, with approximately fifty being available during 1963-1964--mainly for Social Studies, Science, and Guidance; but it has not to date attempted to build a library of films or tapes. The School Division does supply the materials needed to make transparencies for the overhead projector, and will also make transparencies to order at its Administration Building.

5. Paper and miscellaneous instructional supplies are provided by the Supply Department of the Winnipeg School Division about five times per year, on requisition; however, a few items not obtainable from that source are purchased directly by the school through its School Fund. Within the school, these items are distributed by the School Secretary, using a simple requisition procedure laid down in the Handbook. While much of the daily classwork is done by pupils in their own notebooks, foolscap (two sizes), newsprint (three sizes), and plain mimeo paper (two sizes) are readily available for all tests and special assignments. The school does not supply pens, rulers, erasers, ink, or other writing supplies, except blotters; however, pencils are available for special purposes, such as the administration of standardized tests and Art classes.

Brief reference should be made at this point to two kinds of instructional aids that have been omitted from the outline of critical features, mainly because the evaluation manuals have included them only

under special subject areas; namely, models and similar devices to make ideas more concrete, and diagnostic materials. To date, neither type of instructional aid has been readily available to teachers at J.B. Mitchell, apart from the simple diagnostic tests included in some of the textbooks.

By its very nature, a general inventory of instructional aids must be incomplete, because many items of special equipment to facilitate instruction are significant only with respect to particular subject areas. There is inevitable overlapping, therefore, between this sub-area of Physical Facilities and Program (Special Areas).

Evaluation. In general, J.B. Mitchell School seems to be well-supplied with teaching aids of the types listed in the manuals. Like Equipment and Services, however, instructional Aids is a sub-area that does not remain static, and it is desirable at this stage to note specific features that should be considered for the action program, beginning with those which can be judged by self-evident criteria: general supplies, textbooks, and reference materials.

In the first place, while there is no shortage of paper, chalk, and similar aids supplied by the School Division, teachers are constantly having to spend time checking on pupils who have forgotten to bring a pen or pencil, or who have not purchased a new notebook on time. It is worth considering, therefore, whether all such learning "tools" should be supplied through the school in order to conserve instructional time. Secondly, while the supply of textbooks is adequate, and pupils are seldom required to begin the school year without a full set of books for the grade, there are two continuing problems: (1) variations

in quality of textbooks, and in their suitability for the course of study; (2) books that are sub-standard with respect to attractiveness, readability (in terms of type and format), and durability.[93] As a result, not all subject areas are equally well-served by this type of instructional aid. Furthermore, there is undoubted waste of textbook resources due to pupil carelessness and the absence of facilities for repairing damaged books. Thirdly, judged by the principle that the teacher or librarian has an obligation to "find the right book for the right pupil at the right time," most classroom libraries at J.B. Mitchell are inadequate for the varied activities required to implement the instructional program of a modern junior high school; moreover, its central School Library has insufficient reference books and materials to make it "a center which serves the whole educational program" for a pupil population of more than six hundred.[94] It should not be assumed that the deficiency of library resources is solely or primarily the fault of the Department of Education and the Winnipeg School Division--the main sources of supply; in fact, further investigation of two sub-areas, this one and Instructional Activities (Chapter VI), would probably reveal lack of teacher initiative in requesting specific resource materials as a major cause of this unsatisfactory situation.

It is very difficult to judge the adequacy of audio-visual aids

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[93] These matters are at present being considered by provincial curriculum committees that have begun a revision of the entire program of studies from Grade I to Grade XII.

[94] Utah State Department of Public Instruction, Junior High School Evaluative Criteria (Salt Lake City: Utah State Board of Education, 1960), pp. 379-87. The quotations are from page 379.

and supplies, and the procedures for procuring and distributing them, because the evaluative criteria are themselves largely subjective--measures of the adequacy of supply relative to demand, rather than ratios of projectors to pupils, for example.[95] Tentatively, therefore, as there have been no recent resolutions or representations from teachers at J.B. Mitchell asking that additional audio-visual aids be procured from the School Division or supplied through the School Fund, the investigator has concluded that the current inventory of such aids is adequate.[96] Closer examination of the two related sub-areas mentioned in the preceding paragraph, however, would probably reveal at least three weaknesses in audio-visual provisions: (1) inadequate procedures for obtaining films and filmstrips for classroom use from audio-visual libraries or centres--the present arrangement whereby each teacher does his own procuring (by telephone or in person) and returning (usually by mail) being wasteful of professional time; (2) a shortage of overhead projectors--this type of equipment being potentially one of the most valuable instructional aids for most school subjects; (3) the lack of mobile television receivers with large screens, preventing teachers from taking advantage of current instructional programs with optimum prospects for good classroom viewing.

Here, too, Physical Facilities and Program (Special Areas) become indistinguishable, and the avenues to further investigation of

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[95] Cf. the Utah manual, pp. 390-391, and Evaluative Criteria, 1960 Edition, pp. 268 and 271.

[96] By "recent" is meant since September, 1963, when the second sound projector and the overhead projector were added to the audio-visual inventory.

Instructional Aids lead to specific subject needs.

Action program. Most of the action steps relative to Instructional Aids have already been revealed by implication; however, these four seem to be sufficiently important and practicable to be included in the current action program:

1. Representation to the Winnipeg School Division for consideration of the following resolutions or requests from J.B. Mitchell School:
   a) that all essential instructional supplies (including notebooks and/or punched loose-leaf paper, ball-point pens, pencils, rulers, and erasers) be available to pupils as standard classroom supplies;
   b) that a study be made of ways of securing better care of textbooks by pupils;
   c) that consideration be given to providing facilities for the salvage of many textbooks that now have to be discarded because they are not fit for re-issue without minor repairs.
   d) that continued representations be made to provincial authorities for textbooks that are improved in many respects from those authorized for the current junior high school program, and that more alternative textbooks be authorized to give teachers greater opportunities to meet the special needs of pupils as they identify them;
   e) that overhead projectors be supplied on a more generous scale of issue to encourage greater use in regular classrooms of this versatile instructional aid;
   f) that television receivers manufactured for school use be made available to those schools that are prepared to "experiment" with television as a teaching supplement.

2. A local staff committee, probably under the chairmanship of the School Librarian, to determine ways of improving staff initiative relative to the ordering of reference books and other materials for both the School Library and individual classroom libraries.

3. Two local administrative studies, with these objectives: (1) to determine the best means of organizing the large numbers of miscellaneous reference materials (especially pamphlets) acquired annually so that they will be available year by year to teachers needing them; (2) to improve the procedures for procuring and returning films, filmstrips, tapes, records, and similar instructional aids that have to be borrowed from central sources of supply.

4. A survey of teacher attitudes and opinions on the use of instructional aids, probably by means of a questionnaire, to provide better data for evaluating this aspect of Physical Facilities, and to reveal latent needs for these teaching "tools".

CHAPTER VI

TENTATIVE EVALUATION--THE PROGRAM

The total program of the modern junior high school, as evidenced in part by the outlines of critical features for its three general areas (Appendix A), has so many ramifications and complexities that even tentative evaluations of many relevant features were not attempted in this investigation. The first division of this chapter, therefore, presents a survey of the instructional program--in terms of content, curriculum development, organization and administration, instructional activities, and evaluation procedures--aimed at the identification of locally-remediable weaknesses. This is followed, after a brief reference to the problems involved in the evaluation of Program (Special Areas), by a more thorough appraisal of J.B. Mitchell's co-curricular program, with particular reference to local research and staff action during the period from May, 1962, to October, 1963.

I. PROGRAM (GENERAL)

The discussion of Philosophy and Objectives in the preceding chapter has already indicated that the most obvious references for a study of the program of studies at J.B. Mitchell School were the curriculum guides and the textbooks authorized by the Manitoba Department of Education;[1] however, further investigation revealed other relevant sources

[1]The full authorized program for the junior high grades is to be found in a series of seven booklets, each published by the Queen's Printer for Manitoba, as follows: (1) INTRODUCTION, SOCIAL STUDIES, GUIDANCE; (2) ENGLISH; (3) FRENCH, GERMAN, LATIN; (4) MATHEMATICS, GENERAL SCIENCE; (5) HOMEMAKING; (6) ARTS AND CRAFTS AND MUSIC; (7) PHYSICAL EDUCATION. The General Introduction to the Curriculum for the Junior High Grades of the Manitoba Schools is a section of the first booklet, parts of which were revised for the re-printing of 1958. (Vide footnote 36 in this chapter.)

of information for this area. While the Department prescribes most of the formal content of the program, is the chief agent for curriculum revision, and exercises direct control of examinations and promotions at the Grade IX level, it nonetheless leaves to the local school division and/or the school principal and his staff primary responsibility for several aspects of this general area: program enrichment, education for effective living (in the broad sense of training for practical citizenship, vocational orientation, and development of socially-worthy attitudes), school organization and administration, subject organization and teaching methods, and the construction and use of varied tools for evaluation.

The following additional sources of information, therefore, were important in the overall evaluation of Program (General):[2]

1. The investigator's own knowledge (as principal) of the organization and operation of the school, gained partly through his duties as its chief organizer and administrator, and partly through supervisory activities such as the following: classroom visits, inspection of tests and examinations, inspection of duplicated materials, talks with teachers individually and in small committees, general staff meetings, and discussions with the School Inspector during his periodic visits.

2. The principal's personal files and records, including organization charts for the school timetable, copies of special reports from teachers, and annotated agendas of staff meetings.

3. Copies of the J.B. Mitchell Annual Report to the Superintendent.

4. Minutes of general staff meetings and committee meetings.

5. School records and files (as listed in Chapter V, page 169).

6. Relevant sections of the Teachers' Administrative Handbook.

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[2]While these sources are not listed in rank order, numbers 1, 2, 3, and 4 proved to be of most general value in all five sub-areas.

7. Discussions with directors and supervisors employed by the Winnipeg School Division on aspects of the program at J.B. Mitchell which they have appraised directly or indirectly.

Content

Critical features.

A. Inventory of Subject Offerings and Special Programs
   1. Program of studies
      a) Core program
      b) Standard subjects (English or Language Arts, Mathematics, Social Studies, Science, foreign languages, Physical Education and Health, Art, Music, Industrial Arts, and Home Economics)
      c) Semi-vocational subjects (Distributive Education, Business Education, Agriculture)
      d) Special programs related to effective living (Driver Education, Alcohol and Narcotics, Public Safety and Accident Prevention, others)
      e) Requirements: basics and electives
   2. Programs for exceptional children
      a) For the gifted and superior
      b) For the slow learners
      c) For the emotionally disturbed and socially maladjusted
      d) For the physically handicapped (speech, hearing, vision, other physical handicaps
      e) For other special groups

B. Provisions for General Education
   1. Knowledge and appreciation of cultural heritage
   2. Enlargement of basic skills (reading, vocabulary, writing, speaking, listening, computation)
   3. Development of rational powers (critical evaluation, broad concepts, social understanding)
   4. Understanding of human nature

C. Provisions for Aiding Personal Development of the Pupil
   1. Opportunities for developing individuality
      a) Creative work
      b) Exploration of interests and aptitudes
      c) Opportunities to develop special abilities
   2. Emphasis on mental and physical well-being (including attention to the individual's emotional needs)
   3. Experiences to develop moral and spiritual values
   4. Experiences to develop cultural appreciations
   5. Experience to develop good study habits

D. Provisions for Training and Education in Practical Citizenship
   1. Opportunities for growing in understanding and appreciation of democracy

2. Opportunities for development of socially-acceptable attitudes
   a) To the rights of others, regardless of creed, race or color
   b) To personal behavior: at school, at home, on the street, at social functions
   c) To home and family relationships
3. Training in worthy use of leisure time
4. Consumer education
5. Experience to develop outgoing interests
   a) In present and future problems of youth
   b) In current events and public affairs

E. Provision for Vocational Orientation
   1. Special courses
   2. Other opportunities

F. Unique Features of the Program of This School

Inventory. All schools in Manitoba having Grades VII, VIII, or IX must develop their programs for these grades according to a three-page directive in the General Introduction to the Curriculum for the Junior High Grades of the Manitoba Schools, which includes this authorized schedule of subjects and percentages:[3]

The following shows the percentage of the total time to be devoted to each subject:

1. The arts, including literature, music, graphic arts and crafts, home-making and shops	20% or 25%
2. Physical education	10% or 5%
3. Health and guidance	5%
4. Language, including reading, oral and written expression, Latin, French and German	25%
5. Mathematics	10%
6. Science	10%
7. Social studies, including history, geography and civics	12½%
8. Unassigned time	7½%
	100%

[3]P. 4. Since this directive was reissued in 1958, another foreign language, Ukrainian, has been approved. It should be noted, too, that while the General Introduction is only part of one of the seven booklets comprising the junior high school curriculum, its importance gives it the status of a book, and it has been so labelled in this report.

From this schedule and its accompanying explanatory notes it is clear that all seven subjects or subject groups are to be considered basic, to be included as fully as possible in each year's program, with foreign languages being the only approved electives.[4]

In the Winnipeg School Division, as facilities are available for the complete range of subjects and branches envisaged by the provincial curriculum, each principal of a junior high school is expected to offer the following program of studies:[5]

Required of All Pupils in Regular Classes	VII	VIII	IX
English Language (spelling, grammar, oral and written expression, some developmental reading)	x	x	x
English Literature	x	x	x
Library (including free reading, reference work, and some library science)	x	x	x
Social Studies (history, geography, civics)	x	x	x
General Mathematics (including some algebra and geometry in Grade IX)	x	x	x
General Science	x	x	x
Physical Education	x	x	x
Guidance and Health	x	x	x
Industrial Arts or Home Economics	x	x	x
Art and/or Music (preferably both each year)	x	x	x

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[4]As schools of different sizes and locations are not expected to have equal facilities for teaching physical education and/or the graphic and practical arts, and as pupils are expected to differ in their aptitudes for foreign language study, the directive provides for flexibility of both time and emphasis in these aspects of the authorized curriculum. It stipulates, however, that each pupil capable of proceeding to an academic high school program, and expecting to do so, must complete at least one foreign language (from French, German, and Latin) to the Grade IX standard.

[5]To the investigator's knowledge, the only written program guide for principals is that portion of the Code of Rules and Regulations already summarized in Chapter V, pp. 148-49. In addition, regular meetings of the Junior High Principals' Council, the information supplied by bulletins and annual reports from the Superintendent's Department, and frequent direct contacts with administrative and supervisory officers of the Division--all serve to keep the principal aware of policies and trends.

Required of Most Pupils in Regular Classes	VII	VIII	IX
French	x	x	x
Electives (at the option of the school)			
Latin, German, Ukrainian		x	x

To facilitate better scheduling of subjects and more flexible instructional periods, moreover, this program is to be timetabled on a six-day cycle rather than on the customary five-day school week.

At J.B. Mitchell School, therefore, these instructions from higher authority have been translated into the school timetable summarized in Table V, page 269--a basic schedule that provides for all the standard subjects, the universal study of French, and the addition of Latin for selected pupils.[6] This schedule does not provide for a "true core program",[7] nor does it include semi-vocational subjects in the sense intended by the evaluation manuals. The emphasis is academic and cultural, as required by the provincial curriculum, and the named school subjects are handled as teacher specialties.

It should not be assumed, however, that no attempt is made at J.B. Mitchell to relate the standard subjects to one another, and to "effective living" in the broad sense. While this is primarily a matter for the sub-areas on organization and teaching methods, the following illustrations will show a few of the ways in which the early adolescent's need for information about matters that cut across normal subject barriers has been met: (1) the program of Guidance assumes

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[6]As there were no significant differences in the basic schedules for 1962-63 and 1963-64, the more recent one has been used as an illustration.

[7]*Vide* pp. 96-97.

responsibility at all three grades for helping pupils see their school subjects in perspective; (2) the VIII and IX Science textbooks respectively contain chapters on "Safety in Our Environment" and "The Human Body"; (3) textbooks on Health are available to supplement the learnings in health habits, physiology, public safety, and accident prevention acquired at the elementary level; (4) pupils of all classes are given a lecture-discussion session at least once a year by a representative of the Alcohol Education Service (Manitoba) on facts about alcoholic beverages;[8] (5) discussion of many aspects of "effective living" (including good grooming and good manners) has always been part of Guidance (group and individual) at this school; (6) both the health and guidance services provide opportunities for pupils to read books and pamphlets that are designed to help the early adolescent understand himself and his relationships to society in its many connotations. Furthermore, on a completely different tangent, that of indoctrination in its better sense, the provincial authorities attempt to foster "effective living" through patriotic exercises and observances.[9]

Subject to the unwitting variations of content that are inseparable from different teaching-learning environments within any school,

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[8]This is a non-profit organization approved by the Department of Education.

[9]In brief, the provincial regulations prescribe: (1) the singing of O CANADA and GOD SAVE THE QUEEN respectively at the beginning and end of the school day; (2) the observance of Remembrance Day, Citizenship Day, and other events of national, commonwealth, or world significance; (3) the allotment of time equivalent to one period per month per class to patriotic exercises as set forth in the Regulations of the Advisory Board. At J.B. Mitchell this third requirement has been left largely to teachers of Social Studies.

the program of studies sketched in the preceding paragraphs is the regular program for pupils of the J.B. Mitchell School. There are, however, two intentional variations which together affect approximately one-third of its pupils. In the first place, through the use of additional reference books (especially in Social Studies and English) that have been supplied by the School Division, a small beginning has been made in recent years with enrichment for "rapid learners".[10] Secondly, as part of a city-wide program of Special Education, J.B. Mitchell has one class at each grade level organized for "gifted" pupils.[11] These Major Work classes, as they are called officially, are timetabled in the regular (departmentalized) manner, take the basic program of studies, write the uniform examinations (three times a year), and for most purposes are simply three classes (admittedly top-level) in a school that registers twenty-one. At least six important differences in program and organization should be noted, however: (1) classes selected by the Director of Special Education, not by the local principal; (2) classes smaller than normal (usually kept to the 24-28 range); (3) teachers specially selected and with some training for Major Work teaching;

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[10]This term has no exact definition, but in the Winnipeg system means above-average pupils whose I.Q. scores are probably in the 115-130 range.

[11]In the Winnipeg system this term is used to describe pupils who have I.Q. scores on individual mental ability tests in the range from 130 and upwards, and whose personality traits suggest that they need the challenge of a program which in content, organization, and teaching-learning environment is differentiated from that provided for all other pupils, including the "rapid learners". This very rough definition of "gifted" is consistent with that provided by James J. Gallagher in his recent Analysis of Research on the Education of Gifted Children (Urbana, Illinois: Office of the Superintendent of Public Instruction, 1960), pp. 4-8, 19-22.

(4) periods scheduled on the block system as far as possible, with Mathematics-Science and English-Social Studies being the customary combinations; (5) reference books and other teaching aids supplied through special grants; (6) teaching methods that are more varied than in regular classes, with special emphasis on teacher-pupil planning and oral work. In short, pupils in these special classes are expected to do more than the regular program in each academic subject (more reading, more advanced assignments, and more special projects), to develop the basic skills to a degree considerably beyond the norm for their grade, and to cultivate their special talents so far as these are correlative to the school program.[12]

J.B. Mitchell, as a relatively small junior high school, does not at present have special programs for other groups of exceptional children, as identified in the outline of critical features.[13] It does, however, have to make special provisions each year for some pupils who have temporary or permanent handicaps that are not serious enough to warrant transfer to a special class in another school.[14]

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[12]Creative writing, drama, oratory, and "inventing" are good examples of aptitudes which find outlets in these classes.

[13]The Winnipeg School Division does make provision for virtually all types, either in special classes located on an area basis throughout the city (such as those for slow learners, labelled the Modified Program), or in its new school for physically-handicapped and seriously-maladjusted pupils, the Ellen Douglass School. These special classes are available to children from the J.B. Mitchell School area.

[14]In January, 1964, for example, the J.B. Mitchell School Handicap Register showed the following incidence of pupils whose disabilities were serious enough to require special timetable adjustments, favorable seating in classrooms, or other administrative consideration:

Defective Vision	18	Muscular and Related Disabilities	7
Defective Hearing	6	Asthmatic Conditions	12
Heart Conditions	4	Migraine or Other Severe Headaches	3
Kidney Trouble	2	Miscellaneous Handicaps	2

Many more pupils were known to be receiving minor forms of "special provisions".

It will be evident from the outline of critical features that the content of the instructional program of a junior high school should not be inventoried solely in terms of its subject offerings and special programs. Noting therefore that the four categories of "provisions" outlined in sections B, C, D, and E are consistent with the abiding aims and functions of the junior high school, as set forth in Chapter III, the writer examined the program at J.B. Mitchell School to determine the extent to which each type has been included, directly or indirectly.

In the broad sense, the entire program of studies, with its academic-cultural emphasis, consists of provisions for general education, as defined in the outline. Furthermore, it is obvious that each of the critical features of Section B is implemented through more than one school subject; for example, both Social Studies and Literature offer direct opportunities for appreciation of our cultural heritage in broad perspective, whereas Methematics and Science show some of its practical manifestations. A detailed analysis of subject offerings to determine their specific provisions for knowledge and appreciation of the cultural heritage, and for other features listed in Section B, can not be included in this report, for reasons already outlined, with one exception: namely, the special provisions that have been made at the J.B. Mitchell School for enlargement of the basic skills.

Despite the primacy of the elementary school in this phase of the child's formal education, the junior high school, to be an effective transitional institution for early adolescents, must continue the process of developing the basic skills. At J.B. Mitchell, therefore, having assumed that speaking and listening (insofar as they are

generalized skills) will be handled through normal classroom procedures, and that computation skills are the special responsibility of the Mathematics classes, the principal and staff have emphasized reading, writing, and vocabulary in this phase of the program. The following special provisions, described in barest detail, have been in effect during the period of this investigation:

READING

1. Emphasis in all grades on free reading, rather than on reference work, in scheduled Library periods, to promote both reading enjoyment and varied reading skills. (Reference work encouraged through gradual improvement of classroom libraries, and in the so-called Free Library periods in the co-curricular program.)
2. A program of developmental reading for Grade VII classes (except the Major Work class) using the SRA Reading Laboratory, Level IIIa.

VOCABULARY

1. The use of specially-authorized textbooks in Spelling with all Grade VII classes, and with some classes in Grades VIII and IX --textbooks that emphasize word origins, word meanings, and word families, and are not merely bound copies of word lists.
2. Improved Spelling examinations for all classes--examinations designed to test a variety of word skills and vocabulary growth, by contrast with traditional examinations that test little more than mechanical reproduction of pre-assigned word lists.[15]

WRITING

1. Periodic discussions at staff meetings of techniques for improving

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[15]During the 1963-64 school year, for example, the following special textbooks in Spelling were used by permission of the provincial Director of Curricula:

Grade VII. Arthur I. Gates et al, The Pupils' Own Vocabulary Speller, Grade 7 (revised Canadian edition; Toronto: The Macmillan Company, 1951).

Grade VIII. Sybil F. Shack et al, The Macmillan Spelling Series, Grade 8 (Toronto: The Macmillan Company, 1962). (Used with two classes only.)

Grade IX. Nancy J. Bowden, Basic Spelling for High School Students (Toronto: The Macmillan Company, 1960). (Also used with two classes taught by the same teacher, as in Grade VIII, to test a relatively new textbook.)

These special textbooks replaced the authorized speller for all three grades: Frank M. Quance, The Canadian Speller, Book Two (Toronto: W.J. Gage & Co., n.d.).

handwriting, neatness of written work, and organization of notebooks (especially at those of September 12, 1961, January 23, 1962, February 27, 1962, September 24, 1963).

2. A "campaign" to improve handwriting neatness and skills, begun during the 1961-62 school year as action on the report of a special staff committee, which employed the following techniques:
   a) The decision to include a Writing mark on each pupil's Report Card (to parents), with the homeroom teacher doing the grading.
   b) The adoption of a TEACHERS' GUIDE TO GRADING WRITING FOR REPORT CARDS--an outline of suggestions to both homeroom teachers and subject teachers, together with a handwriting rating scale--which was prepared by the special staff committee.
   c) A limited program of formal handwriting instruction for all Grade VII's (not included in the school timetable until September, 1962).

Similarly, there was no opportunity in this tentative evaluation to analyze the content of the program of studies for evidence that it makes adequate provision for aiding the personal development of the pupil, for giving him suitable training for practical citizenship, or for helping him make progress in vocational orientation--features outlined in Sections C, D, and E. However, a few generalizations have been included in the interests of comprehensiveness and continuity.

There is no doubt, for instance, that the framers of the Manitoba program of studies for the junior high grades intended it to contain ample provisions for aiding personal development of the pupil, although it is questionable if they considered individuality as important as social competence.[16] Secondly, while the "opportunities" and "experiences" suggested in the outline of critical features appear to be implicit in the total program, some provisons of this kind are also direct responsibilities of specific school subjects: for example, (1) Physical Education

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[16] Vide pp. 142-43.

("physical well-being"), (2) Literature ("moral and spiritual values"), (3) Social Studies ("cultural appreciations"), and (4) Guidance ("good study habits"). Thirdly, the program of Guidance, especially at the Grade IX level, has the additional responsibility of helping each pupil understand the meaning of individuality (in terms of aptitudes, interests, abilities, and temperament), and of giving him some practice in introspection. Fourthly, to a limited degree the program at J.B. Mitchell promotes individual development through its non-academic subjects--especially Art, Music, Shops, and Home Economics. Finally, from the discussion of current thinking about the junior high school (Chapter III), it is evident that providing for individual development is as much a function of method as of content, dependent to an undetermined degree upon teacher attitudes, experience, and competence.[17]

It is equally difficult in a quick survey to analyze the provisions for training and education in practical citizenship. Some of these are relatively easy to relate to subject specialties; others must be treated as implicit either in the total program or in the educational environment. For example, these three subjects or special areas have generally-recognized responsibilities for the following aspects of practical citizenship: (1) Social Studies, for fostering "understanding and appreciation of democracy" and interest in "current events and public affairs"; (2) Guidance, for developing "socially-acceptable attitudes", and for "training in worthy use of leisure time"; (3)

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[17] Vide especially pp. 87-88, 101-4.

Mathematics, for some approach to "consumer education".[18] So much of this preparation for real life as both junior citizens of the school and future citizens of the larger community cannot be taught directly, however, but must be learned by personal experience within the total environment in which each pupil lives his daily life. While the actual influence of the school is difficult to appraise, there is reason to believe that most pupils of the J.B. Mitchell School have the opportunity to learn practical citizenship from one or more of three situations: (1) the official attitude of the school to citizenship training, as expressed in the School Regulations;[19] (2) opportunities provided through the co-curricular program for experience of democracy at work; (3) the heterogeneous nature of the pupil population.[20]

The last category of special provisions, those for vocational orientation, is of minor importance at the junior high school level. Nonetheless, recognizing that pupils in this age group do begin thinking in terms of future occupations, and being fully aware of the relationship

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[18]The Manitoba textbooks in Mathematics have several chapters at each grade level that qualify as "consumer education"; for example, "Mathematics in the School, in the Home, and in the Garden" (VII), "Earning, Saving, Protecting" (VIII), and "Problems Related to Home Ownership" (IX). The Grade VIII textbook in Social Studies attempts to provide understanding of government as a concept, as well as an awareness of the growth of responsible government (or parliamentary democracy) in Canada. Furthermore, as recognition of the role of the school in citizenship training, the Department of Education in 1956 issued A Manual of Civics and Citizenship (Winnipeg: R.S. Evans, Queen's Printer) as a source book for teachers of Social Studies at all grades from I to XII. While this manual is now out of print, copies are still in use by teachers at J.B. Mitchell.

[19]*Vide* p. 168.

[20]*Vide* p. 178, items 1-4.

between course choices for high school and long-range vocational plans, counsellors at J.B. Mitchell School have made vocational orientation the focal point of Guidance in Grade IX. While no special course of instruction is followed, the regular class periods for Guidance are used to promote understanding of the important factors in career planning (knowledge of self, knowledge of the "world of work", and how to study an occupation), to show the relationship of education (for example, which school courses are pre-requisites) to specific training programs, and to allow pupils to "explore" a few of the occupations in which they feel personally interested. In addition, the counsellors try to overcome the implicit orientation of the Manitoba program of studies towards the professions and "white collar" occupations. To achieve these objectives, the teacher-counsellors have at their disposal a considerable and growing collection of vocational guidance materials: books, text-workbooks, monographs, and charts supplied by the School Division, by federal and provincial Departments of Labor, and by many corporations and organizations that issue vocational literature.[21]

To conclude this inventory of content, the evaluation manuals suggest a summary of the unique features of the program of this school. The J.B. Mitchell program, however, being in essence that prescribed for all junior high schools of the Winnipeg School Division, does not have unique features of content--except in the few special areas, such as

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[21]The most important single source of guidance materials continues to be The Guidance Centre of the Ontario College of Education, and its text-workbook, You and Your Career, is used virtually as a vocational guidance textbook at J.B. Mitchell for part of the Grade IX program. Materials from this source are purchased with funds made available by the School Division.

Spelling, in which provincially-authorized program variations are being tried out. If there are unique features at J.B. Mitchell, they must be sought in other sub-areas of Program (General), not in this one.

Evaluation. The investigator was unable to find an adequate basis for evaluating the content of the instructional program of J.B. Mitchell School. On the one hand, it cannot be judged in terms of local philosophy and objectives, as these have not been formulated. It is likewise unsatisfactory to use the philosophy of the Manitoba system as the criterion, because this has been shown to be vague and inconsistent. Nonetheless, as J.B. Mitchell purports to be a junior high school, and as its provincially-authorized program is intended to satisfy the needs of pupils in the junior high grades, there is one "yardstick" that makes possible a very tentative evaluation of the content; namely, the synopsis of current thinking in Chapter III.

In the first place, in terms of subject offerings, the J.B. Mitchell program is almost identical with that recommended by Conant following his survey of American junior high schools.[22] Secondly, while its basic program appears to be characteristic of the modern junior high school, as illustrated in the evaluation manuals and in surveys already referred to, its elective program is conservative by American standards.[23] Thirdly, its current program seems to be in harmony with

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[22]Vide pp. 112-13.

[23]Vide p. 113, especially footnote 124; An Instrument for the Self-Evaluation of Junior High Schools (Anderson), Category F, pp. 3-5; Evaluative Criteria for Junior High Schools (1963), p. v; Junior High School Evaluative Criteria (Utah), p. 75.

most of the content trends identified by Gruhn and Douglass: in particular, (1) the trend towards a common program for all, with little emphasis on elective subjects in fields of special interests; (2) the trend towards postponement of specialized vocational studies until the senior high school years or later; (3) the trend towards differentiation within curricula and courses to take care of children of different ability levels, and away from differentiated curricula as such; (4) the trend towards more adequate preparation for intelligent citizenship; (5) the trend towards more realistic curriculum materials, especially with reference to consumer education and guidance for daily living.[24] By contrast, there does not appear to be any marked trend in Manitoba towards closer interrelation of the various subjects, especially in the direction of a "true core program"--the first trend noted by these writers. Fourthly, assuming that the outline of critical features derived from the representative evaluation manuals is another aspect of present-day thinking, and that the special provisions contained therein reflect essential elements of the junior high school curriculum, it is evident that the J.B. Mitchell program makes some attempt to cope with these non-academic needs of early adolescents.

A list of subjects and provisions does not guarantee the fulfilment of the aims and functions of the junior high school. What has been described as the content of the J.B. Mitchell program is only its skeleton; the real content is to be found in the authorized courses and

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[24] Vide p. 112. These trends have been applied to the J.B. Mitchell program in what the investigator considers a rough rank order, but no attempt can be made in this quick survey to indicate the absolute importance of any one of them.

textbooks, augmented or restricted by the pedagogical skills of the teachers, and in the supplementary materials supplied by classroom libraries and class discussions. The adequacy of these curriculum materials for junior high school programs at different grade levels can be properly evaluated, as authorities already quoted have emphasized, only in the light of criteria not yet available--criteria that must be developed by and through research.[25] In brief, it is precise content and emphasis, not named subjects and provisions, that must ultimately be the specific features to be evaluated.

To conclude this tentative evaluation of the first sub-area of Program (General), reference should be made to two specific aspects of the J.B. Mitchell program which serve to illustrate both the difficulty and the complexity of content evaluation, and the impossibility of divorcing content and method.

The first aspect is that labelled "provisions for the enlargement of basic skills". It will be recalled that special arrangements have been made at J.B. Mitchell for reading training, vocabulary enrichment, and handwriting improvement. What has been done to evaluate them? In the first place, although the first teacher to handle the special reading program for Grade VII's did attempt to evaluate it objectively (through the use of parallel forms of a standardized reading test given at suitable intervals), the results were not statistically significant; and no

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[25]Vide pp. 113-14. Only careful research, for example, can determine whether the so-called "true core program" really does a better job than the traditional subject-orientated program of helping the early adolescent make a satisfactory transition from elementary school to high school--one of the ultimate aims of the junior high school as an institution.

formal evaluation has been made since 1960.[26] Nonetheless, because all teachers handling this reading program have concluded subjectively that it improves several reading skills (including reading rate), and that it seems to heighten interest in reading for pleasure, Grade VII classes continue to be scheduled for Reading. Secondly, no formal evaluation has been attempted of the procedures used to stimulate vocabulary enrichment; they have been retained and expanded because it is the writer's professional judgment, supported to the best of his knowledge by the majority of English teachers in the school, that such procedures are worthwhile.[27] Thirdly, the current state of the writing improvement program is a matter of conjecture; no survey of teacher participation has been made. It has, however, been discussed on several occasions at staff meetings, at two of which these tentative appraisals were made:

> May 15, 1962. There was general agreement that the program had improved neatness and organization of written work, had alerted the staff to the need for more attention to handwriting in all subject areas, and was worth continuing for at least another year. Several teachers expressed concern that not enough handwriting instruction was being given to pupils obviously needing it.

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[26] He found that the apparent progress of pupils in the two skills which were measured by the standardized test (word meaning and paragraph meaning) could be accounted for equally well by normal growth rate. The complete reports of this two-year study were forwarded to the Superintendent of Schools in 1959 and 1960 respectively, and are on file at J.B. Mitchell School.

[27] Although English teachers have to date been eager to try different, and presumably better, Spelling textbooks, they have shown no inclination to attempt research which might provide objective evidence of this superiority with respect to such factors as vocabulary development or spelling power. Considering the ease with which such research could be undertaken, the reasons for this apparent disinterest in a more scientific type of try-out should be investigated as part of a long-range action program for the school.

> September 24, 1963. A majority of the staff voted (1) to discontinue the inclusion of a letter grade for Writing on report cards, on the grounds that the results so far achieved did not justify the extra work required by the grading system, (2) to continue Writing as one of the minor subjects in the Grade VII timetable, and (3) to continue the "campaign" for better writing and organization of written work.

At the time of this report, the problem of finding the best means to fulfil the need for handwriting improvement remains unsolved.

The content and requirements with respect to patriotic exercises, the second specific aspect referred to, are supplied to each teacher in Manitoba by means of a handbook issued by the provincial Advisory Board of the Department of Education.[28] This handbook contains not only the regulations as such, but also forty-seven pages of instructions (including a statement of objectives), facts about citizenship in Canada, poems and extracts from patriotic speeches, facts from the histories of Great Britain and Canada, and some catechetical material especially designed for the junior high school years. The brief reference already made to this aspect of the total program implied that J.B. Mitchell School is attempting to comply with the Regulations, except that the requirement of "at least one period per month throughout the year shall be devoted to the Patriotic Exercises listed above" has been fulfilled only so far as it can be worked into the classes in Social Studies.[29] As the "period per month" arrangement has not proven to be practicable in a school organized on departmental lines, the formal patriotic

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[28] Department of Education, Regulations Prescribed by the Advisory Board and Supplementary Material Regarding Patriotic Exercises in Manitoba Schools (Winnipeg: R.S. Evans, Queen's Printer, 1955).

[29] Ibid., p. 4. Note also footnote number 9 in this chapter.

exercises, as distinct from daily observances (the singing of O CANADA and GOD SAVE THE QUEEN) and periodic special assemblies (such as Remembrance Day and Citizenship Day), have not to date been part of the regular "provisions for training and education in practical citizenship" at J.B. Mitchell School.

Action program. The need for curriculum research to determine the essential elements of an instructional program for early adolescents seems, to the investigator, to provide both the motivation and the direction for an action program in this sub-area. To this end, much can be accomplished without special facilities or training. For example, working through the established grade-subject committee system and/or special program committees, the entire staff of J.B. Mitchell could participate in a thorough study of the Manitoba junior high school curriculum, in five stages: (1) the review stage, to ensure that each member is fully conversant with the authorized curriculum as a whole; (2) the philosophical stage, to re-examine the history and philosophy of the junior high school movement; (3) the comparison stage, to study trends in current thinking about junior high school programs; (4) the evaluation stage, to appraise the present Manitoba program in the light of stages two and three; (5) the recommendation stage, to draft major and minor revisions for presentation to higher authority. While the emphasis in such a study would probably be on subject offerings and special programs, somewhere along the way this question would naturally arise: How much responsibility should the junior high school as such, and J.B. Mitchell School in particular, accept for non-intellectual

objectives, as represented by Sections C, D, and E of the outline of critical features? The history of the junior high school shows that these features have consistently been considered implicit in a special program for early adolescents; moreover, the emphasis in the manuals (as outlined in Appendix A) on such provisions forces one to the conclusion that they are still regarded as important elements of a junior high school curriculum. Local action, therefore, must be directly related to carefully-formulated objectives.

Such study of the curriculum, which could not be made without the sacrifice of many hours of out-of-school time for at least a full year, could be an important phase of the action program arising from this evaluation project. It is not likely to be made, however--at least, not in the manner suggested. At the time of writing, by coincidence, a thorough revision of the curricula for Manitoba's junior and senior high schools is already underway. To date, the emphasis has been on senior high school programs, but it is probable that junior high curriculum committees will be set up during the current school year (1963-1964). In consequence, the J.B. Mitchell teachers, instead of tackling curriculum study as a local action project, will of necessity be caught up in a province-wide venture as a very little unit in a very large organization.[30]

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[30]At a recent meeting of the Junior High Principals' Council (January 15, 1964), there was some discussion of the probable role of Winnipeg junior high schools in the revision of the Manitoba curriculum. It was agreed that they should not wait to be asked for recommendations, but should begin curriculum study at the local-school level at once. The Principal of the J.B. Mitchell School was appointed to a special committee charged with the preparation of a questionnaire or guide sheet for stimulating local action. Later the same month, at the regular staff meeting at his own school, he was able to brief the teachers on their opportunities and probable responsibilities during this pre-revision stage. In a limited sense, therefore, this phase of the action program is already underway.

Meanwhile, several local action needs have been revealed by this tentative evaluation of the J.B. Mitchell instructional program. In brief, the most urgent and practicable would seem to be these five:

1. A general staff study, initiated perhaps by a preliminary report from a select committee, of the implications of the "true core program", with a view to better understanding and implementation of the function of integration in all three senses defined in Chapter III.[31]

2. A study of local Major Work programs, subject by subject, to determine the extent to which they actually provide enrichment through differentiation of content, as contrasted with enrichment through flexibility of method.

3. A study, by means of questionnaires administered to Grade IX pupils in their final term, of pupil reactions to the three-year program at J.B. Mitchell, to gain insight into the early adolescent's estimate of his own needs and the role of the school in helping him meet them.[32]

4. A study, by means of questionnaires sent to the high schools which take the "graduates" of J.B. Mitchell, to help the counsellors evaluate two aspects of their Grade IX Guidance program: (1) the emphasis on realistic career planning, and (2) the specific guidance given with respect to selection of courses and options for high school.

5. As time permits, full staff discussion of vital questions such as the following, each of which obviously overlaps other sub-areas of Program (General):

   a) How best to reduce the tendency of a textbook-orientated program to foster learning of minimum essentials as the actual, if not the official, objective?

   b) How best to use the total program of the school to meet the early adolescent's need for greater understanding of himself and society (in the larger sense)?

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[31] Vide pp. 81-82. As the "true core program" is not possible within the framework of the present Manitoba curriculum, this study should at least clarify some practical alternatives for integration of new learnings.

[32] The investigator has used a similar technique, with apparent success, to develop more realistic programs for classes in Guidance.

c) How best to educate for democratic citizenship--one of the major aims of the official Manitoba curriculum?

All these recommendations for action with respect to the content of the instructional program are, of course, tied to the basic premise outlined in the earlier discussion of Philosophy and Objectives; namely, that the prescriptions of higher authority with respect to both curriculum and method are not so restrictive that sound local planning is without value in Manitoba schools. On the contrary, as the Director of Curricula is reported to have emphasized at a recent teachers' convention, it is the teacher who establishes the subject curriculum day by day, and who determines its effectiveness.[33]

Curriculum Development Procedures

Critical features.

A. Responsibility for Curriculum Development
   1. Provincial authorities
   2. The Winnipeg School Division
   3. J.B. Mitchell School

B. Facilities for Curriculum Development
   1. Facilities at provincial and divisional levels
   2. Local facilities (staff, time, clerical assistance, research and reference materials
   3. Availability of experimental textbooks and other materials

C. Procedure for Determining Grade Placement of Content

D. Factors Determining the Current Curriculum--Relative Influences
   1. Statement of philosophy and objectives
   2. Study of characteristics and needs of early adolescents
   3. Study of needs and resources of the local community
   4. Publications on curriculum development
   5. Local research
      a) Analyses of pupil progress
      b) Results of previous self-evaluations
      c) Follow-up studies
      d) Other research relative to curriculum

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[33]News item in the Winnipeg Free Press, January 25, 1964, p. 3.

Inventory. The responsibility for curriculum development in Manitoba has already been outlined indirectly in the discussion of Philosophy and Objectives in Chapter V, and in the consideration of Content in this chapter. To recapitulate briefly, the provincial Department of Education publishes the official program of studies, outlines the syllabus for each subject, determines grade placement of content, authorizes the textbooks to be used, and employs school inspectors to see that its prescriptions are being followed; furthermore, it directs major and minor curriculum revisions, and approves all curriculum variations. The Winnipeg School Division, as an administrative unit, has no direct responsibility for curriculum, but it provides facilities for curriculum enrichment, and operates special programs for exceptional children. J.B. Mitchell School, as the teaching unit, must follow the programs laid down by higher authority, but has considerable freedom to organize the prescribed content for teaching purposes, and to enrich it. Its individual staff members can influence curriculum development through participation in curriculum projects conducted by their professional organization, The Manitoba Teachers' Society, and its many affiliated groups,[34] and through local research of the kind envisaged by the Director of Curricula when he remarked recently:[35]

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[34] Introducing a report on another curriculum workshop sponsored by its Curriculum Committee, The Manitoba Teachers' Society, in its Newsletter for January 24, 1964 (Vol. 6, No. 8, p. 5), emphasized that "curriculum is becoming an increasingly important part of the Society's work." It should be noted, too, that the Society's official Handbook for 1963-64 lists eight special teachers' groups as affiliates; for example, The Manitoba Geography Teachers' Association, and The Manitoba Association for Art Education.

[35] Vide footnote 33 in this chapter.

> It is usually in the classrooms of the dedicated and competent teachers that the movement for curriculum revision begins because it is here that its need first becomes obvious. It is also in such classrooms that experimentation is carried out either locally or provincially.

Facilities for curriculum development, as defined in the outline of critical features, exist only at the provincial level in Manitoba. To supervise revisions and authorize variations, the Department of Education has a Curriculum Branch, whose chief officer has the status of a Director. He, in turn, works through provincially-appointed curriculum committees, which may include lay members as well as teachers and others directly concerned with the school system. When schools undertake local curriculum projects, such as try-outs of new textbooks, they normally do so as "extras", without special allotments of staff, time, or clerical assistance.

To conclude this brief inventory of curriculum development procedures, it should be noted that Section D of the outline of critical features has little relevance for this investigation. That group of features implies that the local school is continuously revising its curriculum in the light of several factors under its control, not the least important being the results of local research. By contrast, the curriculum for Manitoba junior high schools is relatively static. Furthermore, as already indicated, there is a considerable gap between theory and practice. In theory, the instructional program at J.B. Mitchell is an outgrowth of the philosophy of the junior high school, so far as it is implicit in the provincial curriculum guides; in practice, it is dominated by the need to prepare the majority of pupils for the University Entrance Course in senior high school.

Evaluation. It is beyond the scope of this project to attempt to weigh the respective merits of local and central curriculum planning. There are factors which favor relative uniformity of curriculum, not the least being the mobility of today's population--a situation affecting many pupils at the J.B. Mitchell School. In this tentative evaluation, however, only one conclusion has been possible: that the basic philosophy of the junior high school, with its emphasis on flexibility to meet the special needs of early adolescents and effective transition from elementary school to high school, cannot be fully implemented within the present framework of curriculum development in Manitoba. In the first place, the over-emphasis on pre-requisites for the University Entrance Course seriously limits the local school in its efforts to meet the needs of all pupils in the junior high age-group. Secondly, the emphasis on central examinations (especially at Grade IX), supposedly the guarantor of effective preparation for high school, tends to defeat its own avowed objective by encouraging teachers and pupils to concentrate on minimum essentials rather than mastery of fundamental understandings. Thirdly, by the very nature of its curriculum development procedures, the Manitoba curriculum has a built-in obsolescence.[36]

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[36]To one who has worked in the Manitoba system for more than twenty-five years, this "built-in obsolescence" seems self-evident, because revision for an entire provincial system is so complex that it cannot be undertaken often enough to keep curriculum materials abreast of good educational practices. To illustrate: the Manitoba General Introduction...for the Junior High Grades has not been revised since 1947, even though in the interim there have been changes in the authorized textbooks and outlines for specific subjects. An interesting corroboration of this theme, but directed specifically at the need for a thorough revision of the equally out-of-date elementary curriculum, will be found in "How Long Must We Wait?", The Manitoba Teacher, XLII (January-February, 1964), pp. 23-25, by Sybil F. Shack.

Action program. The possibilities of action at the local school level have already been discussed in the previous sub-area on the content of the instructional program. To complete this phase of the investigation, three points should be re-emphasized:

1. That teachers be encouraged to study the implications of the total junior high curriculum so that they may be better prepared to see their special teaching subjects in the perspective of the identifiable needs of early adolescents.

2. That teachers be stimulated by all available means to plan enrichment of the intellectual content of their daily lessons, while at the same time preparing pupils to handle successfully the required examinations; or, in other words, to teach for mastery of fundamental understandings rather than for success in examinations.

3. That the action program for J.B. Mitchell School include a "campaign" to expand local try-outs of new curriculum materials.

Organization and Administration

Critical features.

A. Philosophical Bases of School Organization

B. Inventory of Scheduling Practices in This School
   1. The school timetable
      a) The school year
      b) The school cycle (number of days, periods per day, length of period, variations)
      c) Provisions for flexibility (kinds and purposes)
      d) Provisions for remedial and special instruction
      e) Provisions for characteristic features of junior high school organization
   2. Teacher timetable
      a) Number of classes and subjects per cycle
      b) Total pupils per cycle
      c) Class size
      d) Non-scheduled time
      e) Provisions for characteristic features of junior high school organization
   3. Pupil timetable
      a) Program per school year: basics and electives
      b) Number of classes, subjects, and teachers per cycle
      c) Provisions for characteristic features of junior high school organization

C. Special Provisions to Promote the Primary Functions of the Junior High School
   1. Integration
   2. Exploration
   3. Guidance
   4. Differentiation
   5. Socialization
   6. Articulation
   7. The one unique function of the junior high school--to develop the early adolescent according to his nature and needs

Inventory. It will already be evident to the reader, from the discussion of Philosophy and Objectives in Chapter V, that only in a very loose sense can the organization and administration of the J.B. Mitchell School be said to rest on philosophical bases. To be more accurate, the foundation for the instructional program should be described as an empirical compromise between the minimum essentials prescribed by higher authority and the principal's own philosophy of education. To effect this compromise, certain principles of scheduling have been employed, in particular:[37]

1. Allotment of instructional time according to the provincial formula.
2. Teacher specialization according to personal preferences of staff (as far as possible) combined with a balanced work load--balanced in terms of varied classes, a limited range of subjects, and extra duties.
3. Rotation of homeroom classes year by year to avoid "typing" classrooms, and to give an equitable distribution of classroom administration.
4. Pre-selection of teachers for classes as an aspect of scheduling.
5. Distribution of each subject's allotment over four or more days of the cycle, combined with a reasonable balance between morning and afternoon periods.
6. Movement of classes at regular intervals (normally once every two "periods") combined with reduction of "travelling" time to a minimum.

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[37]This list of principles has been adapted from the SUPPLEMENT TO OPENING-DAY DIRECTIVE--SEPTEMBER 3, 1963, which was issued to each staff member as part of a folder of instructions and information relative to the 1963-64 school year.

The result of this compromise, for the prescribed 200 teaching days of 1963-64, was a school timetable with the following characteristics: (1) 12 periods per day, 72 per six-day cycle; (2) periods 27 minutes long in the mornings, and 25 or 26 minutes in the afternoons; (3) classes timetabled for 1 to 4 periods at a time with the same teacher, depending on the subject(s) and classes involved;[38] (4) classes moving to the teacher's homeroom or alternate classroom (when the homeroom was not the best available for the subject to be taught), except for some single period situations when it was obviously better to have the teacher doing the "travelling"; (5) reduction of "travelling" time to a minimum through the scheduling of successive periods for a class in the same general area of the building, whenever practicable; (6) bells to signal period changes at the major breaks only (end of periods 2, 4, 6, 8, and 10); (7) short homeroom administration periods from 9:00 to 9:08 a.m. and from 1:20 to 1:26 p.m.; (8) each class timetabled for a half-day (6 periods) of Home Economics or Shops in a block; (9) some provision for a student activity program within the normal school day; (10) variations in the total instructional time per subject per class in accordance with both the schedule of time allotments recommended by the provincial

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[38]The standard for most subjects was the double period. However, as indicated in Table V, which follows, single periods were used for Oral French, Writing, and Study in Grade VII, for additional instructional time for slower classes in some subjects of Grades VIII and IX, and for odd periods when the total time was an uneven number. Not shown by the table was the use of the single period in a few instances as a device to provide a better distribution across the cycle. Moreover, blocks of three and four periods were sometimes allotted if the teacher was responsible for more than one subject with the same class, especially in the timetables for Major Work classes.

TABLE V

BASIC ORGANIZATION FOR CLASS TIMETABLES
J.B. MITCHELL SCHOOL
1963-1964

STANDARD SUBJECTS AND OTHER SPECIAL AREAS	TIME ALLOTMENTS PER CYCLE[a]						
	Grade VII	Grade VIII[b]			Grade IX[c]		
	All Classes	R	AA	AA(L)	R	AA	MW
Writing	1	-	-	-	-	-	-
Language & Composition	6	7	7	7	6	6	6
Literature	6	6	6	6	6	5	5
Spelling	2	1	1	1	2	1	1
Developmental Reading	2	-	-	-	-	-	-
Library	4	2	4	2	2	2	2
Social Studies	8	9	8	8	10	8	8
Mathematics	8	9	8	8	9	8	7
Science & Health	9	8	8	8	8	8	8
French	3	8	8	8	9	7	7
Latin	-	-	-	4	-	7	7
Practical Arts (Shops and Home Economics)	6	6	6	6	6	6	6
Physical Education	4	4	4	4	4	4	4
Guidance	2	2	2	2	2	2	2
Music	2	2	2	2	2	2	2
Art	4	2	2	2			2
Study-Activity (including Homeroom)[d]	4	4	4	4	6	6	5
Extra Study Periods	1	2	2	-	-	-	-

[a]Six-day cycle; 12 periods per day. Each figure represents the period allotment per cycle. This organization embraced 21 classes: 7 in Grade VII, 8 in Grade VIII, and 6 in Grade IX.

[b]R = 5 regular classes. AA = 2 above-average classes (including 1 Major Work class). AA(L) = 1 above-average class taking Latin.

[c]R = 3 regular classes (with French). AA = 2 above-average classes (with both French and Latin). MW = the single Major Work class in IX.

[d]Extra Homeroom time was provided by two short administration periods each day.

Department of Education and the principal's own judgment of desirable adjustments for classes of different average levels of scholastic ability. It was thus a timetable with some built-in flexibility, for such purposes as the enlargement of basic skills (already described under Content), the special needs of certain subjects (such as Grade VII French), the varying academic aptitudes of pupils, and the possibilities for correlation and integration inherent in block timetabling. This flexibility did not facilitate the second category of provisions identified in Section B; namely, those for remedial and special instruction.

On further analysis the timetable was found to incorporate some provision for each of the six categories of "special arrangements" which were identified on pages 94-110 as typical, if not essential, features of the junior high school, as follows: (1) Grades VII, VIII, and IX only--an ideal grade grouping; (2) a basic curriculum for all, with a few electives as "extras", and curricular variations left largely to individual teachers in their own classrooms;[39] (3) departmentalization to permit teacher specialization, with some block-time arrangements to promote integration and a more personal teacher-pupil relationship; (4) some provision for individual differences inherent in the

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[39]A partial exception for 1963-64 was a trial of team-teaching procedures in Grade VIII Social Studies and Grade IX Science. Each team comprised three teachers working with the Major Work class for that grade plus two "A" classes. While the team planning, the use of varied techniques, the availability of additional reference materials, and the encouragement of much outside reading and research probably contributed to the better fulfilment of several of the primary functions of the junior high school, with respect to these six classes, it is too soon to attempt a more exact evaluation of this departure from the normal routine of the school.

organization of classes at each grade level,[40] in the Major Work programs (already described), and in the co-curricular program (yet to be discussed); (5) provision also for a limited program of extra-class activities through the inclusion of Study-Activity periods in the timetable (as shown in Table V); (6) a program of guidance for all pupils (to be described in the inventory for Section C).

Within this organizational framework each teacher was timetabled for a balanced work load, so far as the exigencies of the system would allow.[41] Table VI, which reproduces part of the principal's organization chart for the 1963-64 school year, shows relative teaching loads in terms of period allotments per cycle. It shows, for example, that teachers with a full academic program had a standard work load per cycle of 3 subjects (usually two of them being different levels of the same subject) and 7 classes, with some responsibility also for supervised study periods. It does not give the complete situation even for the

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[40]Classes at J.B. Mitchell School, with the exception of those in the Major Work programs, were organized on the following bases for 1963-64: Grade VII's, as chronological age groups, with variations for pupils whose scholastic aptitude and achievement suggested that the chronological basis was not adequate for them; Grade VIII's, with two "A" classes selected primarily on the basis of achievement level in the previous year, and five parallel heterogeneous groups, each with a considerable ability range; Grade IX's, with two above-average classes taking both Latin and French, and three less homogeneous classes taking French only--both types being further subdivided according to the choice of Art or Music as an elective.

[41]These exigencies included the availability of staff for specific subject needs, the teachers' own preferences for teaching specific subjects (with their inherent differences in work load per pupil), and the pupil-teacher ratio established by the Winnipeg School Board for junior high schools. (This ratio is based on a complicated formula, but in practice it is intended to produce a standard class size of 35 for junior high school grades.)

TABLE VI

SYNOPSIS OF TEACHER TIMETABLES, J.B. MITCHELL SCHOOL, 1963-1964

TEACHER	GRADE VII										GRADE VIII										GRADE IX										Supr. Study	Reg. Spares	Extra Pds.
	English & Writing	Library	Soc. St.	Maths.	Science	Art	Music	P. Ed.	Guidance	French	English	Soc. St.	Maths.	Science	Art	Music	P. Ed.	Guidance	Latin	French	English	Soc. St.	Maths.	Science	Art	Music	P. Ed.	Guidance	Latin	French			
Miss W.	[a]18+1							12									16										12				2	6	5[a]
Mr. M.					18			12									16										12				3	6	5
Mrs. N.									6		22					16										6					6	6	10
Mr. H.							12			12										8												2	2
Miss C.		26									(Library — 20 periods)										(Library — 12 periods)											6	8
Miss H.																		8			26							6			11	6	15
Mr. R.											12							8										6		16	8	6	16
Mr. C.				8	9				6														16	16							4	6	7
Mrs. M.						28					6				16										8						4	6	4
Mr. B.													17	16									8	16							6	6	3
Mrs. F.	[b]40+2			17																											3	6	4
Mrs. G.											56																				6	6	4
Mr. L.	[b]16+1	2	8																			8	26								4	6	1
Mrs. M.												35							4										21		4	6	2
Mr. N.												17	26									18									2	6	3
Mrs. N.													17	24										16							6	6	3
Miss R.																					26	28									8	6	4
Miss W.	[b]8										8	17									26										4	6	3
Miss M.	24+2	32																													6	6	2
Mr. W.					36									24																	4	6	2
Mrs. P.																				24										32	8	6	2
Mr. J.	7+1									9	8									32											8	6	1
Mr. K.			16	32									9																		7	6	2

[a]Figures indicate periods per six-day cycle. Extra periods are for special duties or load equalization.

[b]These allotments include periods for the Spelling-Reading program.

"average" teacher, because it cannot show that his classes varied from 22 to 35 pupils that year, nor that he probably had continuing responsibility in his special subject fields for 200 to 250 pupils per cycle. There were several teacher programs, moreover, that differed markedly from this "average", the principal variables being the number of periods per cycle per subject (as shown in Table V), and the actual pupil load per class taught.[42] For teachers who were timetabled for non-academic responsibilities (such as choirs, counselling, library reference periods, or pupil-activity programs), the relationship of the individual work load to the standard was even harder to assess, and had to be determined largely by subjective judgment. Furthermore, in all cases the actual work load was affected by the availability of non-scheduled time ("spare" periods), which was allotted as follows: (1) a basic allotment of 6 periods per cycle for preparation, marking, and miscellaneous duties; (2) an additional allotment of 1 or more periods to teachers with especially heavy preparation and marking loads; (3) special allotments for special responsibilities that must be discharged during school hours, such as counselling and supervision of pupil-activity programs.

When this arrangement for teacher timetables is analyzed with reference to its provisions for the characteristic features of junior high school organization, it is evident that only two features are

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[42] The teacher of Art, for example, taught 19 of 21 classes registered, with responsibility for approximately 550 pupils. By contrast, another teacher, who by choice taught only Grade VIII English (Language, Literature, and Spelling), had 4 classes and a pupil load of approximately 130. Major Work teachers, to give a further illustration of this diversity of load, tended to teach fewer pupils but more different subjects.

relevant: provisions for teacher specialization, and the provisions for guidance. Reference has already been made to the opportunity given to each teacher at J.B. Mitchell to teach his or her subject preferences, subject to the needs of the timetable as a whole; and it should be noted here that, while some teachers could not be timetabled for the exact programs they requested, none was required to teach an alien subject. Consideration of the second feature, provisions for guidance, has been left to the final section of this inventory.

To complete Section B, Scheduling Practices, brief reference should be made to the pupil timetable as such. Table V, page 269, and the Inventory of Subject Offerings and Special Programs, pages 241-47 have already shown the program (required subjects and electives) for each grade and the breakdown of the 72-period cycle into subject allotments; moreover, by implication these sources have roughly indicated the number of teachers under whom each group of pupils worked per cycle.[43] Again, item 5, page 267 has made clear the two main considerations affecting the distribution of subject time per cycle. Thus, as an analysis of the individual class timetables for that year would reveal nothing new respecting provisions for the characteristic features of junior high school organization, no further inventory of pupil timetables has been included.

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[43]Only one small group of pupils has not been accounted for; namely, the Grade IX's who did not qualify for French at that level, or who had elected to discontinue the subject. Those pupils, never more than ten during 1963-1964, were divided among three classes, and were timetabled for extra instructional and/or study periods with other Grade IX classes in lieu of the French periods.

The concluding section of this inventory of Organization and Administration is not intended as a complete analysis of J.B. Mitchell's provisions for promoting the primary functions of the junior high school; such an analysis would be a major project in itself. Rather, this survey tries to bring into focus the arrangements at J.B. Mitchell School that, to the investigator, are in harmony with current thinking about the aims and functions of the junior high school, and to suggest reasons why current provisions for some of the recognized junior high school responsibilities are not adequate.

Considering the primary functions in the order in which they were defined in Chapter III, the reader will recall that integration is used in three senses.[44] The first, horizontal integration of both subject-matter content and the multiple learnings needed for effective living, has been provided for at J.B. Mitchell primarily through Guidance, with some additional opportunities implicit in the limited amount of block-time scheduling. The second, vertical integration, is chiefly the responsibility of the provincial curriculum committees; and, while the investigator has witnessed attempts by some of the school's coordinating chairmen (especially in English and Mathematics) to see that all committee members understand how the subject-matter learnings of Grades VII, VIII, and IX should be integrated, he has no quantitative evidence to include in this inventory. Integration of personality, the third type, has not to date been designated by higher authority a specific responsibility of junior high schools in Manitoba, although the General Introduction...for the Junior High Grades does

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[44] Vide pp. 81-82.

emphasize all-round development as a junior high school objective,[45] and there seems to be an increasing interest on the part of the Winnipeg School Board in the role of the schools in promoting mental health.[46]

Exploration, the second primary function, was originally conceived in terms of practical electives and interesting activities to reduce drop-outs; but current thinking, while it has not abandoned these aspects of exploration, places more emphasis on helping students understand and explore their interests and aptitudes through more flexible and imaginative teaching in each classroom, and through a good guidance service.[47] At J.B. Mitchell, while there are few electives, the wide range of subjects required of each pupil is in itself exploratory. In addition, student clubs and other extra-class activities, to be described later in this chapter, help to implement several of the primary functions, including this one.[48] The task of analyzing instructional activities, subject by subject, to determine their effectiveness as instruments of exploration is, however, beyond the resources of this investigation, and must be left for future action--with one exception;

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[45] General Introduction..., op. cit., pp. 26-27.

[46] As evidence, the Board sponsored at public expense a three-day seminar on Mental Health for the senior high school principals of the Winnipeg School Division, in October, 1963. Copies of the main addresses to this seminar were later sent to J.B. Mitchell School, and presumably to all schools in the Division.

[47] Vide pp. 82-85.

[48] The most obvious contribution of the co-curricular program to the exploration function has been through the provision of special-interest clubs for drama, science, chess, music, and art. The latter two have normally been identified as "Glee Club" and "Free Art" on the organization charts.

namely, the program of guidance.

Provisions for guidance tend to be more direct than those for other primary functions; hence, they proved easier to inventory. During the period of this investigation, for example, this service was handled by part-time teacher-counsellors, each of whom was allotted from seventeen per cent to forty per cent of his/her time for Guidance. For example, during the 1963-64 school year their respective time allotments for this "subject" were as follows:[49]

	Group Guidance Periods	Counselling Periods	Other Unscheduled Periods
Senior Counsellor (VIII-IX Girls)	14	15	6
Senior Counsellor (VIII-IX Boys)	14	16	6
Junior Counsellor (VII Girls)	6	6	10
Junior Counsellor (VII Boys)	6	5	8

Using this time to best advantage, each counsellor assumed full responsibility for the formal aspects of this service to certain classes (pooled groups) of girls or boys, and collectively they handled Guidance for the entire school.[50] In practice, their duties in this field were of

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[49]Each number represents periods per six-day cycle. While columns one and two give the total scheduled time for Guidance, the figures in column three are included to show the additional time that was available for emergencies. (Unscheduled periods include both normal "spares" and periods allotted for other special duties.) The pupil load for each teacher-counsellor can readily be computed by multiplying half the number of periods in column one by thirty (the average class size).

[50]By the very nature of the pupil-teacher relationship, all teachers--especially homeroom teachers--contribute to the implementation of the guidance function in a junior high school. However, at J.B. Mitchell periods have not been scheduled specifically for Homeroom Guidance.

four kinds: (1) Guidance classes, (2) group counselling, (3) individual counselling, and (4) testing and related activities; and this has been a continuing arrangement.

Group Guidance, the only type for which pupils were timetabled on a regular basis, is the most difficult to describe briefly, partly because of the great variety of topics for instruction and discussion included under this heading, and partly because it is left to the judgment of each teacher-counsellor to determine the program best suited to the class. The following tabular arrangement of topics for Guidance periods will give some indication of the range of activities and points of emphasis recommended for each grade.[51]

	Grade VII	Grade VIII	Grade IX
ORIENTATION	The New School School Regulations Guidance Services Pupil Information Form	(Review of VII topics) Pupil Information Form	(Review of VII topics) Pupil Information Form
EDUCATIONAL GUIDANCE	Homework Study Methods Examinations (purposes, types, hints on handling exams., promotion policies)	(Review of VII topics) The Purpose of Education (including discussion of individual subjects) Options in IX	(Review of VII topics) Provincial Exams. Planning further Education (the chief topic in this grade) Drop-outs

[51]This has been adapted from pp. 3-14 of A Program Outline for Group Guidance, Grades VII - XII, issued in September, 1963, by the Superintendent's Department of the Winnipeg School Division as a step towards horizontal integration of the instructional aspects of the guidance service.

	Grade VII	Grade VIII	Grade IX
VOCATIONAL GUIDANCE	(A minor topic in VII, but helpful to develop good attitudes to school subjects.)	Brief Survey of Careers Introduction to Career Planning Canadian Occupations (by regions) Relation of IX Options to Career Planning	Survey of Occupational Areas How to Prepare for a Job Part-time Employment
SOCIAL GUIDANCE	Practices and Policies Governing School Activities Good Manners Spare-time Activities	Student Government (introduction to democratic procedures) Good Manners Use of Leisure Time Smoking Group or Gang Membership	Relationships with Peer Groups Relationships with Family Groups Use of Leisure Time (Review of VII and VIII topics, as needed)
PERSONAL GUIDANCE	Good Grooming Teenage Problems (emphasis on "growing up" and relations with other people) Sex Education (with concurrence of parents)	The Nature of Growth (physical, mental, emotional, social) Individual Differences Philosophy of Life Sex Education (in cooperation with parents and Dept. of Health)	Personal Problems (general discussions relative to questions submitted by pupils) Sex Education (similar arrangement to Grade VIII)

From this outline it is evident that the provisions for Group Guidance at J.B. Mitchell School attempt to meet some of the developmental needs of early adolescents--needs not met through standard subjects of the school program.

Coordinated with the provisions for group instruction relative to this function is the counselling program. For each group that has

been assigned to him for Guidance, the teacher-counsellor tries to provide a counselling service, with the following priorities:[52]

1. Interviews requested by pupils or parents.
2. Referrals from the principal
3. Orientation interviews for pupils new to the school.
4. Orientation interviews for pupils repeating the grade.
5. Post-examination follow-ups for pupils who are under-achieving, or who need special encouragement
6. Interviews relative to course selection and career planning.
7. Routine interviews to discuss general progress.

Because of the variety of needs to be met through this service, the available counselling time cannot be divided equally among the pupils assigned to each counsellor, but must be used according to his best judgment. Furthermore, because interview time is so limited, only at the Grade VII level has it been possible to ensure that each pupil is interviewed at least once per year.[53] Despite difficulties, during the period of this investigation the counsellors at J.B. Mitchell School

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[52]These priorities are not rigid, and in practice the type of interview tends to vary with both the grade and the time of year. For example, most orientation interviews involve Grade VII's, each of whom is seen at least once during the fall term. By contrast, most interviews relative to course selection and career planning have, to date, been held with Grade IX's during the spring term.

[53]This objective has been achieved with Grade VII's by means of group counselling--a time-saving technique increasingly employed for orientation interviews at all levels, but not yet used to an appreciable extent to meet other counselling needs.

have provided much more than a token service.[54]

To complete this inventory of provisions for the guidance function, it should be noted that group tests are normally administered four times per year to ensure that information relative to pupil achievement is kept up-to-date, as follows:[55]

Time	Grade(s)	Test Used
Late September	VII	Dominion Test of Learning Capacity
Late December	Selected Pupils from All Grades	A standardized test such as the S.R.A. Primary Mental Abilities Test
Late January	IX	School and College Ability Tests
During Easter Examinations	VII	Stanford Achievement Test (Reading)

The results of these tests are recorded on the cumulative record cards, which travel from school to school as the pupil moves within the Winnipeg Division.

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[54]Complete statistics are not available for the period 1961-64, but the following figures reported by three of the counsellors for 1961-62 provide some indication of the number of pupils included in planned interviews:

Grade VII Girls	80 (1)	33 (2)	13 (3)	12 (4)	Total 233[a]
Grade VII Boys	40 (1)	8 (2)	15 (3)	------	Total 101
VIII & IX Girls	63 (1)	39 (2)	18 (3)	7 (4)	Total 223

([a]A total made possible through the use of group counselling at this level.) As counselling time allotments for subsequent years have been greater than for 1961-1962, the counselling service has been expanded accordingly.

[55]Two of these programs, those in September and January, are parts of city-wide surveys sponsored by the Bureau of Measurements of the Winnipeg School Division; the other two are locally-initiated. To consolidate the total responsibility for Guidance, the administration of these tests has been handled by the counsellors--with the exception of the Stanford Reading Test which, for administrative convenience, has been the responsibility of either the teachers of Developmental Reading or the Grade VII homeroom teachers.

By contrast with this relatively-detailed account of the provisions for guidance, not much can be added to the information already reported with respect to provisions for differentiation. To recapitulate, in the broad sense all the functions of the junior high school are aspects of differentiation; hence, the specific provisions at J.B. Mitchell for integration, exploration, or guidance are likewise provisions for this fourth function. Furthermore, in the narrower sense of individualization of instruction, it has been shown that this school makes some provision for differentiation through its class organization, facilities for gifted children, team teaching, and co-curricular program.[56] However, differentiation through continuous regrouping for special purposes, as recommended in current thinking about this function, has not to date been practicable; nor has it been possible to digress sufficiently from the main line of the investigation to analyze differentiation within classrooms in terms of flexible teaching methods and internal organization. The only verifiable progress in this direction is that evidenced by the annual discussion, usually at a September staff meeting, of the supreme importance of the classroom teacher in the implementation of true differentiation, usually under the agenda heading, "The Timetable--Handling Individual Needs".[57]

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[56] Vide pp. 86-88, 246-47, 270-71, 348-49, 354-56.

[57] For example, at the general staff meeting held on September 24, 1963, four aspects of this continuing challenge were discussed: (1) the principles underlying the organization of classes at J.B. Mitchell; (2) the importance of careful internal organization in every classroom to free the teacher as much as possible for work with individual pupils; (3) the trend towards more flexible groupings for instruction, with particular reference to the possibilities of team teaching; (4) the practicability of suggestions received from individual staff members on "extra help" and remedial classes.

Like differentiation, socialization is implicit in the junior high school as an institution; hence, specific provisions for this fifth primary function are difficult to isolate. Of the three types of socialization which have been identified in Chapter III, only the third one, instruction in the origins, development, and workings of human society, can be pinpointed as definately provided for at J.B. Mitchell School, through classes in Social Studies. It seems a reasonable assumption, however, that daily social contacts in a variety of situations, both curricular and co-curricular, supplemented and to some extent integrated by the total guidance service, do provide the kind of environment in which pupils can develop at least some of "the understandings, skills, and values needed for effective participation in the varied social groups that are implicit in democratic living," and also help them "learn the art of living together during a period of changing, and increasingly sophisticated social relationships."[58] The investigator has, in fact, observed many specific activities contributing to the socialization function at J.B. Mitchell, ranging from the employment of socialized recitation methods in classrooms to the leadership provided by staff advisers for the Student Council; but he has not been able in this quick survey of Program (General) to make a detailed inventory of them.

Routine provisions for the last of the primary functions, articulation, have already been described in Chapter V.[59] Current thinking,

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[58] Vide pp. 88-90.

[59] Vide pp. 170-71.

it will be recalled, emphasizes two aspects of articulation that are difficult to distinguish from two types of integration: provisions to ensure continuity of learning experiences, and provisions to promote integration of personality.[60] If we assume, however, that the functions of integration and articulation merge when applied to the transitional grades (VI-VII, IX-X), then "provisions for continuity of learning experiences" implies a coordinated curriculum linking the three levels of the school system, plus specific articulation practices such as inter-school committees or conferences, faculty coordination workshops, and self-evaluation routines; and "provisions to promote integration of personality" implies freedom for the teacher to use curriculum materials and classroom methods to meet the adaptability problems of his pupils, as he sees them. On these terms, little can be added to this inventory of provisions for the articulation function. For instance, only a thorough analysis of the provincial curriculum, far beyond the scope of this investigation, could determine the extent to which it provides for continuity of learning experiences. Secondly, it has been the writer's experience that inter-school sharing of experiences, information, and ideas is very limited in the Winnipeg Division, being restricted to transfer of records, periodic teachers' conventions, and informal contacts outside of school hours; however, the appointment of supervisors for special areas, such as Guidance, has recently stimulated interest in this aspect of articulation.[61] Finally, it has been shown

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[60] *Vide* p. 91.

[61] *Vide* footnote 51 in this chapter.

that the teacher in Manitoba has at best a semi-professional role, with little freedom to vary the official program of studies to meet specific pupil needs which he has identified.

To conclude this inventory of Organization and Administration as a sub-area of Program (General), it should be noted that some current writers have emphasized a coordinating junior high school function, to which all others have a correlative relationship; namely, the primary function of helping the early adolescent develop according to his nature and needs.[62] Some relevant facts have already been presented in Chapter V,[63] and in the discussion of provisions for specific functions in this chapter--sufficient to indicate the directions for further investigation; moreover, an attempt has been made to show that Guidance, because it offers opportunities to observe pupils in less inhibited situations than those characteristic of regular class periods, is the most obvious recognition at J.B. Mitchell of this overriding junior high school function. To attempt a more complete inventory of provisions for this "unique" function would be a project in itself--a task that must be left for future action.

Evaluation. As Organization and Administration cannot at this stage be appraised in terms of a locally-formulated statement of philosophy and objectives, and as there is no provision for the inventory of its critical features to be reviewed by a visiting committee of

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[62] *Vide* p. 93.

[63] *Vide* pp. 166-68

experts which, through its own experience, could provide more specific criteria for a "judgment of worth", the evaluation of this important sub-area must be confined to a series of rather subjective generalizations.

Section A, which deals with the philosophical bases, needs little further attention. In brief, the organization and administration of J.B. Mitchell School will need to be re-examined at a later date in the light of a local statement of philosophy and objectives.

In evaluating Section B, the investigator has had to rely upon his own interpretation of the critical features, as there do not appear to be any generally-accepted criteria for judging scheduling practices. By implication, however, a good schedule should provide for flexibility, for remedial instruction, and for the characteristic features of junior high school organization. In a limited sense, therefore, J.B. Mitchell School's basic timetable can be appraised as relatively good, in that it has built-in flexibility (especially through its 72-period cycle and its study-activity allotments), and also because it incorporates some provisions for each of the six categories of "special arrangements" that have been identified as characteristic of good junior high schools. On the other hand, as it makes no provision for remedial instruction beyond that which can be undertaken in regular class periods, this timetable is relatively below standard--notwithstanding that the principal reasons for this omission have been lack of specially-trained staff and a tight pupil-teacher ratio. Similarly, although an attempt has been made to provide balanced teaching loads, there is reason to believe that the total work load, a function of the pupil-teacher ratio,

is too heavy for most teachers.[64] No such generalization can be made at this time with respect to the pupil's work load, as there are no criteria for judging it. Perhaps the only criticism that would find general concurrence is that J.B. Mitchell pupils, especially the Grade VII's, are subjected to over-departmentalization. Once again, however, this is not a weakness that can be corrected locally, as the amount of departmentalization is directly related to staff qualifications and experience.[65]

Better criteria, as outlined on pages 79-93, are available to judge Section C, Provisions to Promote the Primary Functions. Nonetheless, because this is a survey-type evaluation, only a few symptomatic observations can be included.

In the first place, while J.B. Mitchell School appears to be headed in the right direction, it does not as yet make adequate provision for any of the primary functions. Secondly, while there is always scope for local action, as recommended in the action program, most of the weaknesses indicated or implied in the inventory cannot effectively be corrected by the local school on its own initiative. Thirdly, the keys

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[64] Cf. James B. Conant, Education in the Junior High School Years (Princton, New Jersey: Educational Testing Service, 1960), pp. 34-35, and the Report of the Second Upper Midwest Regional Conference on Junior High-School Education, Bulletin of the National Association of Secondary-School Principals, XLVII (February, 1963), p. 69, with pp. 271-73 of this chapter. Both references suggest 20 to 1 as an acceptable pupil-teacher ratio for junior high schools.

[65] Only a fully-qualified teacher, with several years of varied experience, can handle block-time arrangements; hence, the relatively high percentage of partly-qualified teachers assigned to J.B. Mitchell School during the period of this investigation caused the principal to organize an almost fully-departmentalized school.

to J.B. Mitchell's progress as a functioning junior high school would seem to be more and better-trained staff, and greater curricular freedom.

To be more specific, integration is hampered by a fragmented program of studies, and by over-departmentalized teaching. Exploration in depth tends to be strangled by a highly-centralized curriculum and external examinations, but could probably be attempted in spite of these restrictions by teachers trained to use their special subject fields as opportunities for both basic and depth education.[66] Guidance, which seems to be the function best provided for at J.B. Mitchell, suffers from a pupil-teacher ratio which forces a staff load for counselling of roughly 1,100 to 1--a load far heavier than that recommended by current thinking.[67] Differentiation is in some respects more difficult to evaluate, as it is both function and feature; nonetheless, it too seems to require the removal of some of the restrictions on locally-initiated curriculum variations, and the supplying of teachers who have been trained to make more extensive provision for individual differences within the classroom. Socialization cannot be fairly evaluated until the inventory of the co-curricular program has been presented; yet there is no doubt that J.B. Mitchell School bears little resemblance to the "functional social community" visualized by some recent writers. As already indicated, the sixth function, articulation, cannot be implemented through local improvements, except to a very limited degree.

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[66] This idea is well-developed in J. Lloyd Trump's article, "Curriculum Changes for the Sixties," Bulletin of the National Association of Secondary-School Principals, XLVII (February, 1963), pp. 15-17.

[67] Conant, op. cit., p. 27, recommends a full-time specialist in guidance and testing for every 250-300 pupils in a junior high school.

In conclusion, an evaluation of the provisions that have been made at J.B. Mitchell School to implement the one unique function of the junior high school must at this time beg the question, as there is no generally-accepted formulation of the essential needs of early adolescents.[68] Pending the development of more exact criteria, therefore, the evaluation of provisions for this coordinating function is simply the sum-total of the evaluations of provisions for the six individual functions that have been identified.

Action program. The focal point of the action program for this sub-area would seem to be better understanding by all members of the instructional staff of the implications of the primary functions for their daily work. To achieve this end, it is recommended that a special staff committee be selected to undertake a study of the school's typical administrative procedures and classroom routines to determine their respective contributions to the primary functions, and that the report of this committee be discussed at a series of general staff meetings. Second only to the action already recommended to ensure a better foundation for the total program at J.B. Mitchell (that a local statement of philosophy and objectives be prepared), this study of the relationship of procedure and function would seem to merit first priority in the self-improvement program.

At the same time, there is scope for a number of more limited action projects relative to Organization and Administration, such as the following:

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[68] Vide pp. 64-69, 267.

1. The continuation and extension of current "experiments" with block-time and team-teaching arrangements.

2. An evaluation of Guidance at J.B. Mitchell by the counsellors themselves, using both self-evaluation techniques and a series of questionnaires. The latter should probably be directed to four sources of opinion: (a) a sampling of pupils, especially those in Grade IX; (b) a sampling of parents; (c) other teachers at J.B. Mitchell; (d) teachers and counsellors who meet J.B. Mitchell's "graduates" in senior high school.

3. Further trials with group counselling to determine the practical limitations of this time-saving technique.

4. Expansion of the terms of reference of subject committees to include the study of how best to provide for continuity of learning experiences in each of the major areas of knowledge included in the junior high school curriculum.

5. A staff study of differentiation through administrative arrangements contrasted with differentiation through flexible classroom methods.

Instructional Activities

Critical features.

A. Relative Importance of Certain Influences in the Planning and Preparation of Instructional Activities
   1. The school's statement of philosophy and objectives
   2. The school's analysis of pupil population and community needs and resources
   3. Cooperative planning within the school
   4. Theories of pupil grouping for instruction
   5. Teacher training programs for junior high school

B. Evidence of the Use of Varied Teaching Aids and Methods
   1. Differentiated assignments
   2. Large units of instruction
   3. Resource materials
      a) In the school library
      b) In classroom libraries
   4. Student guide sheets (outlines, problem sheets, lists of questions, project guides, discussion guides)
   5. Multi-sensory aids
   6. Flexible grouping of pupils

C. Evidence of Teacher Planning at the Classroom Level to Achieve Special Developmental Objectives
   1. Pupil participation in all aspects of classwork

2. Increasing efficiency in study and research
3. Increasing efficiency in group activities
4. Correlation of subjects
5. Use of community resources for curriculum enrichment

Inventory. The inventory of this fourth sub-area, Instructional Activities, is very brief, because the critical features have not been examined thoroughly enough to produce the evidence suggested or implied by the outline. While the investigator was able to prepare inventories of the first three sub-areas of Program (General) largely from material kept in the school offices, supplemented by his personal knowledge of the situations described, he could not obtain accurate data concerning the instructional activities of J.B. Mitchell School without making a careful survey of the methods used by each teacher with each class--a task beyond the resources of this project. In consequence, what follows is a synopsis of personal observations as a guide to further investigation.

Any assessment of the relative importance of certain influences in the planning and preparation of instructional activities must be largely speculation. However, as it is clear from Chapter V that the first two influences in the outline of critical features can be eliminated, only three need be considered. Of these, "teacher training programs" in the broadest sense seems to be the most important influence on instructional activities at J.B. Mitchell School, because the members of its instructional staff are free to use the methods they find most congenial and effective. "Cooperative planning", too, has been important, especially for those classes and teachers involved in team teaching, but it has not been a major influence to date for the school

as a whole--except to the extent that methods, as well as objectives and examinations, have been discussed by the grade-subject committees. Finally, while classes have been organized by the principal in accordance with certain theories of pupil grouping, already discussed, there is no simple method of ascertaining the extent to which these principles have influenced teachers in their choice of instructional activities.

Being free to select their own instructional activities, the teachers at J.B. Mitchell use many and varied methods; in fact, the investigator has personally witnessed in action all of the "varied teaching aids and methods" that are listed in the outline. For example, during the 1963-64 school year, differentiated assignments were used in Mathematics (all three grades), large units of instruction provided the basic method in Social Studies (particularly team-teaching groups), multi-sensory aids found a place in many classes (especially those in Science, Social Studies, Literature, and French), and student guide sheets of some kind were employed by virtually all teachers of content subjects.[69] Each classroom, moreover, was equipped with some sort of classroom library, which could readily be augmented by borrowings from the School Library, and all classes were timetabled for regular Library periods. Flexible grouping of pupils during that year was especially important as an aid to team teaching, but was also employed by several other staff members--especially by those who have found that different forms of socialized recitation can be used to stimulate critical thinking

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[69] One half-time clerk typist has been employed almost entirely doing duplicating work for teachers: outlines, guide sheets, tests, and like materials.

in Literature, Social Studies, or Guidance. These examples, however, give no indication of incidence, consistency, or effectiveness. Therefore, until a survey of the type referred to in paragraph one has been made, the really important part of this inventory cannot be completed.

The evaluation of Library as a service area having been omitted from this investigation, for economy of time, it is desirable at this stage to digress for a moment to make a few observations about the role of the School Library in the instructional program at J.B. Mitchell. Reference has already been made to the physical facilities for library services (pages 218, 227) and to the allotment of library time (page 269). It will be recalled that there is regular seating accommodation for 40 students, and shelf space for approximately 4,200 books;[70] moreover, that during 1963-1964 Library classes were scheduled for 60 of the 72 periods per cycle, leaving a maximum of 12 periods for "free" reference.[71] In March, 1964, an inventory of library resources showed that there were 963 volumes of fiction in a total library of 3,317. Included in the non-fiction section were 11 sets of encyclopedias and a good selection of other standard reference works. In addition, the school was subscribing to 18 periodicals, of which 6 were special teacher references. These books and periodicals, together with a few clippings files and the school "archives", comprised the resource materials in the School Library.

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[70] This is the present capacity. The potential capacity has not been determined, but there is little prospect of accommodating more than another 1,000 volumes without major structural alterations to the library.

[71] There were no Free Library periods for Grade VII classes at that time, but the VIII's and IX's each had 4 periods per cycle for this purpose.

At that date, moreover, only title and author catalogues were available to facilitate reference work, although a subject catalogue was in preparation. Thus, the School Library was equipped for free reading and limited reference, but not as an instructional materials centre.[72]

Little evidence has been collected with respect to Section C of the critical features. It is known that pupils are being trained in research techniques in both the Major Work classes and the team-teaching groups, and that some use of community resources has been customary year by year in most classes in Science and Social Studies (especially Grade VIII). At this stage, however, any further description of this aspect of Instructional Activities would be little better than guesswork.

Evaluation. Instructional activities at J.B. Mitchell School cannot be satisfactorily evaluated until a statement of local philosophy and objectives is available as a "yardstick", and a more complete inventory of these activities has been made. Having assumed, however, that the statement of philosophy and objectives would include the abiding aims and functions of the junior high school, and that the personal observations recorded in the preceding inventory are accurate, if not comprehensive, the writer feels justified in including a few tentative appraisals. In the first place, the chief avenue to progress in the planning and preparation of instructional activities would seem to be extended cooperative planning--the one "influence" which can be expanded through local action alone. Secondly, despite the scarcity of

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[72]Library resources do not remain static; hence, it was thought best to relate this brief inventory to a specific month in the year.

precise evidence with respect to methodology, the investigator has concluded tentatively that there are great variations in the effectiveness with which the teachers at J.B. Mitchell use the aids and methods which they have adopted. Thirdly, however adequate the present library arrangements may be for training pupils in reference skills and for stimulating diversified free reading, too little time is available for independent reference work; moreover, there is no opportunity for teachers to work with their own classes in the School Library. Finally, there appears to be ample scope for an increase in teacher planning to achieve special developmental objectives like those listed in Section C of the outline of critical features--in particular, more planned pupil participation, more directed study to replace passive learning, and more intentional correlation of learnings acquired in different subject areas.

Action program. It is evident that much action is need in this sub-area. A high priority should be given to a survey of instructional activities to provide the basis for a fuller evaluation. At the same time, efforts should be made to improve the staff situation in two respects: (1) through the provision of an administrative assistant for the principal to free him for greater attention to supervisory duties; (2) through the allotment of additional staff time for the entire school program, equivalent initially to a half-time supernumerary teacher, so that the librarian can be relieved of some of her scheduled pupil load. Without additional staff time, it is doubtful if a comprehensive evaluation of Instructional Activities would stimulate much self-improvement.

While most of the action program for this sub-area cannot be

outlined in advance of a more comprehensive evaluation of the critical features, the following secondary projects would probably have to be included in it:

1. Staff discussions of methodology to stimulate interest in the improvement of instruction through the adoption of better aids and methods.

2. An in-service program to acquaint teachers with the merits of some long-established basic methods: the unit method, the project method, the Socratic method, the socialized recitation --to name but four.

3. A fuller evaluation of Library as a major service area.[73]

4. An analysis of duplicating to reveal which teachers are making best use of the facilities for reproducing outlines and similar aids.

5. A survey of teacher planning to achieve special developmental objectives (such as increased pupil participation in classwork), as one means of arousing interest in this aspect of method.

6. A survey of the practical possibilities for curriculum enrichment through greater use of community resources--practical in terms of the restrictions of a prescribed curriculum and the organizational difficulties that would be involved. (Cf. items 7, 8, and 10, p. 183.)

Evaluation Procedures

Critical features.

A. Evaluation in Terms of Measurable Achievement
   1. Types of measurable achievement
      a) Basic skills and tools of learning
      b) Progress in standard school subjects
      c) Readiness for advancement to the next level of studies
   2. Testing techniques
      a) Standardized tests

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[73] At the time of writing, the new Supervisor of Libraries is encouraging all Winnipeg librarians to evaluate their own services, with the result that this phase of the action program at J.B. Mitchell School is already underway, at least from a professional librarian's point of view.

b) Local tests
c) External examinations
d) Other methods

3. Standards for evaluation of measurable achievement
   a) External standards
   b) Local standards
   c) Common needs and individual needs
4. Responsibility for evaluation of measurable achievement
   a) Determination of objectives
   b) Measurement of basic skills and tools of learning
   c) Appraisal of standard school subjects
   d) Promotion policies and procedures
   e) Extent of teacher-parent and teacher-pupil participation in the evaluation of achievement

B. Evaluation in Terms of Life Situations
1. General outcomes sought
   a) Self-discipline in and out of school
   b) Subordination of personal advantage to common welfare
   c) Respect for liberty under the law (respect for property, for the rights of others, for authority)
   d) Acceptance of responsibility for own actions and obligations
   e) Application of reason rather than prejudice
   f) Originality and creativeness
   g) Effective use of time and talents
   h) Ability to participate democratically
   i) Self-reliance
   j) Concern for moral and spiritual values
   k) Enjoyment of the arts
   l) School spirit
   m) Carry-over to out-of-school life of those values taught or encouraged in school
2. Methods of evaluating general outcomes
   a) Special tests
   b) Cumulative records
   c) Staff meetings and discussions
   d) Personal judgment of individual staff members
   e) Interviews with students
   f) Interviews with parents and others
   g) Follow-up studies

C. Procedures for Continuous Evaluation of the Instructional Program at J.B. Mitchell School
1. Participation and responsibility
   a) Outside agencies and authorities
   b) The principal and staff
   c) Parents of the community
   d) Pupils--past and present
2. Description of procedures for continuous evaluation
   a) Procedure for re-assigning pupils (including those needing remedial or special education)

b) Procedure for promoting evaluation as an integral part of the teaching-learning process
c) Procedure for appraising different aspects of the instructional program for appropriateness and comprehensiveness
d) Procedure for undertaking a general analysis of strengths and weaknesses
e) Procedure for taking action to correct revealed weaknesses or deficiencies

Inventory. Evaluation procedures for the instructional program at J.B. Mitchell School are primarily concerned with the second type of measurable achievement, progress in standard school subjects, translated into percentage marks (with fifty per cent as the passing grade) or letter-grade equivalents. Progress so measured is assumed to reflect achievement of the other two types, not so easily measured--although supplementary evidence with respect to basic skills and tools of learning is obtained through the use of standardized tests, and flexibility in decisions about readiness for advancement is provided by viewing each pupil's percentage marks in the context of the collective judgment of his counsellor and teachers.[74] The following brief description of testing routines attempts to show how types, techniques, standards, and responsibility for evaluation are related to one another at J.B. Mitchell.

Testing procedures in all Winnipeg junior high schools are geared to the production of four sets of achievement ratings per school year, each of which is made known to both pupil and parents through the medium of the Winnipeg School Division's "Report Card--Grades VII, VIII, and IX". The First Report, issued about the mid-point of the September-December term, and prepared by each school from evidence obtained through

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[74] Vide p. 281 for a description of the standardized tests used regularly at J.B. Mitchell.

term tests, assignments, and observation of daily classwork, is considered a progress report rather than a record of measured achievement. At J.B. Mitchell School, these interim standings are shown by letter grades (A, B, C, D, E) rather than exact percentages in order to give teachers the fullest opportunity to use their "best judgment" at this early stage in the year. The Second and Third Reports, issued immediately following the Christmas and Easter vacations respectively, reflect both formal examinations (mainly of two hours' duration) and term work, and they show achievement for most subjects by means of percentage marks. The Final Report, issued at the end of June, reflects the average of the Composite Marks (themselves weighted averages of the standings on the Second and Third Reports) and the June Examinations.[75] This June Report, showing as it does the pupil's progress for the whole year, becomes the medium through which each pupil in Grade VII or VIII is advised of the school's decision on promotion; and the corresponding reports for pupils in Grade IX, consolidated into Department of Education

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[75]To evaluate progress at December and June in the "core" subjects (English Language, Mathematics, Science, Social Studies) and (sometimes) foreign languages, Winnipeg junior high schools normally use question papers set by central committees and printed at the School Division Administration Building; for the Easter Examinations, each school prepares its own question papers. However, all three sets of examinations are marked locally by the subject teachers for each class, using centrally-set answer keys in December and June. (June papers in Grade IX English Language, Mathematics, Science, and Social Studies are an exception, for these are Department of Education tests set and marked by central committees--or machine marked.) While all schools use formal two-hour examinations at these intervals, they differ in the relative importance which they attach to term work in preparing the Second and Third Reports. Policy at J.B. Mitchell requires that "the Term Mark should represent not less than 25%, and not more than 50%, of the Report Mark." (Teachers' Administrative Handbook, p. 9.) The exact percentage is left to each subject committee.

Score Sheets, provide much of the data used by the School Inspector to decide which pupils of this grade are ready to be admitted to senior high school.

While progress in standard school subjects is the principal criterion of readiness for advancement, other factors enter into promotion and placement decisions. In line with the general promotion policies set up by the Junior High Principals' Council, J.B. Mitchell School recognizes four promotion categories for pupils in VII and VIII, as follows:[76] (1) Promoted with Honors (average of Composite Marks at least 80), (2) Promoted (average of Final Standings at least 50, with no mark under this base in a "core" subject), (3) Promoted On Trial, and (4) Not Promoted. Pupils in the honors category, and others with standings in the high 70's (the exact cut-off depending upon available space in a particular year), comprise the "top-level" or above-average classes in VIII and IX respectively; the remainder of the second category, together with pupils on trial and repeaters, make up the regular classes which, as already indicated, have during the period of this investigation tended to be parallel heterogeneous groups rather than graded homogeneous groups.[77] For the first two categories, then,

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[76]The Department of Education has three promotion categories for pupils in Grade IX: (1) Complete, (2) Provisional, and (3) Failure. Pupils with Complete standing are normally admitted to any course in senior high school; those with Provisional standing have theoretically the same range of choices, but in practice are liable to be transferred from the University Entrance Course to a High School Leaving Program in January if their results on the Grade X December examinations are unsatisfactory.

[77]Vide p. 271 especially footnote 40.

promotion and placement are governed by relatively firm criteria--although pupils of superior scholastic aptitude are frequently given placement not warranted by their achievement, and many decisions concerning individual placement are influenced by the counsellors' knowledge of personality traits or behavior patterns.

More factors enter into decisions which place pupils in other categories. In general, any pupil who is promoted with a final mark of less than 50 in one of the "core" subjects, or two such standings in other subjects, is advised that he is on trial in the next grade, whereas one who has failures in two or more "core" subjects, or who exhibits general unreadiness for advancement to the next level, is required to repeat the grade. Each border-line case is considered on its merits, and such factors as chronological age, scholastic aptitude (as measured by standardized tests), health, work habits, educational history, educational prospects, and home environment enter into the promotion committee's decision, which is entered on the Final Report.[78] The school normally recommends that pupils promoted on trial attend a six-week course at Vacation School in their two weakest subjects, and a few each year have their trial promotions contingent upon standing from this remedial program. Because of chronological age or limited prospects for advancement to the regular senior high school programs, a few of those not promoted may be given Special Placements (without promotion) in the next grade, or alternatively they may be transferred to Special

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[78]The promotion committee for each class normally has been the principal, the homeroom teacher, the counsellor, and all available subject teachers.

Education Classes.[79] The net result of all these considerations is an evaluation, promotion, and placement routine that has some of the flexibility implicit in the junior high school as an institution.

To sum up, while major responsibility for the evaluation of measurable achievement and for decisions on pupil advancement has been delegated to the principal and staff of J.B. Mitchell School, both the provincial Department of Education and the Winnipeg School Division assume some prerogatives for each phase of this procedure. Thus, the provincial authority outlines the objectives, tries to maintain standards through external examinations, and controls directly the promotion of pupils to senior high school. The School Division, on the other hand, encourages uniformity of standards by providing the machinery for city-wide examinations twice a year, and by making supervision of the instructional program a major responsibility of its principals. In this system there is obviously no place for direct teacher-parent or teacher-pupil participation in the evaluation of pupil progress in terms of measurable achievement--a feature for which provision is made in some of the manuals.

There are no formal procedures at J.B. Mitchell for evaluating achievement in terms of life situations, as defined in Section B of the critical features. While all of the outcomes listed in the outline are commonly-accepted objectives of the junior high school, and would

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[79]Reference has already been made on page 248 to the Modified Program for slow learners. Another special program, the two-year Terminal Course, takes pupils from the "Not Promoted" category in Grade VIII, and attempts to prepare them for employment or for advancement to one of the less academic high school courses.

probably be included in a formal statement of philosophy and objectives for J.B. Mitchell School, in Manitoba they are assumed to be by-products of the school environment rather than direct outcomes of the school program. Teachers, counsellors, and the principal each year make many judgments about pupils that are in effect evaluations in terms of life situations, and some of these are recorded on the Record Cards and Anecdotal Record Forms, while others are talked about during teacher-pupil or teacher-parent conferences (including those involving the principal and/or the counsellors). To date, however, no attempt has been made to evaluate each pupil's progress with respect to a prepared list of desirable behavior outcomes.

Similarly, there are no regular procedures at J.B. Mitchell for continuous evaluation of the instructional program. It is true that the Inspector normally provides the School Board with an annual rating of the school in general terms, but his main concern is to evaluate the performance of individual teachers--especially those holding interim teaching certificates. In addition, piecemeal evaluation of specific aspects of the program by the principal and members of the staff goes on all the time. The present investigation, however, represents the first attempt at a systematic, if tentative, evaluation of the instructional program as a unit.

To conclude the inventory of this sub-area, brief reference should be made to the five specific procedures listed in Section C 2 of the outline of critical features; because, while there has been no regular machinery for continuous evaluation of the program as a whole, evaluation procedures have been operating with respect to certain

aspects of it. In the first place, all pupil placement, including the re-assignment of pupils at the beginning of each school year, is handled by the principal personally, assisted by the school clerks, and sometimes by the counsellors. As initial placements are made with care, there is little re-assigning of pupils during the school year. The few adjustments that have to be made usually involve pupils whose "On Trial" promotions have to be terminated following the First Report. Secondly, while there is no formal procedure for promoting evaluation as an integral part of the teaching-learning process, the writer (as principal) has regularly emphasized this point of view in staff meetings, and has included the following specific policy statement in the Teachers' Administrative Handbook:[80]

1. Examinations are both measuring devices and teaching tools.
2. Pupils should understand both functions; and for that reason it is essential to follow up the examination in two ways:
   i) by going over each question with the class (and with individual pupils, where necessary), and
   ii) by showing pupils how the examination provides clues to their specific areas of weakness in the subject.

Thirdly, while the evaluation of different aspects of the instructional program for appropriateness and comprehensiveness is the responsibility of provincial curriculum committees, the grade-subject committees at J.B. Mitchell provide ready-made opportunities for local discussion of these aspects. Finally, although the initiative for taking action to correct revealed weaknesses or deficiencies in the school naturally rests with the principal, all teachers are encouraged to contribute practical suggestions with respect to any aspect of the organization, administration,

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[80] P. 38.

or total program.[81]

Evaluation. Criteria are lacking for a thorough appraisal of these evaluation procedures, either in terms of an "ideal" junior high school, or with reference to the philosophy and objectives of the J.B. Mitchell School. The following generalizations, however, seem to be self-evident deductions from the examination of relevant critical features.

In the first place, the lack of regular procedures for continuous evaluation of the instructional program is a weakness of J.B. Mitchell School, and of the system in which it operates. Secondly, while the outline of critical features implies that all of the agencies listed in Section C 1 should participate in this evaluation, to a degree or degrees not clearly defined, it is evident that the major responsibility must be discharged by the staff of the local school. This responsibility has been accepted at J.B. Mitchell, as indicated, but it cannot be fully carried out, even within the limitations of a highly-centralized system, until the objectives of the program have been more clearly defined. Thirdly, more use should be made of standardized tests of basic skills and tools of learning to determine remedial needs. Fourthly, the

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[81] For example, in March or April each year every staff member is asked to complete a form which solicits suggestions with respect to his personal teaching program and the school organization (basic timetable, student activity program, the handling of remedial instruction, or any other aspect) for the new year. Also, a new page 12a (added during the 1963-64 school year) of the Handbook includes an open invitation to all staff members to submit at any time their suggestions for improving the efficiency of the school as a medium for pupil growth. (Vide pp. 196-97 and 206 for earlier reference to staff influence on policies and procedures.)

evaluation manuals envisage better means of deciding readiness for advancement than arbitrary pass marks and percentage failure rates. Fifthly, the grade system used in Manitoba, and the promotion policies derived from it, make it impossible for J.B. Mitchell, or any other local junior high school, to fulfil the function of differentiation insofar as this implies a pupil's right to advance in his learning at the speed most effective for him. These five observations comprise the general evaluation.

There are in addition two more specific appraisals which, while they are admittedly subjective, nonetheless reflect the standards sought by the evaluation manuals. It is doubtful, for instance, if the use of external examinations to maintain standards actually does foster optimum pupil achievement--even in terms of subject-matter learnings. The tendency is for teachers to concentrate on the minimum essentials emphasized by these examinations, to the neglect of genuine exploration and differentiation. The investigator is convinced that better standards could be maintained at J.B. Mitchell School by expanding the functions of the subject-committee system already in operation. Again, although the evaluation and promotion procedures used in the Winnipeg junior high schools have not to date been validated through research, they are assumed to be reasonably valid and reliable by reason of the collective experience of the principal and staff in each school. While this assumption may be warranted with respect to the general promotion procedures, there must be serious doubts about the validity and reliability of many of the percentage marks on which promotion decisions are based--for several reasons, of which frequent staff changes and the employment

of inexperienced teachers are the most obvious.

The appraisals are not all negative or unfavorable. In the first place, the evaluation procedures used at J.B. Mitchell do have pragmatic approbation, in that they permit most pupils to make the transition from elementary school to senior high school in three years--a basic purpose of the junior high school; moreover, these procedures keep drop-outs to a minimum by identifying and counselling pupils who should probably transfer to terminal programs. Secondly, three of the routines that have been described seem to warrant classification as good features: (1) the subject-committee system, which pools experience, forces some attention to objectives, helps maintain standards, and provides the basis for a bona fide professional role for the teacher; (2) the checking and final editing of all locally-prepared term examinations by the principal, which should ensure review by an experienced neutral critic, attention to recognized principles of achievement testing, and the reduction to a minimum of the ambiguities and administrative weaknesses that frequently escape detection by those responsible for setting the papers; (3) the promotion-committee system, which permits a collective judgment on progress in standard school subjects, gives counsellors the opportunity to introduce other data concerning readiness for advancement, and makes junior high school flexibility an active principle of evaluation. These are not grounds for complacency, but they appear to be symptoms of progress in the direction of better evaluation routines for this special school for early adolescents.

With respect to the other aspects of evaluation procedures, those relating to "life situations" and "continuous evaluation", two additional

appraisals should be made. It is assumed, for instance, that an attempt will be made to appraise each pupil's progress with respect to the "general outcomes sought" (Section B); yet the inventory makes it clear that not much has been done at J.B. Mitchell to provide this type of evaluation. There are at least three reasons for this shortcoming: (1) the provincial and divisional authorities who control the instructional program have made no provision for the evaluation of these outcomes; (2) the school does not have a statement of philosophy and objectives to set the outcomes in perspective; (3) teachers at J.B. Mitchell have not been trained to think of evaluation in terms of "life-situations". For similar reasons, systematic procedures encouraging members of the instructional staff to share in the continuous evaluation of the instructional program have not been developed, and are not likely to be important in Winnipeg junior high schools while the present degree of external control of curriculum, textbooks, and examinations is in effect.

Action program. Although the J.B. Mitchell School does not have the authority to make drastic changes in evaluation procedures, its staff could become more proficient in the evaluation aspects of Program (General) through action steps such as the following:

1. A "campaign" to encourage frequent testing in all subject areas to achieve two evaluation objectives: (1) a broader base for term marks; (2) the provision of criteria for releasing pupils from unnecessary re-teaching so that they may do more individual exploration in breadth and depth within the normal classroom situation--an alternative to the semester system or other administrative devices to promote differentiation.

2. A study of possibilities for improving present examintion practices, with appropriate recommendations to higher authority.

3. One or more staff discussions of means to promote high standards of pupil achievement, in terms of mastery and enrichment, while still preparing pupils to handle effectively the external examinations that they must write.

4. A counsellors' study of the whole program of standardized testing with a view to better evaluation of pupil progress in basic skills and tools of learning.

5. "Experimental" projects with self-appraisal techniques to encourage teachers and pupils to think of evaluation as an integral part of the teaching-learning process.

6. A survey of current post-examination procedures at J.B. Mitchell to provide the basis for a thorough staff discussion of the use of term and mid-term examinations as teaching tools.

7. A thorough examination by one or more staff committees of the promotion system at J.B. Mitchell, with particular emphasis on (1) the effectiveness of the present method of handling borderline cases through promotions on trial and recommendations for Vacation School, and (2) the merits of the current practice of having pupils repeat grades. (Limited studies of these two aspects of promotion practices have been done by the counsellors, but these were not continued long enough for the findings to warrant amendments to long-established policies or procedures.)

8. One or more staff discussions of the list of "general outcomes sought" (outline of critical features, Section B 1) as orientation to evaluation in terms of "life situations".

9. A correlative staff study of procedures for promoting or fostering those "general outcomes" which the teachers are prepared to accept as specific objectives for J.B. Mitchell School.

These recommendations should be considered interim measures to ensure some progress in the direction of improved evaluation procedures pending the development of routines for continuous evaluation of Program (General).

II. PROGRAM (SPECIAL AREAS)

It will be evident from an examination of the relevant pages in Appendix A that a tentative evaluation of the sixth general area was

not within the scope of the present investigation, for two reasons: (1) it would have more than doubled the number of specific features to be appraised; (2) it could not have been undertaken without the full participation of all teachers--a complicating factor that would have prolonged an already too lengthy initial evaluation. Hence, while an outline of critical features has been incorporated in this report in order to provide a comprehensive set of working criteria for this aspect of total-school evaluation, the three-phase evaluation of Program (Special Areas) must be left for future action.

III. CO-CURRICULUM

The respresentative evaluation manuals used for this investigation have grouped their critical features for Co-curriculum in such manner that at least six sub-areas can be clearly identified; moreover, as illustrated by the outline of these features in Appendix A, they have provided direct or indirect criteria for a full-scale evaluation of the area.[82] As the limited activity program which current provincial regulations make feasible for J.B. Mitchell School does not warrant such an exhaustive examination, it was decided to re-group the critical features for Co-curriculum into two sub-areas, and to effect a corresponding

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[82] Vide Table II, p. 38, and Appendix A, seventh area. In the literature on total-school evaluation the terms Co-curriculum, Pupil Activity Program, Student Activity Program, and Program of Extra-class Activities are used interchangeably as headings for this aspect of the school program. The first term has been selected for use throughout this report because it best signifies the present-day objective of a fully-integrated curriculum for junior high schools.

reduction in the number of specific features to be examined.[83]

Although the program of studies for Manitoba junior high schools, including J.B. Mitchell, is fully prescribed, there is no official co-curriculum. In fact, apart from a few rather vague objectives set forth in the General Introduction, and some practical implications of the authorized program guides for specific subjects, this aspect of the education of early adolescents is left entirely to the initiative and discretion of the local divisions and their respective schools.[84] In the Winnipeg School Division, for instance, this responsibility for co-curricular activities is acknowledged in the following policy statement:[85]

> The junior and senior high schools...shall also provide opportunities in orchestras, choral groups, dramatics, and club activities related to the school program. These schools shall have organized programs of pupil activities, managed under a common pattern of student participation in school government under teacher supervision, for the purpose of developing leadership and democratic participation in group activities....Provision shall be made for intramural and inter-school athletics.

Apart from the coordination given to inter-school competitions by the various directors and supervisors employed by the Division, and some

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[83]It will be recalled that the Manitoba official program allows only seven and one-half per cent of the authorized school year for unassigned time--time which can be used for such variables as study periods, extra periods for remedial classes or enrichment, and a program of pupil activities. (Vide p. 242.)

[84]For example, the General Introduction identifies these needs: (1) "to develop recreational interests" (p. 6), (2) to enrol girls and boys "as members of some team or club" (p. 18), and (3) "to afford practice in organization and leadership" (p. 27). Again, The Programme of Studies [for] Physical Education, Grades VII-XII, Provisional Outline, 1963, pp. 2:03-2:07, outlines specific objectives for interscholastic and intramural competitive sports.

[85]Code of Rules and Regulations, p. 12.

relevant in-service training for teachers of Physical Education, Art, and Music, however, the full responsibility for the content, organization and operation of the co-curricular program in any Winnipeg junior high school is left to its principal and staff.

In consequence, the chief sources of information on the co-curriculum at J.B. Mitchell School were not publications of the Department of Education and the Winnipeg School Division, but rather local investigations, records, and observations, as follows:

1. A two-page questionnaire, the "Survey of Pupil Participation Co-curricular Program," completed by 616 pupils (205 VII's, 229 VIII's, and 182 IX's) in June, 1962.

2. The principal's own knowledge of the organization and operation of the school, gained partly through the performance of his regular administrative and supervisory duties, and partly through his special function as coordinator of the co-curricular program.

3. Minutes of general staff meetings during the period of this investigation, especially the following: May 14, 1963, June 26, 1963, Sept. 24, 1963, and Oct. 29, 1963.[86]

4. Minutes of staff sub-committees, especially the Awards Committee.

5. Minutes of the Student Council.

Organization and Management

Critical features.

A. Principles Governing Planning and Operation of the Co-curricular Program
   1. Relationship to total program
      a) Integration with program of studies and basic timetable

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[86] Most staff meetings held during this period included a report from the Student Council Advisers. However, each of these four meetings dealt at some length with plans for improving the overall co-curricular program in the light of both staff experience and the results of the 1962 survey.

b) Degree of staff support
c) Relationship to student interests and needs
d) Articulation with programs of other levels of the school system

2. Specific objectives of co-curricular program
   a) Development of special abilities (initiative, leadership and followership understanding, management capability, abilities related to special fields of learning)
   b) Character and citizenship training
   c) Broadening of enduring interests and friendships
   d) Development of school spirit
3. Bases of student participation
   a) Factors governing membership
   b) Factors governing election to office
   c) Special incentives (awards, certificates, others)
   d) Precautions to ensure proper balance of activities
4. Bases of teacher participation
   a) Planning and control
   b) Supervision of activities

B. Organization of Co-curricular Program
1. Administrative arrangements
   a) Establishment of objectives, policies, and procedures
   b) Machinery for coordinating activities (priorities, revisions, articulation)
   c) Machinery for organization and operation of specific student activities
      (1) Providing leaders
      (2) Publicizing activities
      (3) Controlling participation
   d) Machinery for record keeping
2. Inventory of student activities
   a) The co-curricular program of this school--a brief survey
   b) Analysis of student participation
3. Financing student activities
   a) Sources of funds
   b) Management of co-curricular accounts
   c) Educational implications

C. Physical and Material Provisions for the Co-curricular Program
1. Description of special areas available for this program (including student activity rooms, if any)
2. Material provisions
3. Administrative arrangements for sharing physical and material provisions

D. General Evaluation
1. The objectives
   a) Relative to philosophy and objectives of the school
   b) Relative to morale-building potential

2. The program
   a) Adequacy of number and kinds of activities
   b) Effectiveness in meeting special student needs
      (1) For knowledge and skills not directly fostered by the basic program of studies
      (2) For more mature social attitudes and emotional responses
      (3) For mental alertness
      (4) For physical development
      (5) For insights into community living
      (6) For experience in accepting responsibility
   c) Success of articulation with other levels and community activities
3. The procedures
   a) Adequacy of safeguards
      (1) For conflicting activities
      (2) For membership and office-holding procedures
      (3) For costs
      (4) For balanced participation
   b) Adequacy of promotion procedures
      (1) For staff participation
      (2) For student participation
   c) Adequacy of administrative arrangements and operating procedures
      (1) Planning
      (2) Coordination and operation
4. The physical and material provisions
   a) Adequacy of space provisions
   b) Adequacy of equipment and supplies
   c) Evidence of effectiveness and imaginativeness in utilization of physical and material provisions
5. Provisions for continuous evaluation
   a) Of the entire program and its component parts
   b) Of students' individual activity programs
6. Summary of strengths and weaknesses
   a) Best elements or characteristics
   b) Least satisfactory elements or characteristics
   c) Improvements recently effected
   d) Improvements planned
   e) Research planned or in progress

Inventory. While the pupil activity program at the J.B. Mitchell School has not yet achieved the degree of integration with the instructional program envisaged by Gertrude Noar and others,[87] there are at least four respects in which considerable overlapping and interlocking

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[87] Vide pp. 104-7.

of curricular and co-curricular activities regularly occur. In the first place, each year's basic timetable makes provision for at least two Study-Activity periods per grade--periods during the regular school day when priority is given to organized co-curricular programs. Secondly, there is no hard and fast line of demarcation between curricular and co-curricular physical activites; in fact, not only are Physical Education periods frequently devoted to the teaching of skills that are used primarily in intramural and inter-school sports, but many intramural games are played at such times. Thirdly, the official programs of Music, Art, and Science blend naturally into glee clubs and choirs, free art projects, and science clubs. Fourthly, many, if not most, co-curricular programs benefit both directly and indirectly from abilities and skills developed in regular class periods: notably, the school paper, student assemblies, and drama and debating activities. Less tangible integration, moreover, inevitably results from the supervision of the co-curricular program by members of the teaching staff.

Other aspects of the relationship of the co-curricular program to the total program are more difficult to inventory. On the surface, teachers at J.B. Mitchell appear to endorse and support the co-curricular program, as evidenced by their lengthy and lively discussions at staff meetings, and by their willingness to sponsor more activities than time and facilities permit.[88] To date, however, no attempt has been made to

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[88] At times it has been difficult to secure a full quota of female staff members to coach girls' teams, not because the ladies have been unwilling to help, but because the staff has usually been short of young women with the necessary athletic background.

measure the degree of staff support. Likewise, as will be shown in the inventory for Section B, the activity program has been well-supported by the students, at least in terms of numbers participating--a sign that it is meeting some of their needs and interests. Here, too, while some attempt at measurement was made in June, 1962, the survey at that time did not try to relate participation and need satisfaction. Finally, the investigator could find no direct articulation of the co-curricular program at J.B. Mitchell School with the programs operating in either the elementary schools or the high schools in the same general area of Winnipeg. Some indirect articulation takes place, however, through the Directors of Physical Education, Art, and Music, through meetings of specialist teachers from the three levels, and through the use of referees from the next higher level for inter-school games.

Because J.B. Mitchell does not have a formal statement of philosophy and objectives, it is not possible to include in this inventory a list of specific goals for its co-curricular program; however, the formulation, if and when prepared, would probably include the four special objectives listed in the outline (Section B 2). Of these, the fourth, development of school spirit, has received the most direct emphasis at J.B. Mitchell School during the period of this investigation.[89]

To encourage student participation in the co-curricular program, J.B. Mitchell uses both special incentives and a variety of publicity releases. For instance, there are at least six types of awards or

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[89]This was a major item on the agendas of the four staff meetings already referred to on page 312.

recognition, as follows:

1. Recognition of activities and achievements through the daily P.A. Announcements (over the public address system) or the twice-weekly JBM Bulletin (mimeographed notices)

2. Citizenship Medals (up to four awarded annually "to pupils in Grade IX...who...have best illustrated...the high standards of citizenship for which the J.B. Mitchell School stands, and who have contributed significantly to the welfare of the school in such matters as the development of school spirit, the fostering of worthwhile student activities, and the maintenance of the good name of the school.")[90]

3. Special awards for physical activities:
   a) Physical Education Medals (two per year)
   b) Junior and Senior School Letters (given to pupils earning established quotas of points for participation and achievement in intramural and inter-school athletics)
   c) Field Day Ribbons (given to pupils placing first, second, third, and fourth in all events at the annual school field day)
   d) Inter-class Pennants (for most intramural competitions)

4. Chess Trophy (a new award in 1963-1964 to give recognition to the winner and runner-up of the annual chess tournament)

5. Miscellaneous awards by outside agencies--especially for art projects

6. Prizes for special contests, varying from year to year; such as literary contests and poster contests [91]

As a climax to the school year, almost a full day in June is devoted to two recognition programs: in the morning, Awards Day (for the presentation of minor awards, and recognition of school teams); in

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[90] From the Regulations Governing Honours and Awards in the Teachers' Administrative Handbook, p. 28. It should be noted that the two General Proficiency Medals given annually for each grade, while primarily academic awards, likewise have participation in co-curricular activities as one of the selection criteria.

[91] In 1963-1964 prizes were given for a literary contest sponsored by the school paper, the JBM Journal, and for a special poster competition that was part of an anti-smoking campaign conducted through the Science classes.

the afternoon, the more formal Closing Exercises (at which all major awards, including the school medals, are given). Likewise, considerable publicity is given to opportunities and membership requirements for the various student activities--publicity that is normally prepared by the respective advisers or sponsors for either the P.A. Announcements or the JBM Bulletin.[92]

All this encouragement suggests the need for counteracting precautions to prevent over-participation and to ensure a proper balance of activities. To date, however, the principal and staff have not felt that these two potential hazards have been serious enough to warrant the setting up of special machinery to guard against them--a judgment that can be evaluated better when the figures on pupil participation have been presented under Section B.

Finally, to conclude this report on the principles governing the planning and operation of the co-curricular program at J.B. Mitchell, brief reference should be made to the bases for staff participation. Keeping in mind that sharing in the extra-curricular load is an understood condition of employment in the Winnipeg School Division, one can readily identify six specific bases for staff participation at J.B. Mitchell, as follows:

1. Appointed by the principal, and ratified by a general staff meeting; for example, advisers to the Student Council and the J.B.M. Journal, and chairmen of standing committees such as the Program Committee.

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[92]For example, on September 24, 1963, the JBM Bulletin contained a full-page notice of Regulations Governing JBM School Elections. Again, on December 10, 1963, the Bulletin outlined the clubs that would be open to Grade VII's during the winter term, and provided an entry form for each class.

2. Appointed by a general staff meeting; for example, chairmen and members of special committees.

3. Appointed by virtue of expressed interests, usually recorded during the spring term on a special form for staff preferences and suggestions; for example, most major activity advisers and club sponsors.

4. Appointed by virtue of position; for example, sports coordinators, sponsors for science clubs, sponsors for glee clubs and choirs.

5. Appointed by another sponsor as an assistant; for example, some coaches and managers for school teams, who are appointed by sports coordinators.

6. Appointed by the principal, with the consent of the appointee, to ensure an equitable sharing of the extra-curricular load; for example, some coaches and managers of teams, and chairmen of special committees.

As the entire co-curricular program is staff-controlled to a degree not possible with any other aspect of the school program, these six bases are by no means mutually exclusive. Staff participation is fundamentally democratic, with the principal providing both coordination and continuity.

By virtue of his position, the principal has primary responsibility for the organization of the co-curricular program. Thus, while the objectives, policies, and procedures governing pupil activities are developed to a considerable degree by staff meetings and staff committees, they continue to be coordinated into an activity program by the principal. Staff changes being part of every year's situation, he has the responsibility for establishing priorities, initiating revisions, encouraging articulation, and ensuring that all aspects of the organization and operation of this program are as efficient as possible.

Reference has already been made to the machinery for providing leaders, publicizing activities, and controlling participation. While

there is no special machinery for the latter, it should be kept in mind that most student activities have built-in screening devices; that is, they are restricted to a particular grade (for example, the table officers of the Student Council), require special aptitudes or skills (for example, sports or choirs), give priority to those of proven interests or abilities (for example, science clubs), or are by nature highly competitive (for example, elected offices or places on inter-school teams).

Because this is a limited co-curricular program, operated with a minimum of formal machinery, very little record-keeping is done. As only the Student Council keeps regular minutes of its meetings, the sponsors or advisers for other activities have to rely largely on the school files (including copies of the previous year's JBM Bulletin), and on consultations with the principal and other staff members, for guidance in carrying out their special responsibilities.

Similarly, the financial arrangements are simple. While the few dances and parties in the school year are partially self-supporting through ticket sales, most of the activity program is financed by the School Fund, a staff-controlled bank balance that has two sources of revenue: (1) an annual levy of one dollar per pupil, the Student Fee; (2) the profits from the annual School Tea. This account, which shows receipts, budgets, and expenditures for all student activities, as well as for a variety of curricular needs, is managed by an elected staff Finance Committee of four or five members, with the school secretary as treasurer. In keeping with standard practice for trust accounts, all cheques drawn on the School Fund are counter-signed by one or more

authorized signatures--in this case, the chairman of the Finance Committee or, in his absence, the principal. Moreover, the accounts are checked by an independent staff auditor every two months. At the end of each school year an audited statement of receipts and expenditures is submitted to the Secretary-Treasurer of the Winnipeg School Division.

In the handling and management of co-curricular funds, the students themselves have a very minor role. To date, students have not been represented on the Finance Committee; but, through the Student Council, they do have a voice in decisions relative to the financing of certain activities, such as grade parties. Moreover, the chairmen of sub-committees of the Council are frequently given the responsibility for making direct purchases of prizes, decorations, and other needs for their respective activities, under the supervision of a staff adviser. At the classroom level, the elected secretary-treasurer may handle the sale of tickets for a special function, such as a school party, but he has few other financial responsibilities. Thus, while students are kept informed of the state of the School Fund by means of periodic financial statements issued to all homerooms, they have little direct participation in this aspect of co-curricular management.

The questionnaire which pupils completed in June, 1962, identified forty-four separate activities in which they might have participated during 1961-1962, grouped as follows: Sports (14), Student Council Activities (6), Extra Art (4), Extra Music (6), School Paper (2), Clubs (7), Miscellaneous (5). (A further breakdown, indicating the types of activities within each group, and differences in the offerings for girls and boys, is given in the tables on pages 324-25.) To this

list might be added a few others omitted from the questionnaire because of the small numbers directly affected or because they would not have been recognized by pupils as co-curricular activities--in particular, homeroom activities and assembly programs.[93] Collectively, then, these activities comprise the co-curricular program at J.B. Mitchell School, with some variations year by year to keep the program flexible.[94]

As already indicated on pages 268-69, these activities are carried on partly in timetabled Study-Activity periods; however, most of the co-curricular program is operated in out-of-school hours: 8:00 - 9:00 a.m., noon hours, 4:00 - 5:00 p.m. (occasionally later), Saturdays, and some evenings. In general, the Study-Activity periods are reserved for those activities involving the largest numbers of pupils: intramural sports, assemblies, glee clubs, voluntary library work, and other club activities that can be fitted into the schedule. Inter-school practices and games, Student Council meetings, many choir practices, and activities relative to the school paper typically are scheduled for out-of-school hours. Some Saturdays are devoted to sports and field trips, at the discretion of their sponsors, and about five evenings per year are taken up with the School Tea and the grade parties. These are the customary arrangements at J.B. Mitchell School.

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[93]Classes are organized on a homeroom basis, and teachers are encouraged to permit homeroom meetings in Study-Activity periods--especially as a follow-up to Student Council meetings. Regular assemblies include speeches for School Elections (October), Remembrance Day (November), Christmas Carols (December), Citizenship Day (May), and Closing Exercises (two assemblies, in June).

[94]Variations for 1963-1964 are discussed under Action Program.

Because of the range of activities, the seasonal nature of many of them, the heavy concentration of the program in out-of-school time, the overlapping of curricular and co-curricular activities, and a shortage of clerical help, no attempt has been made at J.B. Mitchell School to keep systematic records of either total or individual participation in the co-curricular program.[95] To provide data for the evaluation of this aspect of the school program, therefore, a special survey had to be made. This was conducted in June, 1962; but the analysis of the resulting 616 questionnaires, herewith summarized in a series of tables and graphs, was not completed until the next school year.[96]

Tables VII and VIII, which together show the numbers of pupils taking part in the activities open to each sex and grade, ask by implication many questions about the entire co-curricular program. For this project, the tables were used chiefly as data for a staff study of pupil participation--a feature given primary emphasis in the representative manuals. The results are shown partly in the four figures which follow, and partly in the general conclusions and recommendations of the Evaluation and Action Program sections respectively.

Although the questionnaires provided the information for 616 individual participation profiles, it was impractical in this investigation to consider the co-curricular program from that standpoint.

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[95] A partial exception is the card index record kept to show each pupil's credits toward the quotas required for a Junior or Senior Letter.

[96] The investigator is indebted to two staff members for assistance in analyzing the questionnaires and summarizing the results: Mrs. A. Dudeck, the school secretary, and Mr. E. Braun, a member of the Evaluation Advisory Committee.

TABLE V11

PUPIL PARTICIPATION IN CO-CURRICULAR ACTIVITIES OTHER THAN SPORTS 1961-1962

ACTIVITY			Gr.7		Gr.8		Gr.9	
			G	B	G	B	G	B
Extra Art		Decorations - School Tea	14	10	14	4	22	13
		Decorations - School Parties	46	40	2	10	16	7
		Special Competitions	13	20	9	17	13	6
		Other Voluntary Art Projects	22	18	19	2	15	12
Extra Music		Orchestra	2	1	7	1		1
		Instrumental Classes	4	3	7	3		
		Glee Club			55		56	
		Festival Choirs	61	12	54			
		Other Special Choirs	63	11	65	2		5
		Other Voluntary Music Projects	8	8	6			4
School Paper		Contributed to One Issue		4	17	15	10	15
		Contributed to More Than One Issue	4	2			10	10
Clubs	Science	Attended Regular Meetings	12	1	15	6		
		Worked on Special Projects	8	6	3	4	5	13
		Other Science Activities	4	2	13	6	29	16
	Chess	Attended Regular Meetings	18	12	3	9		8
		Took Part in Tournament	18	10	2	8		9
	Drama	Attended Regular Meetings	2		6	2	10	4
		Helped in School Play	6		10	4	16	7
Student Council Activities	General	Elected Member	7	7	9	7	7	9
		Committee Member	1	1	6	2	6	3
	Social	Committee Member	12	11	9	15	18	11
		Attended Coke Dances	98	84	111	78	61	72
		Attended Grade Party	91	67	108	78	55	74
		Attended Final 1X Party					45	62
Miscellaneous	School Tea	Sold Two or More Tickets	90	74	97	79	63	72
		Special Duty (usher, etc.)	11	12	74	20	67	71
	Closing Exercises	Special Duty (usher, etc.)	9	3	29	3	18	3
	Open House	Worked on Special Project or Display in Own Time	25	13	62	17	42	28
		On Duty	17	13	13	10	19	30

TABLE V111

PUPIL PARTICIPATION IN CO-CURRICULAR SPORTS PROGRAM
1961-1962

	ACTIVITY	Tried Out -- Didn't Qualify						Regular Player or Spare						Referee or Other Official					
		Gr.7		Gr.8		Gr.9		Gr.7		Gr.8		Gr.9		Gr.7		Gr.8		Gr.9	
		G	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B
Inter-school	Basketball		14		16		15		4		8		18		1		2		4
	Soccer		18		12		22		11		9		14		1		1		
	Softball	45	23	35	15	21	19	6	7	10	9	13	13			2	2	1	
	Speedskating	3	5	2	2	2	4	6	7	6	7	3	11						
	Volleyball	36	7	51	18	29	14	2	4	22		19	15	1	1	3			2
	Cross Country		2		4		21		1				25						
	Gymnastics		5	1	6	1	8	3	5	6	1	2	9						
	Indoor Track	3	6	1	8		6		3	2			6						
Intramural	American Ball	8		10		8		84		87		71		1		4		5	
	Basketball		15		19		8		55		60		51		7		14		12
	Flag Football						5						67						5
	Soccer		13		16		8		54		68		60		4		6		6
	Track & Field	60	30	80	27	37	26	32	39	32	43	31	61				2	4	5
	Volleyball	14	13	13	15	8	7	79	77	106	72	70	71	1	10	11	5	10	8

NOTE: These figures (and those in Table V11) should be interpreted with reference to the numbers of pupils participating in the survey:

	Grade V11	Grade V111	Grade 1X
Girls	104	121	84
Boys	101	108	98

Instead, a study was made of the distribution of participation across the full range of the program, assuming a maximum for any one pupil of about 26 - 30 activities. The results are summarized in Figures 3 and 4. In addition, as intramural sports was the one group of activities carried on almost entirely within the normal school day, and therefore open theoretically to all pupils, a similar study was made to reveal interest (as shown by numbers trying-out) and successful participation therein. The results of that supplementary study are summarized in Figures 5 and 6. All four graphs are self-explanatory.

These tables and figures were distributed to the entire teaching staff of J.B. Mitchell School in May, 1963, and some generalizations relative to the pupil activity program (to be found on page 333) were agreed upon at the general staff meeting held on the 14th of that month. As the examination of the co-curricular program at J.B. Mitchell School represents only a small phase of this evaluation project, however, no attempt has been made to analyze fully the material provided by the 1962 survey. That, too, must be left for future action.

To complete this inventory of the first sub-area, brief reference should be made to the physical and material provisions for the co-curricular program at J.B. Mitchell School, and to administrative arrangements for their effective utilization.

It will be evident from the inventory of Building Design (Chapter V) that no special areas, such as student activity rooms, have been incorporated into the school plant. There is no doubt, however, that the Winnipeg School Division, in approving the plans for the original building, assumed that the Auditorium-Gymnasium and the playground areas

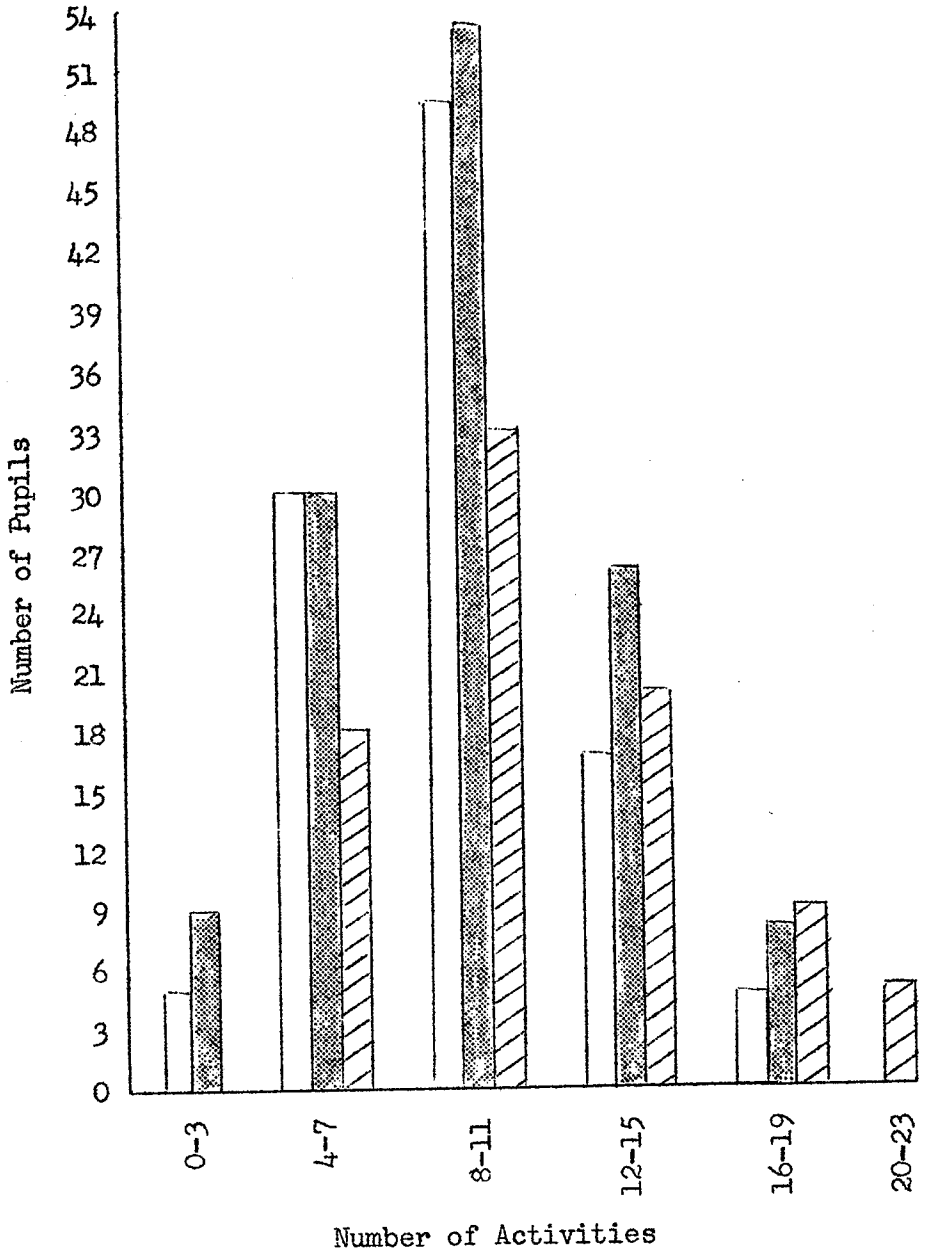

FIGURE 3

PARTICIPATION OF GIRLS IN TOTAL
CO-CURRICULAR PROGRAM
1961-1962

Grade V11 Grade V111 Grade 1X

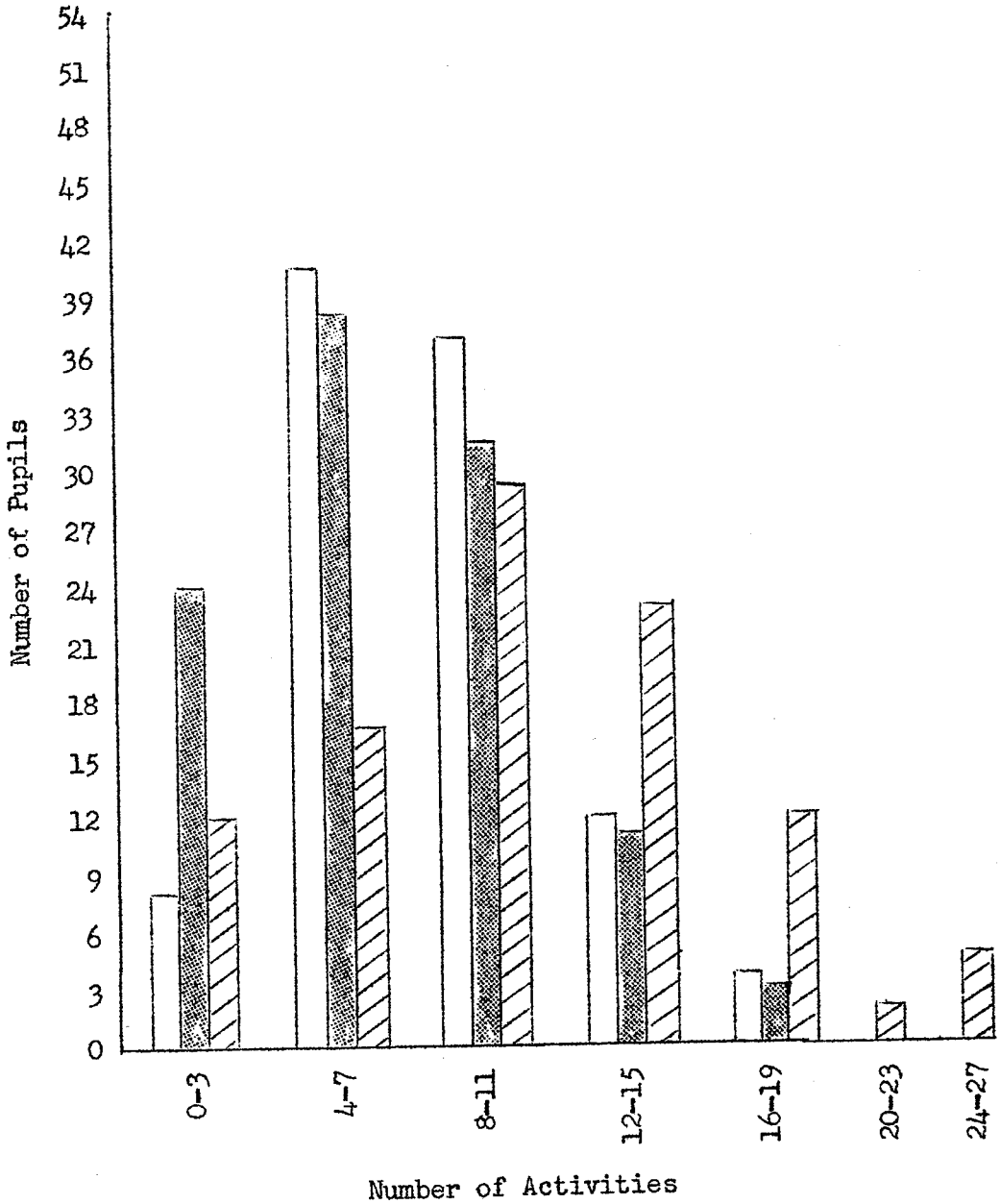

FIGURE 4

PARTICIPATION OF BOYS IN TOTAL
CO-CURRICULAR PROGRAM
1961-1962

Grade V11 Grade V111 Grade 1X

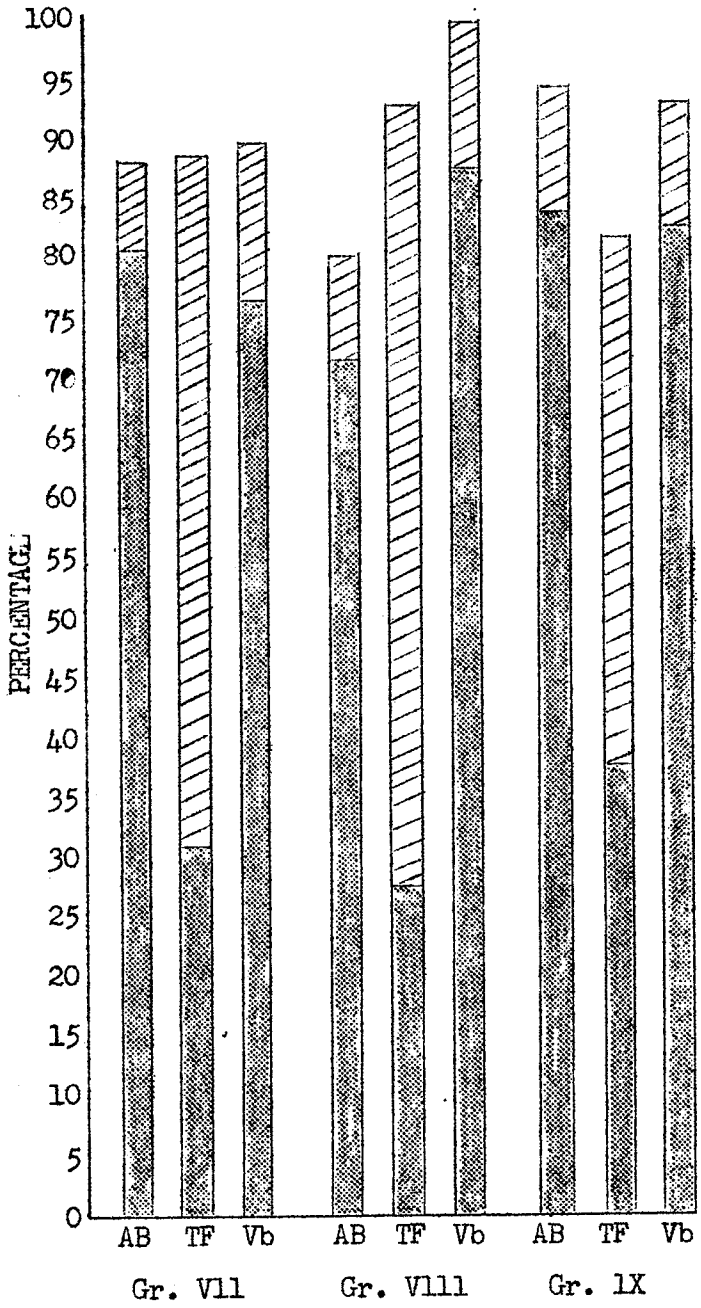

FIGURE 5

PERCENTAGE OF GIRLS PARTICIPATING
INTRAMURAL SPORTS
1961-1962

Tried Out Regular Player or Spare

AB = American Ball TF = Track & Field
Vb = Volleyball Bb = Basketball

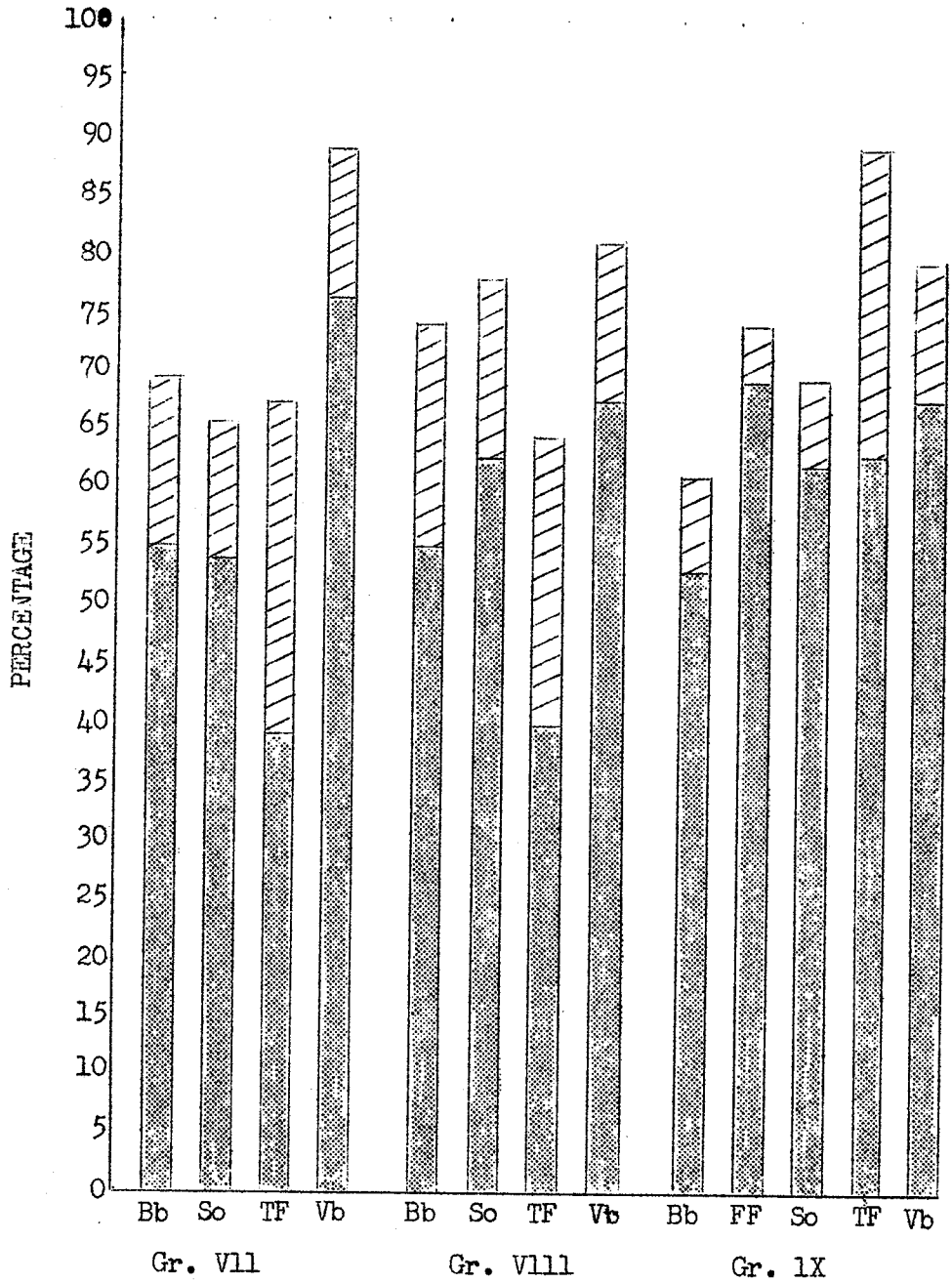

FIGURE 6

PERCENTAGE OF BOYS PARTICIPATING
INTRAMURAL SPORTS
1961-1962

Tried Out Regular Player or Spare

Bb = Basketball So = Soccer
Vb = Volleyball FF = Flag Football
TF = Track & Field

would be used for both curricular and co-curricular activities; and the provision of a stage, with storage for chairs under it, may be taken as evidence that school assemblies and other performances were also visualized. To complete this description, it should be recalled that additional dual-purpose accommodation was provided in the summer of 1963 --two large-group rooms, plus new furniture (60 tablet arm chairs) for the Music Room--thereby improving the physical facilities for choirs, clubs, meetings of the Student Council, and editorial or production workshops for the school paper.

Material provisions likewise are shared; for example, sports equipment, art supplies, record players, science apparatus and supplies, and duplicating facilities. The School Fund reimburses the School Division for materials used exclusively for the co-curricular program, and also provides extras, such as books for drama clubs and materials for decorations or advertizing.

To give the co-curricular program encouragement, while at the same time ensuring that its activities do not infringe on the prior rights of the instructional program nor come into serious conflict with one another, the principal implements the following administrative arrangements. In the first place, the Auditorium-Gymnasium is normally reserved in all Study-Activity periods for co-curricular activities--primarily for intramural sports, but released, when necessary, for assemblies or other approved alternatives. Secondly, the Auditorium-Gymnasium and other dual-purpose areas (such as Rooms 8, 15-17, 16-18, in Figure 2, p. 216) may be reserved by sponsors through a booking register kept in the General Office--a register covering all available times from 8:00 a.m.

to 5:00 p.m.; and a similar booking system is used for audio-visual equipment. Thirdly, as far as possible, the classrooms of teachers expected to be sponsors for clubs are left free in the Study-Activity periods. Finally, by making it a policy that sponsors are to give advance notice of activities through the JBM Bulletin, and by personally establishing priorities for student activities, the principal attempts to reduce conflicts to a minimum. As indicated in the evaluation which follows, however, the safeguards for conflicting activities were re-examined during the 1963-1964 school year, and temporary measures were adopted to improve them.

Evaluation. As the objectives of the co-curricular program at J.B. Mitchell School have not been formally outlined, they themselves cannot at this stage be evaluated; nor can they be used as criteria for judging the program itself. Instead, the overall program must be examined in the light of expert opinion concerning its content, procedures, and other features, as outlined in Chapter III.[97] Judged by the principles suggested in the writings of Koos, Conant, and others, J.B. Mitchell School has a co-curricular program that is probably adequate in range, if not in depth; that is, while it contains all of the essential elements, it has a more limited type of student government, fewer clubs and special-interest groups, and more closely-regulated social activities than the "typical" American program. For several years this activity program has been operated on the assumption that, within the limitations imposed by higher authority, it does meet

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[97] Vide pp. 104-7.

some of the special needs of junior high school pupils--in particular, the need for an interest-centred transitional program to bridge the gap between elementary school and senior high school. This has been largely an intuitive generalization, however, with little verification other than the evident popularity of most co-curricular activities, and the statistics for a single school year (Tables VII and VIII).

The survey of 1962 was the first attempt at research in this area. While its questionnaires have not been fully analyzed, owing to the pressures of the total-school evaluation, the following summary evaluations were recorded in the minutes of the general staff meeting of May 14, 1963:

1. The sports program seems to offer better opportunities for boys. (Table VIII)

2. Girls show more enthusiasm for intramural and inter-school sports, as evidenced by the relatively larger numbers trying out for places on teams. (Table VIII and Figures 5 and 6)

3. Participation by girls in the total program tends to approximate the normal curve, but this is true for boys only in Grade IX. (Figures 3 and 4)

4. Considering its importance as a major activity, the school paper does not have enough pupils contributing to it. (Table VII)

5. This analysis provides no evidence of widespread over-participation by either girls or boys in each of the three grades, although it is recognized that a further study of the data might reveal some badly-balanced individual activity programs. (Tables VII and VIII, and Figures 3 and 4)

It was evident during the staff meeting that the survey had made all staff members more aware of the range of co-curricular activities, and of the extent of pupil participation in them.

In addition to their implications for program content, the evaluation manuals have stressed the importance of examining the procedures

which have been adopted to ensure both equity and efficiency in the operation of an activity program, with particular emphasis on the features included in Section D of the outline. Unfortunately, the manuals do not contain objective criteria for evaluating those procedures.

Thus, the evaluation of safeguards concerning conflicting activities, membership and office-holding procedures, costs, and balanced participation must be largely in subjective terms. For example, until the 1963-1964 school year, the principal was not conscious of the need for special procedures to ensure that activities do not conflict for space or time. Seasonal priorities were well-understood, adequate publicity seemed to obviate conflicts of dates, the priorities set up in the basic timetable virtually eliminated clashes for the Auditorium-Gymnasium in Study-Activity periods, and the few situations that threatened to produce serious difficulties were settled by conferences between the principal and those in charge. During the winter term of that year, however, difficulties of scheduling four major activities (Student Council projects, the school paper, intramural sports, and rehearsals for a variety concert) revealed the need for some kind of control chart, and a temporary one was devised and maintained by the school secretary. By contrast, there appears to be no need for special safeguards with respect to costs, balanced participation, or membership and office-holding. Students have little to pay each year beyond the Student Fee ($1.00) and nominal charges for school dances, there has been no evidence of serious over-participation, and equality of opportunity is assumed to be the principle governing membership and office-

holding.[98]

It should be noted that, as most activities operate without formal minutes or records, and with frequent changes of sponsors in successive years, there has been no way to determine the extent to which theory and practice are in accord. Class elections, try-outs for teams, and the selection of pupils for club activities are particularly vulnerable situations for witting or unwitting discrimination.

As it would be obvious if they were not functioning reasonably well, both "promotion procedures" and "administrative arrangements and operating procedures" have built-in evaluative criteria; moreover, J.B. Mitchell's practice of having a nucleus of timetabled activity periods supplemented by regulated out-of-school allotments of time and space is in harmony with current practice in American schools.[99] Little more can be done to appraise those features by the self-evaluation method.

It is possible to be more objective in evaluating the physical and material provisions for the co-curricular program, as the manuals have provided minimum standards for them.[100] Reference has already been made in Chapter V (especially page 222) to the need for more adequate space provisions for this program. While the original facilities were

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[98]The Regulations Governing JBM School Elections, already referred to in footnote 92, outline the specific qualifications for pupils who are nominated for President or Vice-President of the Student Council. These are the only offices that have formal membership requirements.

[99]Vide p. 106.

[100]Cf. Junior High School Evaluative Criteria (Utah), pp. 458-61, and Evaluative Criteria for Junior High Schools (1963), pp. 200 ff. The former is the more comprehensive manual for this aspect of Co-curriculum.

fairly good for sports and related aspects, and the new large-group rooms have made possible the expansion of other activities needing more space for their meetings, there are still no special areas for the efficient operation of student organizations or student publications--activities which require the kind of continuity which cannot be provided by shared accommodations. Similarly, to ensure optimum benefits from those aspects of the co-curricular program which can be largely student-managed, a well-equipped junior high school should have separate typewriters, desks, duplicating facilities, and other materials for a good office routine.[101] At J.B. Mitchell School, typing and duplicating for student activities are handled largely by the regular clerical staff, and students work on the school paper and other cooperative ventures in "free" classrooms. Thus, both the physical and material provisions for the co-curricular program are inadequate by American standards. Whether the existing facilities are being used as effectively and imaginatively as possible, another feature to be examined, is a question that cannot be answered by one as directly involved in the operation of the program as the present investigator.

Finally, brief reference should be made in this evaluation to the procedures for continuously evaluating the co-curricular program. To date, no special machinery has been set up for this purpose. The principal has done his own informal evaluation year by year, and has encouraged critical discussions of the program at staff meetings. Similarly, while no attempt has been made to provide for continuous evaluation of students' individual activity programs, these too have

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[101] Junior High School Evaluative Criteria (Utah), p. 460.

periodically been scrutinized by the principal, by counsellors, and by homeroom teachers, as special needs were evident. Until this project got underway during the 1961-1962 school year, however, J.B. Mitchell School had not progressed to the stage that it regarded continuous evaluation of its co-curricular program as a necessary procedure.

Both of the manuals published by the National Study of Secondary School Evaluation recommend that the evaluation of the co-curricular program be concluded with a synopsis of strengths and weaknesses, along the lines suggested in Section D 6 of the critical features; and they assume that this will be a subjective appraisal. In brief, then, this sub-area may be evaluated as follows:

1. Best Elements or Characteristics
   a) The provision of a co-curricular program which includes all types of activities that are considered critical for junior high schools.
   b) Provision in the school timetable for special activity periods to enable the co-curricular program to be carried on without conflict with the regular instructional program.
   c) The employment of democratic procedures for staff and student participation.
   d) The involvement of almost the entire student body in the intramural sports program.

2. Least Satisfactory Elements or Characteristics[102]
   a) The lack of special student activity rooms with equipment independent of the office unit.
   b) The lack of machinery for continuous evaluation of the program--especially for scrutiny of students' individual activity schedules.
   c) The few opportunities for pupils to gain experience in the financial aspects of the co-curricular program.
   d) The relatively few student assemblies held during the school year.
   e) The lack of data on homeroom activities.

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[102]Items (d) and (e) are further discussed in the final sub-area, The Activity Program.

3. Improvements Recently Effected
   a) Greater staff participation in the planning and evaluation of the program.
   b) Staff-student planning during 1963-1964 to promote morale-building activities (as outlined in the Action Program for this sub-area).
   c) The new machinery set up in 1963-1964 to provide better co-ordination of clubs and other special-interest activities, and the expansion of the Grade VII club program during the same year (as outlined in the Action Program).
   d) The expansion of the awards program (as outlined in the Action Program).

4. Improvements Planned
   a) Anticipated overall improvement in the co-curricular program as a follow-up to this evaluation project.

5. Research Planned or In Progress
   a) No specific research projects, pending the establishment of a system of priorities for action.

Action program. Staff meetings overlapping two school years showed that the 1962 survey had stimulated greater staff interest in the co-curricular program. As a direct result of this interest and concern, action steps to ensure the retention of good features, and to improve those tentatively evaluated as inadequate, were taken at a series of meetings from June to October, 1963, as follows:

1. It was agreed that the school would not change its policy of restricting school dances to pupils of the grade or grades involved, and that the pupils of J.B. Mitchell would be required to provide all of their own music (through records) and entertainment for their dances.

2. In response to a request from the Student Council for permission to organize a squad of costumed cheer leaders "to improve school spirit," the staff appointed a special committee to review the matter. On the committee's recommendation, the staff decided not to concur in the Council's request, but suggested an alternative; namely, the organization of "pep teams" for special occasions. (One such "pep team" took an active part at a special student assembly preceding the annual speedskating races in February, 1964.)

3. Early in the 1963-1964 school year the staff considered several student suggestions for improving school elections. While not concurring in the idea of two elections per year, they did adopt a change whereby candidates for President and Vice-President of the Student Council would run as a "team", instead of being the winner and runner-up respectively; and this variation was used for the first time in the elections of October, 1963.

4. Approval was given for a School Spirit Week, and a three-day program, worked out by a staff-student committee, was tried in February, 1964. Despite some unfavorable reactions, the staff felt that the idea was basically sound, and agreed to permit the Student Council to plan another program of this kind for 1964-1965--provided greater attention was given to the selection of activities with optimum educational value.

5. As a result of staff suggestions that co-curricular activities should be better co-ordinated, each of the three Student Council advisers was given charge of the activity program for one grade, with the principal retaining direct responsibility for co-ordinating activities affecting two or more grades.

6. In response to staff suggestions that there should be a more varied club program for Grade VII's, the principal made provision in the 1963-1964 school timetable for a Science Club, two Glee Clubs, a Current Affairs Club, and a Chess Club, in addition to programs of intramural sports for both girls and boys. When a survey of pupil interests was taken during the fall term, there were so many applicants for the Chess Club, and so few for the Current Affairs Club, that the latter was abandoned, and two Chess Clubs were organized--one being exclusively for beginners.

7. In response to a direct criticism of pupil participation in the school paper, already reported, an attempt was made by its staff adviser to augment both the working staff and the contributors, with the result that the former increased from approximately 35 in 1961-1962 to approximately 60 in 1963-1964--exact tallies being difficult to obtain because of some overlapping of jobs. No comparative record has been kept of the number of contributors.

It will be evident from this summary of initial action steps that the primary concern of the staff, following its study of data provided by the 1962 survey, was better use of the morale-building potential of the co-curriculum, rather than alteration of the program itself. At the same time, it has tried to maintain standards appropriate to a junior high school, and to resist the constant pressure from pupils to

copy the senior high schools. To date, the staff has not had access to the fuller evaluation of Co-curriculum presented in this report.

As viewed by the investigator, the following additional action steps are implicit in this evaluation:

1. The appointment of a special staff committee to outline the objectives of the co-curricular program and its various components.

2. Research to determine the effectiveness of the program in meeting student needs; probably to include another survey of pupil participation similar to that taken in 1962.

3. Conversion of the present individual record card for sports participation to include all activities--a first step towards a better evaluation of students' individual activity programs; and the setting up of machinery to enable a continuous record to be kept of each pupil's participation in the co-curricular program.

4. The development of a master control chart for the co-curricular program as a safeguard against conflicts of activities--especially important in view of the difficulties of operating all student activities on the six-day cycle.

5. An invitation to the staff to submit suggestions for the more effective and more imaginative use of existing physical and material facilities for the co-curricular program, and for practical additions or alterations to them.

6. A review of the present procedures for record-keeping and control of finances with a view to ensuring optimum educational benefits to pupils from these two aspects of the co-curricular program.

7. The appointment of a staff committee to develop a plan for continuous evaluation of the co-curricular program.

The Activity Program

The report on Organization and Management has given an overall presentation of the co-curricular program at J.B. Mitchell School during the period of this investigation, with particular emphasis on the implications of a survey conducted in June, 1962. At the risk of some duplication of detail, this chapter concludes with a brief evaluation of five

groups of co-curricular programs, using as criteria both current thinking (summarized in Chapter III) and the objectives and special functions stressed in the representative manuals (as outlined in Appendix A).

Critical features.[103]

A. Student Government
   1. Objectives and special functions
      a) Machinery for student representation (coordination and clearing)
      b) Training ground for democracy (procedures, leadership)
      c) Service organization for the school (orientation of new pupils, interpretation of policies, promotion of activities, assistance)

   2. Program and procedures
      a) The constitution (elections, terms, composition, functions and powers)
      b) Provisions for meetings
      c) Sponsors for student government activities (selection, duties)
      d) Established lines of communication
      e) Special activities (such as classes in parliamentary procedure)
   3. Evaluation
      a) Adequacy of provisions for students' share in school operation
      b) Success in building student responsibility and morale
      c) Appraisal as practical democracy

B. Homerooms and Assemblies
   1. Objectives and special functions
      a) The homeroom
         (1) Unit for local administration
         (2) Extension of educational activities--both remedial and enriched
         (3) Unit for local student government
         (4) Promotion of human relations (teacher-pupil, pupil-pupil, groups of different sizes)

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[103] The comprehensive manuals tend to provide separate checklists or outlines for Music, Drama, Speech, Recreational, Social, and Service Activities. To fit the more limited type of co-curricular program found in Manitoba schools, this report treats Service and Recreational-Social Activities as correlative to Student Government, while Music, Drama, and Speech are grouped with Clubs as Special-Interest Activities.

b) Assemblies
(1) Larger administrative unit (interpretation and recognition)
(2) Selected student activities (debates, special programs, rallies)
(3) Overlapping activities (educational and recreational)
(4) Instruction in audience attitudes and habits

2. Program and procedures
a) The homeroom
(1) Extent of assistance given to homeroom teachers (guide book, physical and material provisions for homeroom activities)
(2) Pupil participation in homeroom activities (homeroom council, assistance with homeroom programs)
b) Assemblies
(1) Types of programs
(2) Procedures for planning and coordination
(a) Role of faculty-student committees
(b) Checklist for assembly programs (needs served, values sought, hints on planning, hints on operation)
(3) Public relations with other schools and with the community

3. Evaluation
a) The homeroom
(1) General evaluation in terms of objectives
b) Assemblies
(1) General evaluation in terms of objectives
(2) Evaluation of one or more specific assembly programs

C. Student Publications
1. Objectives and special functions
a) Integration of curriculum and co-curriculum
b) Development of pupil responsibility (relative to both content and production)
c) Coordination and recording of student activities
d) Opportunities for self-expression and creative talent
e) Promotion of public relations (school and community, other schools)
f) Promotion of school spirit

2. Program and procedures
a) Types of publications (handbook, school paper, others)
b) Organization and management
(1) Role of faculty members
(2) Machinery for student participation (selection, promotion, arrangements for "working time")
(3) Physical and material facilities (space, writing and duplicating facilities, other equipment or materials)
(4) Circulation
c) Financing of student publications

3. Evaluation
a) Number and frequency

b) Quality (content and production)
c) Adequacy of procedures
d) Evaluation of specific publications or issues (such as successive issues of the school paper)

D. Clubs and Other Special-Interest Activities
1. Objectives and special functions
a) All-round development
b) Exploration (aptitudes and interests)
c) Socialization (implementation of a primary function)
d) Training in use of leisure time
e) Training in special skills (music, speech, drama)
f) Public relations with the community
2. Program and procedures
a) Inventory of activities
b) Organization and management of this group of activities
(1) Bases for program selection (school policies, faculty preferences, student preferences) and program elimination
(2) Management routines
(3) Procedures for student participation (eligibility, publicity, grading of activities)
(4) Selection of sponsors and student leaders
(5) Physical and material provisions
(6) Financing
3. Evaluation
a) Adequacy of number and variety of activities
b) Appraisal of student participation relative to population
c) Adequacy of procedures
d) Adequacy of physical and material provisions
e) Procedures for eliminating ineffective activities

E. Co-curricular Physical Activities
1. Objectives and special functions
a) Complementing curricular physical activities
b) Helping to meet the physical needs of early adolescents
c) Promoting the physical welfare of all students
d) Developing sportsmanship
e) Maintaining proper balance of intramural and interscholastic activities
2. Program and procedures
a) Inventory of co-curricular physical activities (individual and group, local and interscholastic)
b) Organization and management
(N.B. Detailed outline similar to Clubs.)
c) Financing
d) Special safeguards
(1) Prevention and treatment of injuries (safety instruction, special equipment, first aid, accident insurance)
(2) Liaison with parents (information, permission)

(3) Spectator control (at home, and at "away" games)

3. Evaluation
   a) Adequacy of number and variety of activities
   b) Appraisal of student participation (total, individual programs, share in organization and management)
   c) Appraisal of staff participation (leadership, coaching, equalization of load)
   d) Adequacy of procedures
   e) Adequacy of physical and material provisions

Inventory. As the previous sub-area has dealt with the general organization and management of the full co-curricular program, including facilities and financing, many of the critical features which logically must be considered in the evaluation of particular groups of activities have already been examined. To avoid unnecessary duplication, therefore, this inventory concentrates on the programs as such, on the respective roles of staff and students in their operation, and on the opportunities which these groups of activities afford for the fulfilment of both general and special co-curricular functions.

At J.B. Mitchell School, the concept of student government is implemented through the Student Council and its committees, and through related activities in homerooms and assemblies. The Council proper consists of a president and vice-president elected by the student body as a whole (normally in October), a secretary-treasurer elected by the Council from its own members, and approximately thirty-five other members: the presidents and vice-presidents of the Grade VIII and IX classes plus the presidents only of the Grade VII's. It operates without a formal constitution (except for the regulations governing school elections); however, some consistency in terms of reference is provided by continuity of staff advisers.

The full Student Council normally meets eight or nine times during the school year, with the table officers and staff advisers functioning in the interims as an executive committee.[104] Through these meetings, and with the aid of its special committees, the Council carries out the following duties: (1) planning for school social activities--in particular the periodic "coke dances", the annual grade parties, and a "graduation" dance in May; (2) planning for special assemblies; (3) planning for School Spirit Week; (4) miscellaneous duties (such as the holding of referendums concerning school pictures or school rings); (5) discussion of ideas originating in class councils, and the preparation of recommendations for staff consideration.

Working as they must with early adolescents, who have little "business" experience, the staff advisers to the Student Council are in fact, if not in name, the chairmen of most student committees. These advisers, as already noted on page 318, are nominated by the principal from the pool of teachers who have volunteered for such duties. In addition to acting as resource persons for student committees, which is probably their heaviest single responsibility, the staff advisers assist the student officers to plan and conduct meetings, interpret school policy, provide liaison with the principal and teachers, and give some training in democratic procedure to all members of the Council.[105]

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[104] The minutes of the Student Council proceedings for the period of this investigation show that seven formal meetings were held in 1961-1962, nine in 1962-1963, and eight in 1963-1964.

[105] This training is implemented through the various meetings of the Council and its committees. To date, the school has not offered special classes in parliamentary procedure.

Reference has already been made to some of the administrative functions served by homerooms and assemblies at J.B. Mitchell School, and to their general relationship to the overall co-curricular program.[106] In addition, both help the principal and staff to implement the objectives and special functions of student government.

The homerooms, for instance, provide some training in democratic procedure at a "grass roots" level, offer scope for leadership development, and are manageable units for the maintenance of good morale.[107] They are also the medium through which pupils are kept informed of current co-curricular plans and programs. To assist the teacher to make his homeroom an efficient and effective local unit, the timetable at J.B. Mitchell School provides daily contact with the homeroom class (in the short administrative periods from 9:00 - 9:08 a.m. and from 1:20 - 1:26 p.m.), schedules the homeroom teacher for at least one subject with the class he registers, and (as far as possible) allows him to supervise its regular Study and Study-Activity periods. Moreover, the Handbook (especially pages 1, 4, 7, and 8) serves as a temporary guide book for this purpose. Homeroom programs, as such, are left to the individual teacher to plan and implement.

Of the six assembly programs listed in footnote 93, only one

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[106] Vide Chap. VI, footnotes 9, 50, and 93; also pp. 268, 344.

[107] If classes are operated according to the principles outlined in the Teachers' Administrative Handbook (p. 7), each elected president has the following explicit or implicit duties: (1) to represent the class on the Student Council, (2) to conduct periodic homeroom meetings, (3) to deputize (administratively) for the teacher in his absence, (4) to represent the class at special school functions, and (5) to help maintain a high level of class morale.

(speeches for school elections) can be described as exclusively co-curricular, but all of the others are intended to help integrate the instructional and activity programs. As most assemblies are planned by the Student Council, this type of activity is an important correlative medium for the implementation of the three special functions of student government. To assist these faculty-student committees, the school has not yet made available the kind of checklist or guide book recommended in the manuals, but it does keep on file copies of all assembly programs plus any "post-mortem" suggestions for their improvement.

Student publications at J.B. Mitchell have to date been confined to a single type, the JBM Journal--a school paper or magazine normally issued three times a year. Unlike assemblies and homeroom programs, this activity operates independently of the Student Council, although the latter is free to make recommendations for improving both content and procedure. Two teachers have overall responsibility for this enterprise, with the junior adviser having the minor role of reviewing copy to ensure that it complies with school policy. The staff of the school paper, which in 1963-1964 comprised approximately ten per cent of the entire student body, consists of about two-thirds volunteer workers and one-third elected class representatives, some of whom are contributors as well.[108] These students are organized into three editorial groups (each under a senior editor), a large reporting staff, and a small

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[108] Organization charts for the period of this investigation show that there were thirty-five on the working staff in 1961-1962, fifty-three in 1962-1963, and sixty-three in the following year. Table VII (p. 324) gives the number of contributors for the first year only.

group of production assistants. To promote efficiency, and at the same time provide pupils with an understanding of magazine production, the senior adviser has each year had printed and distributed to all workers an organization chart and set of operating instructions. Despite the lack of suitable working space, well-organized staffs have been able to prepare carefully-edited issues of the JBM Journal ranging from twenty-five to forty or more pages in length, and to have the school paper circulated free of charge to the entire student body.[109]

Table VII (page 324) indicates that five types of clubs and other special-interest activities were operated during 1961-1962, with activities related to Music and Art having several outlets each. This has been the typical special-interest program at J.B. Mitchell School, with adjustments year by year to fit felt needs at that time.[110] As no figures have been kept of pupil participation, it is not known to what extent these activity programs cater to all who would like to become members.

By their very nature, clubs reflect the interests of both sponsors and participants; moreover, insofar as provision for them has been made in school timetables, the principal's judgment of their respective contributions to the fulfilment of the primary functions of the junior high school has been another basis for selection. Thus, because of the numbers who can participate in glee clubs, science clubs, and chess

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[109] As already indicated (p. 320), the cost of this activity is borne by the School Fund. The actual duplication of the Journal is done by the school clerks, but all other duties, including the assembling and stapling of pages, is handled by the pupils themselves, working mainly in noon-hours.

[110] Vide p. 339 for a note on improvements effected for 1963-1964.

clubs, the volunteer sponsors for such activities have usually been timetabled free of other duties in appropriate Study-Activity periods, along with the school librarian and the two Physical Education teachers.

Reference has already been made on page 316 to the procedures for student participation. To recapitulate, students are normally advised of opportunities through the twice-weekly JBM Bulletin, and are invited to apply in person or on a prescribed form. Sometimes, especially for activities which are correlative to specific subjects, publicity is handled through the regular classes. As the facilities seldom permit participation by all who apply, criteria for selection have to be used, and these inevitably vary with the nature of the activity. For example, science clubs usually limit membership to those with a minimum standing in the regular Science program; art activities, to pupils who have shown both interest and talent; glee clubs, to those who guarantee to attend all practices. By contrast, the noon-hour Chess Club has to date been open to all interested players.

To supplement the facts already presented in Table VIII and its interpretive graphs, pages 329-30, it should be noted that the program of co-curricular physical activities has not varied much during the period of this investigation. Athletics and related activities tend to be seasonal, as follows:[111]

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[111] Those sports marked with an asterisk normally have both intramural and inter-school schedules. American Ball, a regular girls' activity is one type of modified basketball.

	Fall	Winter	Spring
GIRLS	*Volleyball *Cross Country Track and Field[112]	Gymnastics Basketball (modified) *Indoor Track *Speedskating	*Softball Track and Field (spring training)
BOYS	*Soccer Flag Football *Cross Country Track and Field	*Volleyball *Basketball Gymnastics *Indoor Track *Speedskating	*Softball Soccer (spring training) Track and Field (spring training)

The program is flexible, however, and sports activities--especially those requiring indoor space--have to be fitted in when the facilities are available.

The provisions for staff and pupil participation are similar to those for the special-interest activities, except that all of the intramural sports and most of the inter-school sports are coached and supervised by the Physical Education teachers--although this situation varies from year to year according to the availability of staff who have experience in this field. There is another difference, too, in that co-curricular physical activities tend to require more special equipment than clubs, and also demand special safeguards. While pupils provide their own basic costumes for physical activities, the school supplies both the special uniforms and the standard protective gear required for some sports--the uniforms being used mainly for interschool competitions. Other "special safeguards" (Section E 2 of the outline of critical features) are limited to first aid (by the Physical Education teachers,

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[112]Since September, 1963, this has been a fall activity at J.B. Mitchell, culminating in the annual Field Day on or about October 1.

the school nurse, or the office staff, including the principal), staff supervision of competitive activities, and group accident insurance (provided at a nominal cost by the School Division). To date, there does not seem to have been a need for special liaison with parents in this regard--a feature suggested in the manuals--as J.B. Mitchell pupils do not participate in the more violent contact sports, such as rugby football.

This in brief, is the activity program at J.B. Mitchell School.

Evaluation. In the absence of formulated objectives for the co-curricular program, the logical criteria to be used for evaluating these five groups of activities are the ideals stressed by the experts--in particular the "objectives and special functions" of the evaluation manuals.

It is evident from the inventory that all three objectives for student government are met to some degree at J.B. Mitchell School. To begin with, the procedures for electing and operating the Student Council provide some "opportunity for all students to participate in a representative form of government"; however, further research is necessary to determine the effectiveness or adequacy of the provisions for students to share in school operation.[113] Secondly, although authorities are not in agreement on the connotation of student government at this level, there is little doubt that a student council meeting eight or nine times a year cannot effectively "serve as a laboratory in which all students

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[113] Evaluative Criteria for Junior High Schools (1963), p. 201. This is the first item of a sixteen-point checklist on Student Government.

participate in the operation of the activity program of the school."[114] The present program at J.B. Mitchell, which provides some training in democratic procedures, needs to be expanded through more regular and frequent meetings of the Student Council, and through a correlative improvement in the operation of homeroom councils, to ensure that all participants get sufficient opportunity to consolidate democratic skills and understandings. Finally, although the Student Council does assist in the operation of full-school assemblies, and although it performs a useful service by planning and promoting various aspects of the co-curricular program, it has not to date fulfilled a comprehensive service function for the school. Much more could be done through this medium to help the orientation of new students and to ensure a better understanding by students of school policies.

For neither facet of student government in the broad sense should the Student Council have to accept full responsibility, however, as homerooms and assemblies are likewise instruments for students' understanding of and participation in the operation of the school.

It is evident from the inventory for Section B that the organization of classes at J.B. Mitchell on a homeroom basis, with each homeroom teacher having administrative, instructional, and (informal) guidance responsibilities for the class he registers, does provide the machinery to implement all four of the special functions listed in the outline. However, as no survey has yet been made of specific homeroom programs and practices, it was not possible in this investigation to determine

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[114] Vide p. 105.

the effectiveness with which each function has been fulfilled.

Similarly, the assemblies at J.B. Mitchell School appear to serve the four special functions indicated; but here, too, a thorough evaluation of this feature must be left to the action program. Tentatively, the investigator concluded that the school has too few regular assemblies to serve adequately the recognized functions of this type of activity--particularly assemblies planned as student activities, with objectives and programs initiated and carried out by the Student Council. It should be kept in mind, however, that J.B. Mitchell School does not have adequate physical facilities for full assemblies, in that the Auditorium-Gymnasium is primarily a classroom for Physical Education, with poor visual and acoustical properties; moreover, that classes in that subject have to be interrupted each time an assembly is held. Thus, the principal's reluctance to interfere further with this phase of the instructional program has acted as a deterrent to the planning of more frequent assembly programs.

Student publications at J.B. Mitchell appear to be fulfilling the six special functions identified by the representative manuals, but in varying degrees. By encouraging contributions to a wide range of interests (with special sections on Literary, Interviews, School News, Class Notes, Music, Science, Sports, Special Events, Letters to the Editor, and others), the school paper helps to implement functions (c), (d), (e), and (f).[115] As its editors and advisers constantly strive for

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[115] "Others" might include write-ups on Grade IX pupils in a farewell issue, or humor and other novelty items, but not gossip or similar chatter.

good English throughout, and for careful editing (including proofreading) and attractive layouts, the Journal helps to integrate curricular and co-curricular learnings, and to develop pupil responsibility.

Here, as with other co-curricular activities, it has been impossible to measure the degree of success except in subjective terms. To the investigator, the school paper at J.B. Mitchell should have an "A" rating for organization and pupil participation--two features which reflect special credit on its staff advisers. It is an open question, however, whether there should be more or fewer issues each year, whether each one should be longer or shorter, or whether the various sections are in proper balance--matters to be reviewed in the action program in the light of a locally-prepared statement of philosophy and objectives.

While the school paper has been considered by the principal and staff of J.B. Mitchell School to be the best type of student publication for an institution of its size, this judgment does not rule out the possibility that a student handbook might make an additional contribution to the integration, coordination, and promotion functions of this aspect of the co-curriculum.

Clubs and other special-interest activities, operated at one time mainly as obligatory end-of-the-day clubs to help junior high schools implement the exploration, differentiation, and socialization functions, are in many of today's schools voluntary activities "organized whenever there is a sufficient student interest or need."[116] Unfortunately, neither current literature nor the evaluation manuals have provided the means of

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[116] Evaluative Criteria for Junior High Schools (1963), p. 210.

defining "sufficient need".[117] As it is doubtful if a junior high school can implement its primary functions--especially differentiation and socialization--without a well-developed program of special-interest activities, the lack of common agreement on criteria is no justification for postponing decisions concerning probable needs for improvement. Thus, the following tentative appraisals seem to be implicit in the facts so far presented.[118] On the credit side, the report of the previous subarea has shown that special-interest activities at J.B. Mitchell School do reflect student interests, are open (at least in theory) to all who meet the entrance qualifications, operate at virtually no expense to pupils, cater to different levels of maturity (in that there are separate activities for the three grades as well as some open to the whole school), have adequate facilities for publicity, promote doing rather than listening, and (in most instances) are tied closely enough to the regular program of studies to provide some enrichment for it. On the debit side, it is doubtful if there is sufficient breadth and depth to the special-interest program to satisfy all worthy pupil interests, to provide opportunities for all who would enjoy a club activity, or to help pupils develop hobbies that can be continued out of school both before and after they leave J.B. Mitchell--all specific objectives implied by the outline of critical features. Not enough is known, moreover, about the

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[117] Vide Gertrude Noar, The Junior High School--Today and Tomorrow (second edition; New York: Prentice-Hall, Inc., 1961), pp. 11-16, for a discussion of changing concepts of this aspect of the co-curriculum--an account that clearly reveals the confusion of criteria for judging a club program.

[118] Vide especially pp. 315-16, 319-20, 322, 332, 337, 339-40.

contribution of the club program to the development of each pupil--the fundamental criterion of its success in meeting the needs of early adolescents.

Similar uncertainties exist with respect to co-curricular physical activities. The program at J.B. Mitchell is assumed to be implementing all five of the special functions, but here too the investigator has not found the means to determine the adequacy of the program to fulfil the three developmental functions, (b), (c), and (d); nor has he been able to evaluate objectively student participation in its activities. When it considered the 1962 survey, the staff suggested that more opportunities were needed for girls, but otherwise seemed to feel that J.B. Mitchell School had an adequate sports program for a school in the Winnipeg setting. To obtain a more objective appraisal, the investigator would have to clarify the special objectives for co-curricular activities at J.B. Mitchell, take an up-to-date inventory of both provisions and participation, and apply to that inventory an appropriate evaluation technique.[119]

The current trend which favors a drastic reduction, if not the complete elimination, of interscholastic athletics at the junior high school level has been discussed at J.B. Mitchell School, without firm decisions being reached. Further consideration should be given to the opinion of Koos and others that the full benefits of a co-curricular physical program can be attained only through extensive intramural

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[119]The rating technique developed for the evaluation manuals published by the National Study, and the checklists on pp. 208-9 of the 1963 edition, could probably be adapted for this purpose.

offerings--especially in view of the limited physical facilities of the school, and the small percentage of unassigned time available for such activities.[120]

Finally, while the adequacy of safety instruction at the school is an unknown factor, there being no formal safety program, the special safeguards for physical activities would seem to be satisfactory from a practical point of view. Any significant improvement in the prevention and treatment of injuries would require the appointment of a full-time school nurse--action not possible without the concurrence of the Winnipeg School Division and the Winnipeg Public Health Department. In view of the current allotment of only three-tenths of a nurse's time to J.B. Mitchell School, such an improvement is not likely to be effected in the near future.

Action program. To supplement the general action steps already outlined on pages 338-40 for the overall co-curricular program, several specific implications of the evaluation of this area should be considered, as follows:

1. Staff discussion of ways to make the Student Council a more effective "laboratory" for democracy, with particular attention to (a) the advantages and disadvantages of more frequent regular meetings, and (b) the advisability of holding special classes in parliamentary procedure for all student officers.

2. Staff and student discussion of the Student Council as a service organization for the school.

3. Staff discussion of current thinking about homerooms and assemblies as avenues for the implementation of junior high school functions.

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[120] Vide pp. 105-6.

4. A survey of current practices concerning student government at the homeroom level, with particular attention to class elections, class meetings, and pupil-teacher planning of homeroom activities. (It is anticipated that this step, together with number 3, would probably lead to the preparation of a comprehensive guide book for homeroom teachers to replace the present suggestions in the Teachers' Administrative Handbook.

5. A staff-student evaluation of several specific school assemblies with a view to the improvement of school routines for this type of activity.

6. A staff-student evaluation of two or more successive issues of the JBM Journal to initiate improvements in both content and procedure.

7. The appointment of a special staff committee to consider the desirability and practicability of producing a student handbook as an additional co-curricular activity.

8. Staff discussion of the practical implications of the trend in current thinking to lesson the distinction between classroom activities and extra-class activities.[121]

9. An expansion of the second action step on page 340 to include (a) special surveys of pupil participation in co-curricular special-interest and physical activities, and (b) a sampling of individual activity programs at each grade level.

10. The appointment of a special staff committee to investigate (a) the relative opportunities in the co-curricular physical program for girls and boys, and (b) the relative demands on space facilities and staff time made by intramural and inter-school sports.

11. A further evaluation, using the rating techniques of one of the comprehensive manuals, of the two groups of regular co-curricular activities which the 1962 survey showed to involve the largest numbers of pupils; namely, special-interest activities and physical activities.

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[121] Vide p. 107.

CHAPTER VII

CONCLUSIONS

The findings presented in this report, chapter by chapter, must now be condensed to provide answers to the two questions which launched this investigation:

1. What means are available to assist the principal of a modern junior high school in carrying out his responsibility for guiding its continued development?

2. Which provisions or conditions for the education of pupils at the J.B. Mitchell School are in need of improvement, and what priorities should be assigned to measures designed to remedy evident weaknesses?

Following these two summations, the final division of Chapter VII offers the writer's personal appraisal of the success of the project relative to expected outcomes.

I. EVALUATING THE MODERN JUNIOR HIGH SCHOOL

In general terms, it is now clear that the principles and procedures which have been developed for total-school evaluation at the secondary level (Chapter II), together with the available criteria for judging junior high school programs and methods (Chapter III), collectively provide the means to help the principal of a modern junior high school discharge his responsibility for guiding its continued development. More specificially, this study provided the following essential elements for the preparation of a self-evaluation instrument adaptable to junior high schools in the Manitoba setting:

1. A plan for evaluating a school in terms of commonly-accepted general areas and sub-areas, together with an outline of

critical features applicable to junior high schools--both derived from a comparative study of a group of representative evaluation manuals.

2. A set of criteria (albeit incomplete) for evaluating these features--deduced partly from the implications of the representative manuals, and partly from the abiding aims, functions, and characteristics of the junior high school as reflected in the literature on that institution.

3. Two practical procedures for implementing self-evaluation programs: the checklist-evaluation method and the synoptic-outline method--both derived from the manuals.

4. A modification of the synoptic-outline method for carrying out an initial total-school evaluation--adapted from the three-phase approach to sub-area evaluation developed by W. G. Anderson.

This study has shown, moreover, that even a comprehensive and up-to-date manual prepared specifically for the evaluation of junior high schools, such as the National Study's 1963 revision of Evaluative Criteria, is not by itself a sufficient means to help the principal guide the progress of his school. He must also be equipped with understanding of the unique role of the junior high school in the development of North American public education, and must be prepared to use current thinking about junior high aims and functions as criteria for continuous evaluation of the critical features.

II. TENTATIVE EVALUATION--J.B. MITCHELL JUNIOR HIGH SCHOOL

"The complete evaluation of a junior high school...requires the services of a visiting committee."[1] Lacking this check on his own

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[1] Evaluative Criteria for Junior High Schools (Washington, D.C.: National Study of Secondary School Evaluation, 1963), p. 8. Cf. W.G. Anderson, An Instrument for the Self-Evaluation of Junior High Schools (Urbana, Illinois: Wendell Gaylord Anderson, 1959), Introduction, pp. 4-5. (Mimeographed.)

evaluations, the investigator has not attempted to provide an overall assessment of the strengths and weaknesses of J.B. Mitchell as a junior high school, although there is probably sufficient material in Chapters V and VI for a general evaluation to be made by a competent supervisory group. Instead, question two has been answered in specific terms; and this tentative evaluation of the J.B. Mitchell School is simply a summary of the nineteen sub-area evaluations (with an unavoidable emphasis on what is unsatisfactory), to which is appended some recommendations for priorities in the expected action program.

Provisions or Conditions in Need of Improvement

"Need of improvement" having been defined as "deficiencies relative to purpose," the emphasis in the evaluation sections of this report has been on provisions or conditions which are less than adequate to enable the J.B. Mitchell School to fulfil its complete role as a junior high school.[2] While each of the situations needing improvement can be fully understood only in the context of the relevant sub-area report, the following tabulated summary gives some indication of both the types of inadequacies which were found and the relative weaknesses of different aspects of the total school situation.

First General Area--Philosophy and Objectives

Sub-area--The Provincial System

1. No comprehensive statement of philosophy and objectives for the guidance of Manitoba schools.
2. An incomplete outline and exposition of junior high aims, functions, and organizational features in the provincial program guides.

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[2] *Vide*, p. 5.

3. A serious conflict of theory and practice caused by the provincial prescriptions and examinations for junior high schools.

Sub-area--The Local School Division, Winnipeg No. 1

1. No comprehensive interpretation of aims and objectives applicable to Winnipeg junior high schools (as recommended by the Reavis Report).

Sub-area--The Local School, J.B. Mitchell

1. No local formulation of philosophy and objectives to serve as a frame of reference for continuous evaluation of the school's program and operation.
2. A reasonable doubt that teachers at J.B. Mitchell School consistently perform their daily teaching duties with reference to specific objectives.

Second General Area--Pupil Population and School Community

Sub-area--Pupil Population

1. Insufficient attention in school organization to direct ways of meeting the needs of early adolescents, such as those recommended in the Texas and Utah manuals.
2. Uncertainty about teachers' day-to-day application of the principles of adolescent psychology in handling pupil problems.
3. Incomplete information relative to school organization and pupil placement at the time classes have to be set up for a new school year--a deficiency caused in part by inadequate inter-school transfer arrangements.
4. Some evidence that data concerning pupils should be better organized to facilitate judgments by teachers and counsellors relative to achievement and behavior.
5. Inadequate articulation routines between J.B. Mitchell and related elementary schools and senior high schools.

Sub-area--The Community

1. Insufficient data about the community: in particular, about its resources, the occupational and educational status of parents, the community's attitude towards the school, and its needs for information about the school.
2. Incomplete data concerning the special educational needs of pupils whose parents are in the armed services.
3. Insufficient attention to the possibilities for curriculum enrichment through (a) the utilization of informal educational influences, and (b) the use of services provided by lay groups in the community.

Third General Area--Staff

Sub-area--Administrative Staff

1. No formal preparation of principals for their administrative and supervisory duties.
2. A disproportionate (relative to School Board policy) percentage of the principal's time devoted to non-supervisory duties.

Sub-area--Instructional Staff

1. A reasonable doubt that suitability for junior high school work (in terms of understanding of early adolescents and orientation to the junior high philosophy) has been a factor in the selection of teachers for J.B. Mitchell School.
2. Evidence that in 1961-1962 half of the teachers of J.B. Mitchell School had a bare minimum of experience for junior high school work, with no significant improvement during the next two years.

Sub-area--Other Staff

1. A probable need for more non-professional staff to relieve teachers of duties which are not basic to classroom instruction.
2. Inadequate allotment of staff for school health services.

Fourth General Area--Physical Facilities

Sub-area--Site and Grounds

1. Inadequate development and maintenance of school grounds, particularly with respect to drainage and all-weather surfacing.
2. No proper driveway for deliveries, and no parking facilities for cars.

Sub-area--Building Design

1. Inadequate facilities for deliveries and storage.
2. Faulty building design relative to efficient departmentalization--particularly the location of second-floor classrooms and gymnasium facilities, and the provision of staircases that are too narrow for easy two-way traffic.
3. Unsatisfactory distribution of pupil washrooms--especially for boys.
4. Inadequate soundproofing of partitions between classrooms, including the walls of the Auditorium-Gymnasium.
5. Inadequate space provisions (to ensure optimum benefits from flexible methods and operational efficiency) in the following areas: the Auditorium-Gymnasium, the Library, all classrooms, the office unit, and most storage areas.
6. No special facilities for student activities, such as a small auditorium and special offices or workrooms.
7. No lunchroom(s) for pupils who must remain at noon-hour because of distance from school or participation in co-curricular activities.

8. No special workrooms or marking rooms for staff.

Sub-area--Equipment and Services

1. Some restrictions on internal school organization resulting from the rigidity of the School Division's supply system--a situation that hampers the planning of "experimental" programs.
2. Some interruptions to the instructional program from maintenance and repair work done in school hours.
3. Evidence of a need for better-trained custodial staff and more efficient caretaking methods.
4. A few exceptions to the generally-satisfactory provisions for health and safety. (P. 229)
5. A few deficiencies in office equipment. (P. 229)
6. Inferior desk units and chalkboards in some classrooms.
7. Inadequate development of stage facilities in the Auditorium-Gymnasium.

Sub-area--Instructional Aids

1. Some doubt that requiring pupils to supply miscellaneous "tools" of learning (pens, notebooks, rulers) is good policy.
2. Variations in the quality and durability of textbooks supplied by the provincial Department of Education.
3. Inadequate reference facilities in classroom libraries, and probably in the School Library, for the varied instructional activities of the modern junior high school.
4. Some evidence of lack of teacher initiative with respect to the ordering of resource materials for libraries.
5. Time-wasting procedures for obtaining audio-visual supplies for classroom use.
6. Probably a few deficiencies in the supply of audio-visual equipment, although teacher demands have been met to date.

Fifth General Area--Program (General)

Sub-area--Content

1. A reasonable doubt that the program of studies for J.B. Mitchell School (which is the authorized program for the junior high grades in Manitoba) has been developed through valid curriculum research, and that current curriculum materials have been evaluated in terms of the junior high philosophy.
2. A reasonable doubt that most teachers at J.B. Mitchell School have thoroughly examined their own teaching responsibilities in terms of current thinking about junior high school programs; more particularly, that they have fully recognized the extent to which the classroom teacher determines the effectiveness of any curriculum.
3. To date, no systematic clarification at J.B. Mitchell of the responsibility of the school for non-intellectual educational outcomes. (Sections C, D, and E on pp. 241-42)

4. A lack of local study and research on content problems such as (1) the implementation of the integration function, (2) the extent to which Major Work classes actually receive enriched programs, and (3) the effectiveness of the instruction given in Guidance classes on career planning and course selection.

Sub-area--Curriculum Development Procedures

1. An over-centralization in Manitoba of authority for curriculum development and revision, making it difficult for the local school to operate programs designed to meet the special needs of early adolescents.
2. Over-emphasis in the authorized programs on preparation for the University Entrance Course in senior high school.

Sub-area--Organization and Administration

1. Uncertainty about the effectiveness of the organization and administration due to a lack of generally-accepted evaluative criteria.
2. Inadequate provisions in the school schedule for remedial instruction.
3. Some evidence that the average teacher load is too heavy for effective work with junior high pupils.
4. Probably over-departmentalization, especially for Grade VII's.
5. Less than adequate provisions for any of the primary functions of the junior high school--a general weakness that reflects specific deficiencies in each of the evaluation areas. (Pp. 287-88)

Sub-area--Instructional Activities

1. Some evidence that cooperative planning of instructional activities has not be utilized fully.
2. Some evidence that there are great variations among J.B. Mitchell's teachers in their understanding of basic teaching methods, and in their effective use of the methods and aids which they have adopted.
3. (a) Inadequate library time for independent reference work by pupils.
   (b) No opportunity for teachers to work with their own classes in a library situation.

Sub-area--Evaluation Procedures

1. Lack of regular procedures for continuous evaluation of the program and its operation.
2. Inadequate procedures for determining the needs of individual pupils for remedial instruction.
3. Reasonable doubt about (a) the validity of many of the percentage marks that form the bases for promotion procedures, and (b) the merits of Vacation School attendance for pupils promoted "On Trial".
4. Inadequate procedures for determining the readiness of pupils for advancement to the next level(s) of studies.

5. Probably not enough use of the subject-committee system to foster better standards of pupil achievement.
6. No systematic procedures for evaluating learning outcomes relative to "life situations".

Sixth General Area--Program (Special Areas)

(Not evaluated directly during this investigation.)

Seventh General Area--The Co-Curriculum

Sub-area--Organization and Management

1. Inadequate administrative arrangements to avoid conflicts of activities for time allotments and space provisions.
2. Records of pupil participation not adequate to provide evidence of over-participation and under-participation, or to permit appraisals of the success of the co-curricular program in meeting the needs of each girl and boy.
3. Inadequate physical and material provisions for the type of program needed to implement fully the exploration, differentiation, and socialization functions of the junior high school.
4. No systematic procedures for reviewing the effectiveness of co-curricular programs, and for eliminating those which are not fulfilling their objectives.
5. Very limited opportunities for pupils to gain experience in the financial aspects of the co-curricular program.
6. Inadequate planning of the total co-curricular program on a yearly basis.

Sub-area--The Activity Program

1. Reasonable doubt that the Student Council meets with sufficient regularity and frequency to serve its special functions relative to (a) student participation in the operation of the school, and (b) training in democratic ideals and procedures.
2. Insufficient use of the Student Council as a service organization for the school.
3. Inadequate procedures for promoting and evaluating homeroom programs and practices.
4. Too few assemblies planned as student activities.
5. No exploration of the contributions which might be made by a student handbook.
6. A reasonable doubt that the program of clubs and other special-interest activities at J.B. Mitchell School has sufficient breadth and depth to fulfil the special functions of this phase of the total program.
7. Similar uncertainties (to number 6) with respect to the program of co-curricular physical activities.

8. A probability that J.B. Mitchell School, in providing as much time as it does for inter-school sports, is out of harmony with current thinking about the best means to fulfil the special functions of co-curricular physical activities.

Eighth General Area--Student Services

(Not evaluated as an area; some aspects of Guidance, Library, and Health Services have been considered under Staff, Physical Facilities, and Program (General).)

Priorities for the Action Program

To indicate some of the ways in which these seventy-seven inadequate situations may be improved, the action sections of Chapters V and VI contain more than one hundred implications for a follow-up program. Some of these action steps, such as those to be recommended to higher authority, would involve relatively little work for the principal and staff of the school, and could therefore be implemented immediately; others, such as local research projects, would be more time-consuming, and would have to be implemented gradually; a few, such as the proposed five-stage study of the Manitoba junior high school curriculum, would probably be impractical unless some members of the staff could be given relief from their normal duties. In view of the complexity of the action program which this investigation has been designed to stimulate, what priorities should be assigned to these numerous recommendations for improvement?

It is self-evident that the highest priority must be assigned to action steps offering the most direct prospects for improving J.B. Mitchell as a special school for early adolescents; that is, to measures designed to help the principal and staff implement more fully the commonly-accepted junior high aims and functions. Thus, the first stage

in the follow-up program should embrace three interrelated tasks:

1. The preparation of a local formulation of philosophy and objectives--one which harmonizes as far as possible the basic philosophy of the junior high school, the prescriptions of the Manitoba Department of Education and the Winnipeg School Division, and the special needs of the pupils and community served by the school.
   (To complete this task the principal and staff would have to prepare in advance a synopsis of essential elements from all three sources.)

2. A study of typical administrative procedures and classroom routines at J.B. Mitchell School to determine their respective contributions to the primary functions of the junior high school, followed by the preparation of a local guidebook on administration and methodology.
   (Initially, this task would probably have to be undertaken by a select staff committee--preferably one that could be given some free time in regular school hours. Before long, however, the study would involve the entire staff: first, in a survey of instructional activities; secondly, in the step by step clarificiation of the relationship of procedure and function.)

3. The examination of specific school practices with reference to the developmental characteristics of early adolescents.
   (This task would involve the preparation of materials for comparing growth characteristics and curricular implications.)[3]

The second criterion for determining priorities for action is the possibility of improvement by direct staff resolution or influence. As improvements that can be effected through local action and with minimal demands on staff time likewise warrant a high priority, in the interests of overall progress, there would probably be some concurrence of action on the three "interrelated tasks" and on a number of relatively minor action steps. In this regard, the individual priorities would have to be established by the principal and staff when preparing the schedule for the action program.

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[3]<u>Vide</u> pp. 64-69, 174.

Finally, it should be kept in mind that the modern approach to comprehensive evaluation does not aim at the development of self-improvement programs for all evaluation areas at the same time.[4] It is assumed, therefore, that the total staff of J.B. Mitchell School, having considered the implications of this tentative total-school evaluation, would determine further priorities for action on the basis of these two criteria: (1) importance to the implementation of the abiding aims and functions of the junior high school, and (2) local-action practicability.

III. A RECONSIDERATION OF EXPECTED OUTCOMES

It will be recalled that the importance of this study was defined in Chapter I in terms of four expected outcomes.[5] To what extent have these contributions been realized?

While no two investigators of the provisions and conditions at J.B. Mitchell School would produce identical plans for their improvement, it is probable that the present writer has made "a contribution to the progress of a specific school through the preparation of an action program to guide its continued development." The nineteen sections of Chapters V and VI devoted to Action Program, plus the implications of the short discussion of Program (Special Areas), collectively provide "blueprints" for effecting significant improvements in J.B. Mitchell School as a medium for the development of early adolescents; and the entire report, with its assessments of strengths and weaknesses, and its

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[4] Vide, pp. 35-36.

[5] Vide, pp. 5-6.

priorities for action, should provide the principal and staff with a continuing professional challenge.

The second desired outcome, "a contribution to the professional growth of a particular junior high school staff," may be estimated, but not measured, at this time. The investigator, as principal, has certainly acquired a greater understanding of evaluative criteria and procedures, and is confident that he now has a better grasp of his personal responsibilities for the continuous evaluation and improvement of the school. To date, other members of the staff have not had comparable opportunities for an "awakening". While some of those on the Advisory Committee have been continuously cognizant of the progress of this investigation, and all teachers on staff during the three-year period have been involved in discussions relative to it, none has had access to the full range of resource materials or to this report. As indicated in Chapter IV, the full involvement of staff, out of which both understanding of objectives and acceptance of responsibilities should grow, had to be deferred to the action program itself.

By design, this study contains both materials and findings that should be useful to other junior high schools in the Winnipeg system; the writer therefore expects it to make "a contribution to the supervisory program of the Winnipeg School Division." In the first place, Chapter II (with Appendix A) offers an introduction to the principles and procedures for total-school evaluation at the secondary level--a level which, in the thinking of those who have laid the foundations for modern evaluation routines, embraces the junior high school. Secondly, Chapter III, with its discussion of the difficulties of establishing

clear-cut evaluative criteria for junior high schools, and its exposition of the history and philosophy of this special school for early adolescents, provides necessary background for any staff which accepts the challenge of self-evaluation. Thirdly, the report on the evaluation project at J.B. Mitchell School, particularly the sections labelled "Inventory", contains a sufficiently-detailed description of a Winnipeg school in operation to bring into focus many of the situations that should be examined in any local junior high school. Fourthly, Chapters IV to VII inclusive furnish material for the Superintendents of the Winnipeg School Division, or their representatives, to perform the functions normally undertaken by a visiting committee.

The final expected outcome, "a contribution to educational research in Canada through the critical study of modern American techniques for total-school evaluation," could be appraised objectively only by one thoroughly acquainted with research studies across Canada. Lacking this qualification, the writer can only suggest that the following three general conclusions implied in the report may make some contribution to educational research in the wider field: (1) that the extensive research on total-school evaluation in the United States, especially the work of the National Study of Secondary School Evaluation and its predecessor, should be examined by any public authority looking for a scientific approach to the evaluation of its own schools; (2) that junior high schools should be examined with reference to commonly-accepted critical features; (3) that American evaluation manuals provide the techniques by which a school, or any aspect of its program or operation, may be systematically examined and evaluated.

Perhaps equally important as an outcome of this three-year project is the evidence that comprehensive evaluation is a time-consuming and demanding enterprise--with the inference that school authorities seeking to make continuous evaluation a part of normal school routine must be prepared to reconsider traditional policies respecting pupil-teacher ratios and staff utilization.

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A report containing information about the first junior high schools to be organized in Winnipeg.

"Minutes of J.B. Mitchell School Staff Meetings, September, 1961, to June, 1964." (Partly mimeographed; partly handwritten.)
Source materials for several aspects of the self-evaluation project at J.B. Mitchell School, including the extent of staff participation in it.

Scurfield, J.M. "Planning a Functional Junior High School Plant." Unpublished Master's thesis, the University of Manitoba, Winnipeg, 1954.
A study of the relationship of the school plant to the aims and functions of the junior high school, with particular reference to the needs of the Winnipeg school system; used to provide background for the study of Physical Facilities at the J.B. Mitchell School.

Teachers' Administrative Handbook, J.B. Mitchell School. Revised, 1963. (Mimeographed.)
A hard-covered loose-leaf consolidation of administrative notes, directives, regulations, and sample forms for the guidance of teachers of the school; used in this study principally as a reference for the philosophy and objectives implicit in the organization and operation of the J.B. Mitchell School.

A P P E N D I X

APPENDIX A

REPRESENTATIVE EVALUATION MANUALS--ANALYSIS OF CRITICAL FEATURES

This analysis attempts to show both the common ground of the comprehensive manuals and the range of features to be examined in total-school evaluation--but not all of the features that might be included. For illustrations of the thoroughness with which some aspects of junior high schools might reasonably be investigated, the reader is referred to the checklists of Junior High School Evaluative Criteria (Utah) and Evaluative Criteria for Junior High Schools (National Study, 1963).

It should be noted, however, that the features which appear in this analysis do not invariably represent common ground in the evaluation manuals. Because the manuals differ considerably in selection and emphasis, the outlines which follow reflect the investigator's own judgment of the most critical features in each sub-area or division, after due consideration had been given to such factors as the obvious intent of each manual and the specific questions posed or implied. Moreover, it should be understood that the headings and sub-headings under which these critical features have been grouped in this synopsis provide a somewhat arbitrary framework, as no two manuals have the same terminology or emphasis. (Footnote 72 on page 42 has already acknowledged indebtedness to the National Study's two manuals for assistance in the selection of critical features when the manuals provided no common ground; a similar obligation should be noted with respect to the selection of headings for the outline.) Subject to these qualifications, then, this outline of critical features is presented as an original and comprehensive analysis of this aspect of the representative evaluation manuals.

While the analysis of critical features for seven of the major evaluation areas has been arranged in outline form, a different means had to be found to illustrate this aspect of the first one, Philosophy and Objectives.

First general area--Philosophy and Objectives. Only two of the manuals, those prepared by the National Study of Secondary School Evaluation, provide direct guidance for the investigation of this general area. In both of them the specific features are presented through suggestions respecting content and procedures, rather than through checklists, outlines, or queries.

In general terms,

> the statement of philosophy expresses...the ideals the school attempts to realize in practice. It should include the broad principles common to all good schools, as well as the principles determined by the conditions existing in the particular school.[1]

More specifically, this formulation should indicate that the school

(1) understands the characteristics of adolescent boys and girls;
(2) accepts the responsibility for maintaining the fundamental concepts of American democracy;
(3) accepts the responsibility for helping students plan for, and meet, their present and future needs;
(4) is up-to-date on how children learn;
(5) is prepared to assist its students to practice democratic processes;
(6) understands the relationship of the school to other institutions and agencies in education;
(7) understands and accepts the unique position of the junior high school in the educational program of that school district.[2]

Similarly,

> in preparing the statement of objectives, the staff, perhaps with cooperation of students and parents, sets forth in specific

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[1] Evaluative Criteria, 1960 Edition, p. 26.

[2] Evaluative Criteria for Junior High Schools (1963); paraphrased from page 26. Note also the introductory section, pp. 3-4, entitled "Evaluation Governed by Philosophy and Objectives of Individual School".

> it is trying to do to meet the needs and interests of its patrons, in accordance with its statement of philosophy.[3]

The resulting outline of what the school is trying to accomplish, its practical objectives, should indicate clearly that the school

(1) understands the educational objectives of its school district;
(2) has analyzed the special needs of its students and community;
(3) has studied the evidence from follow-up studies of former students;
(4) understands the probable influences on its students of other educational agencies;
(5) has accepted an obligation to prepare its students for further education and for the duties of adult citizenship in a free American society;
(6) has plans to meet the rapid physical, mental, social, and emotional changes of its students;
(7) is organized to continue the development of skills and knowledge, and to provide a wide range of experiences and activities, for all students.[4]

The completion of this statement of objectives is, of course, not possible until the data on Pupil Population and School Community have been collected and processed; hence, in practice the first two general areas must be handled as a unit.

The examination of procedure is simpler, but no less important, than the analysis of content. Collectively the two manuals have emphasized four specific features, as follows:[5]

1. Who formulated the statements? To what extent were parents and pupils involved?
2. By what means or procedures did the staff participate in the development of the statements of philosophy and objectives?
3. Over what period of time did the staff participate in this project?
4. What sources or materials were helpful?

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[3] Evaluative Criteria, 1960 Edition, p. 27.

[4] Evaluative Criteria for Junior High Schools (1963); paraphrased from page 28.

[5] Paraphrased from pp. 26-28 and p. 35 respectively of the 1960 and 1963 manuals.

Second general area--Pupil Population and School Community. The specific features under this heading in the manuals appear to serve two purposes. On the one hand, the surveys of pupil population and school community relative to a particular school are intended to provide vital information for the formulation of its statement of philosophy and objectives by bringing into focus local pupil and community needs. On the other hand, it is evident from the following outline of critical features that Pupil Population and School Community has been included in the manuals not only as a source of evaluative criteria, but also as an evaluation area in its own right--an area that forms part of the educational environment, as distinct from the program, of the school in question. It is important, in other words, to examine a school's machinery for learning about its pupils and community, and at the same time to determine whether its knowledge of pupil-community needs relative to junior high school education is adequate.

I. Pupil Population

A. Characteristics of Junior High School Pupils[6]
   1. Inventory of characteristics of prime importance
   2. Specific provisions for meeting the needs implied by these characteristics

B. Data concerning Pupils[7]
   1. Current data relative to curriculum planning, organization of the program of studies, and evaluation of pupil progress

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[6]All of the evaluation manuals assume that an understanding of learners and their experiences is basic to total-school evaluation. Only two of them, those from Utah and Texas, make direct provision for an analysis of specific practices of the school relative to the known characteristics of pupils at this age-level. Vide pp. 64-66 (Chapter III), and also pp. 23-35 and 22-43 respectively of the Utah and Texas manuals.

[7]Most of the manuals provide special tables to facilitate the presentation of data for this sub-area.

a) Enrolment trends
b) Age-grade distribution
c) Physical characteristics of pupil population
d) Mental ability or rate of learning distribution
e) Achievement compared with ability and effort
f) Educational intentions of pupils
g) Occupational intentions of pupils
h) Evaluation of promotions and placements
i) Stability of pupil population

2. Current data relative to the handling of individual pupil problems
(Vide outline for Guidance in the eighth general area.)
3. Provisions for articulation with elementary schools and high schools

C. Drop-out and Follow-up Studies
1. Provisions for study of drop-outs: frequency, description (in terms of age, grade, mental ability, and achievement level), reasons for withdrawal
2. Provisions for follow-up studies of graduates

II. The Community

A. Analysis of Resources and Needs Relative to Education
1. Distinctive characteristics of this community
a) Geographic characteristics (including population)
b) Economic structure and resources
c) School financing
d) Social and cultural relationships
e) Civic organization
f) Health and sanitation
g) Special hazards for young people (physical, social, moral)
2. Educational and occupational status of adults
3. Community attitude towards schools
4. Community needs for information about the school and its program
5. Educational needs revealed by this survey
6. Curricular implications of this analysis

B. Informal Educational Influences in the Community
1. Assessment of the role of parents
a) In general education (home interest and assistance)
b) In providing occupational information to the school
2. General cultural agencies: libraries, museums, art galleries, others
3. Media of mass communication: press, radio, television
4. Youth-serving agencies: Y.M.C.A., Boy Scouts, others
5. Recreational opportunities: public and non-public programs, parks and playgrounds, youth centres, others

C. Role of Lay Groups in the School's Total Program
   1. Curriculum and control
      a) Board(s) of education
      b) Citizens' committees, and other semi-official groups
   2. Public relations
      a) Board(s) of education
      b) Parent-teacher groups, other committees
   3. Facilities for curriculum enrichment
      a) Business and professional organizations
      b) Religious and ethnic organizations
      c) Miscellaneous facilities in the community

Third general area--Staff. Manuals prepared for total-school evaluation do not attempt "merit rating" of teachers. As indicated in Chapter II, they emphasize evaluation of teaching activities rather than evaluation of teachers, except for a tendency to appraise the work of principals on a more personal level.[8] Furthermore, the evaluation of teaching activities is done mainly in the sections on Program, not in those dealing with Staff and Administration. The focal points of this third area, as shown by the accompanying outline of critical features, are (1) the adequacy of administrative arrangements for selection, placement, scheduling, and motivation of staff, (2) the overall competence of the principal, and (3) the preparation, experience, and professional growth of individual teachers.

I. Administrative Staff

   A. Professional Organization and Relationships
      1. Numerical adequacy of administrative staff
      2. Theory and practice in division of administrative responsibilities (from Board of Control to School Principal)

   B. The Principal as a Person
      1. Professional preparation and experience
      2. Philosophy of education and attitude to the junior high school
      3. Professional outlook and activities
      4. Evidence of professional growth
      5. Personal characteristics likely to be effective in his role

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[8] Vide p. 40.

C. The Principal as an Administrator
   1. Adequacy of scheduling and equalization of work loads
   2. Attention to good working conditions for staff and students
   3. Adequacy of daily routines: safety, discipline, finances, evaluation, public relations
   4. Efficiency of general organization and administration

D. The Principal as an Educational Leader
   1. Effectiveness in motivating staff and students
   2. Adequacy of supervisory program and procedures
   3. Effectiveness of staff meetings
   4. Attention to in-service training needs
   5. Curriculum leadership
   6. Effectiveness in implementing junior high school philosophy

II. Instructional Staff

A. General Appraisal
   1. Procedures for selection, placement, and orientation
   2. Evaluation of staff in terms of suitability for junior high school work
   3. Role of instructional staff in policy-making and development of administrative procedures
   4. Staff improvement procedures
   5. Staff working conditions: salaries, pensions, other aspects

B. Individual Staff Member[9]
   1. Preparation and experience for junior high school teaching
   2. Health (physical, mental, emotional)
   3. Activities to promote professional growth
   4. Contributions to the school and the community
   5. Self-evaluation of teacher load
   6. Self-evaluation of teaching activities
   7. Self-evaluation of overall professional qualifications

III. Other Staff

A. General Appraisal
   1. Procedures for selection, placement, orientation, and promotion
   2. Adequacy of non-instructional staff
   3. Salaries and working conditions
   4. Procedures for work assignment and supervision
   5. Communication with administration and other staff
   6. Status (relations with teachers and pupils)

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[9]This sub-section is sometimes prepared as an administrative report, but more often as a summary of individual self-evaluations.

Fourth general area--Physical Facilities. Of the eight general areas, this one has the most varied organization in the evaluation manuals. The first two sub-areas are customarily grouped as School Plant; the others, in a variety of arrangements, with considerable overlapping of Program (General) and Program (Special Areas). Nonetheless, as Site and Grounds, Building Design, Equipment and Services, and Instructional Aids were seen as related aspects of "the total physical environment which assists or limits the acquiring of desirable learning products,"[10] it was logical to organize their critical features into a single outline under the general heading, Physical Facilities.

I. Site and Grounds

A. Suitability of Location
1. Hard-surfaced routes and transportation facilities
2. Population distribution in the school district
3. Protection relative to fire and other physical hazards
4. Suitability of location relative to environmental hazards
5. Drainage

B. Physical Characteristics
1. Suitability for junior high school program
2. Possibilities for expansion
3. Freedom from hazards to staff and students

C. Development
1. Landscaping and fencing
2. Parking facilities
3. Playground development
4. Maintenance

II. Building Design and Condition

A. General Features
1. Appearance
2. Durability
3. Location on site relative to playground distractions
4. Provisions for expansion

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[10] Criteria for Evaluating Junior High Schools (Texas), p. 12.

5. Provisions for internal flexibility

B. Community Use
1. Provisions for zoning of building into self-contained units

C. Maintenance and Supply
1. Ease of maintenance
2. Provisions for deliveries
3. Storage facilities

D. Health and Safety
1. Materials of construction (main building, staircases, landings)
2. Provisions for rapid evacuation (exit doors, halls, signs)
3. Lighting (including safety lighting)
4. Heating and ventilation
5. Provisions for isolating noisy activities
6. Drinking fountains and washrooms
7. Storage of inflammable materials

E. Administrative and Service Units
1. Office space
2. Storage facilities
   a) Textbooks
   b) Instructional aids
   c) Miscellaneous supplies
3. Conference areas
4. Staff rooms (workrooms, lounges, washrooms)
5. Medical room(s)
6. Lunchrooms and/or food-service areas
7. Provisions for public address system

F. Classrooms
1. Size and general layout
2. Location for movement of classes
3. Adaptability to variety of learning activities
4. Soundproofing

G. Special Areas for Junior High School Program
1. Inventory
   a) Auditorium-gymnasium facilities
   b) Libraries
   c) Laboratories
   d) Shops and homemaking rooms
   e) Art room(s)
   f) Music room(s)
   g) Facilities for special education
   h) Student activities rooms
   i) Other special areas (if required)

2. Criteria for evaluation
   a) Location
   b) Size and design
   c) Suitability for program
   d) Adaptability
   e) Present condition

III. Equipment and Services

(N.B. This is the correlative aspect to Building Design and Condition. The intent of the manuals is that Sections B to G inclusive are to be re-examined with respect to the provisions for equipment and services necessary to implement the functions implicit in the design of the school plant. As most of the critical features for this third sub-area are self-evident, the outline for Equipment and Services has been limited to two illustrative sections.)

A. Health and Safety
   1. Adequacy of visual environment (lighting, decorating)
   2. Adequacy of thermal environment (temperature, ventilation)
   3. Adequacy of auditory environment (acoustical materials)
   4. Adequacy of supply of washrooms and drinking fountains
   5. Equipment of washrooms
   6. Caretaking services
   7. Fire alarm system
   8. Trash disposal

B. Classrooms
   1. Type of seating (sturdiness, comfort, flexibility)
   2. Chalkboards and bulletin boards
   3. Work and display areas (in addition to number 2)
   4. Storage facilities
   5. Window coverings
   6. Communication with Central Office [11]
   7. Aesthetic qualities--suitability of the "living environment"

IV. Instructional Aids

A. General Features
   1. Inventory
      a) Textbook supply
      b) Supplementary reading and reference materials
      c) Audio-visual aids
      d) Audio-visual supplies (films, filmstrips, tapes, transparencies)
      e) Paper and other instructional supplies

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[11] This term is used by the Utah manual, p. 469, to emphasize a second vital function of the school plant: "the living environment for a substantial portion of the waking hours of the occupants."

2. Criteria for evaluation
   a) Procedures for procurement and distribution
   b) Procedures for maintenance
   c) Adequacy of quality and quantity

B. Instructional Aids for Special Subject Areas
(Vide the third sub-area under Program (Special Areas).)

Fifth general area--Program (General). The manuals have tried to make provision for evaluating the educational program of the junior high school in terms of the common needs of all pupils, the special needs of individuals, and the expectations of both society at large and the local community. At the same time, they have recognized the individuality of American schools and the dynamic nature of education.

I. Content

A. Inventory of Subject Offerings and Special Programs
   1. Program of studies
      a) Core program
      b) Standard subjects (English or Language Arts, Mathematics, Social Studies, Science, Foreign Languages, Physical Education and Health, Arts and Crafts, Music, Industrial Arts and Homemaking)
      c) Semi-vocational subjects (Business Education, Agriculture, Distributive Education)
      d) Requirements: basics and electives
   2. Special programs related to effective citizenship (Driver Education, Alcohol and Narcotics, Public Safety and Accident Prevention, Others)
   3. Programs for exceptional children
      a) For the gifted and superior
      b) For the slow learners
      c) For the emotionally disturbed and the socially maladjusted
      d) For the physically handicapped (speech, hearing, vision, other handicaps)
      e) For other special groups

B. Provisions for General Education
   1. Knowledge and appreciation of the cultural heritage
   2. Enlargement of basic skills (reading, writing, speaking, listening, computation)
   3. Development of rational powers (critical evaluation, broad concepts, social understanding)
   4. Understanding of human nature

C. Provisions for Vocational Orientation
   1. Special courses
   2. Other opportunities

D. Provisions for Training and Education for Practical Citizenship
   1. Opportunities for growing in understanding and appreciation of democracy
   2. Opportunities for development of socially-acceptable attitudes
      a) To respect for the rights of others--regardless of creed, race, or color
      b) To behavior at school, at home, on the street, at social functions
      c) To home and family relationships
   3. Training in worthy use of leisure time
   4. Training in intelligent consumption of goods and services (Sometimes termed "Consumer Education".)
   5. Experiences to develop interest in present and future problems of youth
   6. Experiences to develop interest in current events and public affairs

E. Provisions for Aiding Personal Development of the Pupil
   1. Opportunities for developing individuality
      a) Creative work
      b) Exploration of interests and aptitudes
      c) Opportunities to develop special abilities
   2. Emphasis on mental and physical well-being (including attention to the individual's emotional needs)
   3. Experiences to develop moral and spiritual values
   4. Experiences to develop cultural appreciations

F. Unique Features of the Program in This School

II. Curriculum Development Procedures

A. Responsibility for Curriculum Development
   1. State agencies and consultants
   2. Local district agencies and consultants
   3. Local school
      a) Principal and teachers
      b) Parents
      c) Pupils
   4. Coordination of research

B. Facilities for Curriculum Development
   1. Financial support
   2. Professional and clerical assistance
   3. Reference materials
   4. Availability of experimental textbooks

5. Availability of staff (freedom from ordinary duties, time for committee work)

C. Procedure for Determining Grade Placement of Content

D. Factors Determining Current Curriculum--Relative Influences
1. Statement of philosophy and objectives
2. Study of characteristics and needs of junior high school pupils
3. Study of needs and resources of local community
4. Publications on curriculum development
5. Local research
a) Analyses of pupil progress
b) Results of self-evaluations
c) Follow-up studies
d) Other research

III. Organization and Administration

A. Philosophical Bases of School Organization
1. Implications of the statement of the school's philosophy
2. Implications of the statement of the school's objectives

B. Inventory of Scheduling Practices in This School
1. The school timetable
a) Length of school year
b) Timetable cycle
c) Periods per day
d) Length of period, and variations (if any)
e) Provisions for flexibility in the schedule
f) Other features
2. Teacher timetables
a) Number of classes and subjects per cycle
b) Total pupils per cycle
c) Class size
d) Non-scheduled time
e) Other features
3. Pupil timetables
a) Required subjects per year
b) Electives available per year
c) Number of subjects per cycle
d) Other features
4. Block-time arrangements (if any)
a) Purposes
b) Scheduling arrangements
5. Arrangements for remedial instruction and special classes

C. Special Provisions for the Primary Functions of the Junior High Level
1. Guidance
2. Articulation

3. Coordination (Utah manual only)
4. Integration
5. Exploration
6. Differentiation
7. Socialization[12]

D. Administrative Arrangements (if applicable)
1. For staff participation in policy making and administration
2. For total staff emphasis on basic skills (including study habits and vocabulary development)
3. For integration of student activity programs with the program of studies
4. For public relations with the community

IV. Instructional Activities

A. Relative Importance of Certain Influences in the Planning and Preparation of Instructional Activities
1. The school's statement of philosophy and objectives
2. The school's analysis of pupil population and the needs and resources of the community
3. Cooperative planning within the school
4. Theories of pupil grouping for instruction
5. Special teacher training in junior high school methods

B. Evidence of the Use of Varied Teaching Techniques
1. Differentiated assignments
2. Flexible grouping of pupils
3. Large units of instruction
4. Resource materials
5. Multi-sensory aids
6. School and classroom libraries
7. Instructional guides
N.B. Appraisal to be made of sources, authorization and revision procedures, and format.

C. Evidence of Organizational Procedures on the Classroom Level
1. To encourage pupil participation in classwork
2. To train pupils in research procedures and study skills
3. To train pupils in group activities (group dynamics)

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[12] These are the primary functions identified and defined by the Utah manual, pp. 45-48. Only the Utah and Connecticut manuals attempt direct evaluation of the recognized junior high school functions.

4. To ensure correlation of subjects
5. To utilize human and natural resources of the community

V. Evaluation Procedures

A. Evaluation in Terms of Measurable Achievement
1. Types of measurable achievement
a) Basic skills and tools of learning
b) Other special subjects
c) Work experience
2. Testing techniques
a) Standardized tests
b) Local tests
c) Other methods
3. Standards for evaluation
a) Teacher standards
b) Group achievement
c) Individual aptitude and ability
d) Common needs and individual needs
4. Responsibility for evaluating measurable achievement
a) Determination of objectives
b) Measurement of basic skills
c) Handling of student failures
d) Cooperative procedures
(1) Teacher-parent
(2) Teacher-pupil

B. Evaluation in Terms of Life Situations
1. General outcomes sought
a) Self-discipline in and out of school
b) Subordination of personal advantage to common welfare
c) Respect for property and the rights of others
d) Respect for law and authority
e) School spirit
f) Use of reason rather than emotion or prejudice
g) Ability to participate democratically
h) Enjoyment of the arts
i) Concern for spiritual values
j) Originality and creativeness
k) Self-reliance
l) Effective use of time and ability
m) Acceptance of responsibility for own actions and obligations
n) Carry-over to out-of-school life
2. Methods of evaluating outcomes
a) Special tests
b) Cumulative records
c) Staff discussions
d) Personal judgment of individual staff members
e) Interviews with students

f) Interviews with parents and others
g) Follow-up studies

C. Procedures for Continuous Evaluation of Program of Studies
1. Participation and responsibility
a) Staff
b) Students
c) Parents
d) Outside agencies or authorities
2. Description of procedures
a) For promoting evaluation as an integral part of the teaching-learning process
b) For identifying students needing special education
c) For analyzing the strengths and weaknesses of the program
d) For appraising appropriateness and comprehensiveness
e) For improving the school program in terms of the results of the evaluation

Sixth general area--Program (Special Areas). Because there are significant differences in the objectives and expected outcomes of different special areas, there are corresponding differences in the special features to be evaluated. It is understandable, therefore, that not all of the manuals have attempted the considerable task of producing criteria for evaluating individual school subjects and other program areas. Those that do include this material have provided detailed sets of questions or check-lists for each area, requiring many pages; for example, Evaluative Criteria, 1960 Edition requires 179 pages for this aspect (19 special areas) of a comprehensive evaluation. In consequence, while a detailed analysis of the evaluative criteria for the special areas would be needed for a project attempting a full-scale evaluation of a school, it was beyond the scope and resources of the present investigation.

This outline for the special areas represents the investigator's estimate of common ground in the critical features that have been identified

for them, making no distinction between standard subjects and other divisions of the instructional program. In this synopsis, moreover, the common factors have been grouped arbitrarily into six main divisions, a procedure necessitated by the lack of uniformity in organization and format among the evaluation manuals.

Inevitably this outline overlaps those for other general evaluation areas--especially Program (General), Staff, and Physical Facilities. Where headings or sub-headings appear to duplicate those of other outlines, however, it should be kept in mind that the implications of each outline --particularly with respect to scope and emphasis--are not the same.

I. Administrative Requirements and Arrangements for This Special Area

A. Subject Requirements for Graduation
   1. Required courses
   2. Electives
   3. Sequences
   4. General availability of courses

B. Provisions for Screening Pupils for Courses
   1. Aptitude tests
   2. School record
   3. Counselling
   4. Others

C. Provisions for Flexibility and Coordination
   1. Flexibility in class size
   2. Correlation with other subjects
   3. Coordination from grade to grade
   4. Flexibility in transfer of course credits among sequences

D. Provisions for Meeting Individual Differences
   1. Program variations for slow, average, and gifted pupils
   2. Suitability of available courses
   3. Provisions for varied patterns and procedures in instruction
   4. Provisions for independent study

E. Safety Provisions (if applicable to this special area)

F. Provisions for Time and Facilities for Teacher Preparation

G. Provisions for Utilization of Community Resources for This Area

II. Physical Facilities for This Special Area

A. Physical Facilities Re-defined
   1. Contrasted with "material facilities"
   2. Scope of physical facilities appropriate to this special area

B. Classroom Design and Construction
   1. General features
      a) Appearance (aesthetic environment)
      b) Lighting (visual environment)
      c) Heating and ventilation (thermal environment)
      d) Acoustics (auditory environment)
      e) Area and layout
      f) Provisions for flexible grouping of pupils for instruction
   2. Evaluations
      a) Adequacy of physical environment for health and general welfare
      b) Adequacy of physical environment for diversified program
      c) Durability of construction in this special area

C. Basic or Fixed Equipment
   1. Inventory
      a) Seating and working surfaces
      b) Chalkboards and tackboards
      c) Other display facilities
      d) Facilities for classroom library and resource materials
      e) Storage facilities
         (1) Teacher's personal belongings
         (2) Supplies and equipment
         (3) Student projects
      f) Equipment to facilitate the use of audio-visual aids
         (1) Electrical outlets
         (2) Projection booth
         (3) Other facilities
   2. Evaluations
      a) Adequacy of basic equipment
         (1) In quantity
         (2) In quality
         (3) In maintenance

D. General Evaluations
   1. Effectiveness with which physical facilities are used
   2. Evidence of creativity in devising new ways to use physical facilities to improve the program in this special area
      a) By teachers
      b) By students

III. Material Facilities and Instructional Aids

A. Material Facilities Re-defined

1. Differentiated from "physical facilities"
2. Scope of material facilities appropriate to this special area

B. Summary Evaluation
1. Inventory
(N.B. Apart from textbooks, reference books, paper, filing cabinets, and audio-visual equipment, material facilities and instructional aids tend to be peculiar to each special area. There is thus no general checklist for this sub-area of the sixth general area.)
2. Evaluations
a) Adequacy of material facilities
(1) In quantity
(2) In quality
(3) In maintenance
b) Effectiveness with which material facilities are used
c) Evidence of creativity in devising new ways to use material facilities to improve the program in this special area
(1) By teachers
(2) By students

IV. Instructional Staff--Qualifications and Assignments

A. Preparation Relevant to This Special Area
1. Academic background
a) General or liberal education
b) Specialized education for this subject or division
c) Other relevant background
2. Professional background
a) Basic teacher training
b) Methods courses in this special area
c) Courses and in-service training relevant to this level
d) Summary of teaching experience
e) Experience in non-teaching activities relative to broader understanding of this special area
3. Evidence of professional growth
a) Relevant professional affiliations
b) Special achievements (research, writings, committee appointments, others)
c) Further education
(1) Formal courses
(2) Other evidence
d) Competence in diagnostic and remedial methods
e) Competence in evaluation procedures
f) Familiarity with current trends in content and method
g) Interest in research and experimental projects

B. Personal Factors Influencing Competence in This Special Area
1. Influencing factors defined
2. Checklist of influencing factors

(N.B. This aspect of staff evaluation is not common to the evaluation manuals. It is developed principally in Junior High School Evaluative Criteria (Utah), in which it is defined as "those personal traits, interests, attitudes, behaviors, understandings or other characteristics of the teacher which are considered to be effective." The manual includes a checklist of nineteen questions that are common to all the standard subjects or other special divisions of the program, with additional questions added to a few of them. Typical items in this self-evaluation guide are the following, each of which is prefaced by the general direction: "Evaluate the extent to which the teacher"...

( ) Assumes direction and leadership but does not dominate.
( ) Gives zest and vigor to the teaching-learning process.
( ) Has a wholesome sense of humor.
( ) Does an equitable share of out-of-class duties.
( ) Employs a variety of teaching techniques.
( ) Gives clear and meaningful assignments.
( ) Adapts plans to meet emerging situations.)[13]

C. Teacher Responsibilities in This Special Area
1. Relation of assignment to preparation
(Is the teacher assigned to the subject of major preparation? minor preparation? little or no preparation?)
2. Analysis of teaching load
a) Pupil load per week
(1) Total pupils
(2) Number of classes and average size of classes
(3) Grades and classes taught (description)
(4) Length(s) of instructional periods
(5) Other relevant factors
b) Assigned duties other than classroom instruction
c) Unscheduled time
(1) Percentage of weekly schedule
(2) Purposes of unscheduled time
3. Self-evaluation of teaching assignments

V. Instructional Activities and Classroom Procedures[14]

A. Appraisal of Teaching Techniques Employed in This Special Area
1. Planning and preparation of lessons
a) Evidence of careful planning
b) Evidence that interests and needs of students have been considered
c) Evidence that lessons have been coordinated

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[13]Adapted from pp. 102-4; the quotations are from p. 102.

[14]This outline inevitably overlaps that prepared for the fourth subarea of Program (General), but it probes deeper into the application of pedagogical methods to specific classroom problems.

d) Use of community resources
2. Success in motivating students
   a) Evidence of active participation in the learning process
   b) Evidence of student acceptance of personal responsibility for learning
   c) Evidence of critical thinking by students
3. Appraisal of classroom organization
   a) Provisions for individual and group instruction in proper balance
   b) Opportunities for students to assist with the instructional program
      (1) Planning lessons
      (2) Conducting lessons
      (3) Evaluating lessons
4. Provisions for individual differences
   a) Use of proven methods or plans
      (1) Unit method
      (2) Project method
      (3) Problem method
      (4) Laboratory method
   b) Other devices of flexibility
      (1) Differentiated assignments
      (2) Flexible time elements
      (3) Differentiated experiences (other than through specific assignments)
   c) Other special techniques
5. Success of drill activities (Are they meaningful?)
6. Provisions for re-teaching
   a) How needs are determined
   b) Techniques employed
7. Provisions for practical application of learnings
   a) General applications
   b) Vocational implications
   c) Relationship to contemporary affairs outside of school

B. Summary Evaluation in Relation to Objectives
1. Contribution to overall school objectives
   a) General education
   b) Practical citizenship
   c) Personal development of the pupil
   d) Adaptation of the pupil to changing conditions
2. Adequacy of planning
   a) General appraisal
   b) Evidence of modern trends in course content and topic development
3. General appropriateness of teaching techniques to this special area
4. Effectiveness of provisions to meet individual needs
   a) Slow pupils
   b) Average pupils
   c) Rapid learners and gifted pupils
5. Effectiveness of provisions for exploration and experimentation

6. Evidence of genuine pupil interest

VI. Outcomes and Evaluations

A. Outcomes
1. Outcomes defined
a) Emphasis on results of teaching-learning process in terms of behavioral changes
b) Difficulties of measuring outcomes
2. Common outcomes sought in each of the special areas
a) Enthusiasm and responsiveness in daily classes
b) Understanding of the fundamental principles of this special area
c) Skill in using learning materials and equipment (including ability to interpret specialized literature)
d) General interest in this special area
(1) Interest beyond the program being studied
(2) Evidence of voluntary extension of knowledge beyond the required program
e) Understanding of vocational opportunities in this field (if applicable)
f) Voluntary continuation of study in this field in later grades or optional situations
g) Application of understanding and skills to daily living (for example, through hobbies and reading)
3. Special outcomes sought in this special area

B. Evaluations
1. Evaluations defined
a) Emphasis on method rather than product
b) Appraisal of effectiveness of teaching-learning process in determining desirable modifications of behavior
2. Checklist for evaluation methods in this special area
a) Variety of methods in common use
(1) Teachers' day-by-day records
(2) Teacher-pupil appraisals
(3) Local tests
(4) Standardized tests (aptitude, learning capacity, others)
(5) Special forms of pupil analysis (sociograms, others)
(6) Pupil self-rating scales
(7) Informal methods
b) Pupil participation in evaluation of own progress
(1) Through group development of criteria for individual and class growth
(2) Through self-rating techniques
(3) Through teacher-pupil conferences
(4) Through other methods
c) Emphasis on attitudes, appreciations, and understandings to supplement measurement of skills
3. Evaluation of methods of evaluation employed in this special area

a) Relation of evaluation methods to teaching-learning process (Are they integral parts of this process?)
b) Relation of evaluation methods to special objectives of this division of the instructional program (Are they adequate?)
c) Adequacy of testing procedures in this special area
(1) For identifying students of exceptional ability
(2) For identifying students with creative talents
(3) For identifying students needing remedial action
d) Adequacy of appraisal routines in this special area
(1) For showing pupils their strengths and weaknesses
(2) For helping the teacher assess the progress of each pupil relative to its special objectives
(3) For demonstrating the effectiveness of teaching
(4) For helping the teacher plan future learning activities

C. Summary Evaluation for This Special Area
1. Evaluation of the program relative to pupil needs
a) Extent to which it provides for the needs of all pupils
(1) In content
(2) In variety of offerings
(3) In quality of instruction
b) Extent to which it encourages pupils to explore, to question, to evaluate, and to desire improvement
c) Extent to which it provides for further study in this field
d) Extent to which it provides for understanding of current developments in this field
e) Extent to which it provides for understanding of related problems of living
f) Extent to which it provides for understanding of the continuous growth of knowledge and constant change
2. Analysis of strengths and weaknesses of the program in this special area
a) Respects in which it is most commendable
b) Respects in which there is most need of improvement

Seventh general area--The Co-curriculum. Whether it be called Co-curriculum or Student Activity Program, this general area is treated by all of the comprehensive evaluation manuals as an integral part of the total program of the junior high school, not as a "frill" or extra. Provision is made, moreover, for a thorough evaluation of each sub-area, as the following outline of critical features demonstrates. Like the other general areas, The Co-curriculum is thought to reflect the school's philosophy and objectives, and must therefore be evaluated with reference to them.

I. Organization and Management

A. Principles Governing Planning and Operation of Co-curriculum
1. Relationship to total school program
a) Recognized as integral part of junior high school program
b) Sponsored, managed, and actively supported by school staff
c) Integrated with program of studies wherever possible
d) Articulated with programs of elementary and senior high levels
e) Planned around student interests and needs, and flexible enough to meet changing needs
f) Provided with adequate time during the school day
2. Nature of offerings
a) Experiences to help the individual develop important general abilities or qualities
(1) Initiative
(2) Leadership-followership understanding
(3) Ability to assume responsibilities
b) Experiences to foster sound ethical principles, desirable traits, and attitudes of good citizenship
c) Activities to develop leisure, recreational, and social interests of an enduring nature (including friendships)
d) Opportunities for self-realization
(1) Self-directed specialization in areas related to the curriculum
(2) Other forms
e) Activities to promote school traditions, school spirit, and general concern for the welfare of the school
3. Bases of student participation
a) Reasonable freedom to choose own activities, combined with precautions to prevent excessive participation
b) Eligibility for membership and offices on a democratic basis
(1) Open membership, subject only to requirements being met
(2) Clear-cut standards for election to office
(3) Precautions to prevent monopoly of leadership
c) Incentives for activities on an equitable basis
d) Adequate briefing of pupils on scholastic and other factors affecting eligibility
e) Adequate briefing of pupils on the possibilities of the activity program
f) Programs geared to the general economic level of pupils
g) Proper balance of inter-school and intramural activities
h) Precautions taken to prevent exploitation of pupils for benefit of school or community
4. Bases of teacher participation
a) Share in planning and control through faculty meetings
b) Reasonable freedom to choose activities to be sponsored

B. Organization of Student Activity Program
1. Administrative arrangements
a) Establishment of objectives, policies, and procedures
(1) Role of faculty (including principal)
(2) Role of students
(3) Role of parents and community (including school board)

b) Machinery for coordination
   (1) Establishing priorities
   (2) Promoting faculty-student cooperation
   (3) Revising programs
   (4) Articulating with other levels and other organizations
c) Machinery for providing leaders
   (1) Selecting sponsors
   (2) Training student leaders
d) Machinery for organizing student participation
   (1) Publicizing activities (overall program and details)
   (2) Counselling students on choices and balanced participation
e) Machinery for record keeping
   (1) Record of year's activities
   (2) Statistics of student participation (total and individual)
   (3) Minutes of meetings

2. Inventory of student activities
   a) Description of regular co-curricular program
      (1) Student government
      (2) Homerooms and assemblies
      (3) Student publications
      (4) Special-interest activities (clubs, programs in the arts, others)
      (5) Miscellaneous social activities
      (6) Extra-curricular physical activities
   b) Analysis of student participation
      (1) Participation in terms of activities
      (2) Chart of office holders
      (3) Participation by grades or other recognized groupings
   c) Description of special incentives to participation
      (1) Tangible rewards (pins, medals, letters, others)
      (2) Special privileges
      (3) Other incentives
   d) Basic information on each co-curricular activity
      (1) History (in this school)
      (2) Objectives and special functions
      (3) Constitution
      (4) Officers and their responsibilities
      (5) Need for sponsors
      (6) Membership requirements (regulations, fees, expenses, others)
      (7) Present membership

3. Financing of student activities
   a) Means of financial support
      (1) Participation by school division (if any)
      (2) Student fees
      (3) Admissions and ticket sales
      (4) Other sources of revenue
   b) Control of co-curricular finances
      (1) Composition and duties of Budget Committee
      (2) Composition and duties of Finance Committee (if separate)
      (3) Role of faculty in control of finances

c) General accounting arrangements
   (1) Appointment and instruction of treasurer(s)
   (2) Arrangements for distribution of funds
   (3) Arrangements for banking, bookkeeping, and financial reports
   (4) Arrangements for audits
d) Educational implications
   (1) Safeguards for expense to individual pupils
   (2) Safeguards for excessive and unrelated fund drives
   (3) Opportunities for pupil learning experiences

C. Physical and Material Provisions for the Co-curriculum
1. Inventory of special areas available for the activity program
   a) Auditorium or auditorium-gymnasium
      (1) Size and seating capacity
      (2) Visual, thermal, and auditory environments
      (3) Aesthetic environment
      (4) Stage and related facilities
      (5) Dressing rooms and storage facilities
      (6) Washrooms
   b) Student government room(s)
      (1) Size and location
      (2) Storage facilities
      (3) Physical provisions (chalkboard, tackboard, other display facilities, clocks, other provisions)
      (4) Material provisions (tables, chairs, bookcases, telephone, typewriter and supplies, other provisions)
   c) Other student activity rooms
      (1) For small-group assemblies or social activities
      (2) Club room(s)
2. Evaluation of physical and material provisions
   a) Adequacy of space provisions
   b) Adequacy of equipment and supplies
   c) Effectiveness with which physical and material provisions are used
   d) Evidence of imaginativeness in using these provisions to improve the activity program

D. General Evaluation
1. The objectives
   a) Relation of specific objectives to philosophy and general objectives of the junior high school program
   b) Evidence that the objectives of this co-curricular program are educationally sound for the junior high age-group
   c) Evidence that the objectives of the co-curricular program are likely to contribute to high morale
2. The program
   a) Adequacy in terms of number and kinds of activities
      (1) Evidence of high interest level
      (2) Evidence of widespread participation
   b) Effectiveness in meeting specific student needs
      (1) For knowledge and skills not directly fostered by the program of studies

(2) For more mature social attitudes and emotional responses
(3) For mental alertness
(4) For physical development
(5) For insights into community living
(6) For experience in meeting responsibility
c) Success of articulation with community activities
3. The procedures
a) Adequacy of safeguards
(1) For membership discrimination
(2) For excessive costs to students
(3) For conflicting purposes of different activities
(4) For unbalanced individual activity programs
b) Adequacy of promotion procedures
(1) To encourage school-wide participation by students
(2) To encourage staff participation
c) Adequacy of operating procedures
(1) Staff-student planning
(2) Staff-student control and operation of activities
d) Evidence of imaginativeness and creativity in planning and executing programs
4. Provisions for continuous evaluation
a) Description of machinery for continuous evaluation and re-alignment of specific activities
b) Encouragement of student evaluations
(1) Of objectives, program, and procedures
(2) Of own abilities and individual activity programs
c) Procedures for identifying problems and for effecting their solutions
5. Summary of strengths and weaknesses
a) Best elements or characteristics
b) Least satisfactory elements or characteristics
c) Improvements recently effected
d) Improvements in the planning stage
e) Research on the student activity program

II. Student Government

A. Objectives and Special Functions
1. Representative organ of student body
a) Clearing house for class or homeroom councils
b) Coordinator for student activities
2. Training ground for democracy
a) Formal and informal democratic procedures
b) Leadership training
3. Service organization for the school
a) Orientation of new students
b) Interpretation of school policies
c) Promotion of sense of responsibility among students
d) Assistance with operation of student activity program
e) Assistance with selection and awarding of non-academic honors

B. Program and Procedures
   1. The constitution
      a) Elections
         (1) Nomination procedure
         (2) Requirements for election to office
         (3) Election procedure
         (4) Term(s) of office
      b) Structure of student government
      c) Outline of functions and powers
   2. Provisions for meetings
   3. Sponsors
      a) Selection procedure
      b) Duties
   4. Established lines of communication
      a) With the administration
      b) With the student body
   5. Special activities (for example, classes in parliamentary procedure)

C. Evaluation
   1. Adequacy of provisions for student participation in school government
   2. Appraisal of success of student government in promoting a greater sense of responsibility among students
   3. Appraisal of student government as practical democracy

III. Homerooms and Assemblies

A. Objectives and Special Functions
   1. The homeroom
      a) Workable unit for local administration
      b) Opportunity for promotion of extended educational activities
         (1) Enrichment programs
         (2) Remedial and adjustment programs
      c) Local unit for student government
      d) Promotion of human relations (teacher-pupil, pupil-pupil, group membership)
   2. Assemblies
      a) Larger unit for school administration
         (1) Interpretation of school and community policies and problems
         (2) Recognition of special occasions
      b) Larger unit for selected student activities (musical programs, debates, panel discussions, "pep" rallies, others)
      c) Promotion of balance between education and recreation
      d) Opportunity for instruction in good audience attitudes and habits

B. Program and Procedure
   1. The homeroom

a) Assistance to homeroom teachers
(1) Physical and material provisions for homeroom activities
(2) Guide book or other aid to planning homeroom activities
b) Pupil participation in homeroom activities
(1) Homeroom council
(2) Assistance in planning homeroom programs
(3) Assistance in conducting homeroom programs

2. Assemblies
a) Planning and coordination
(1) Role of faculty-student committee
(a) Specific duties
i) Planning total program for the year
ii) Checking continuity, appropriateness, and quality
iii) Previews and evaluations
iv) Keeping records as guides to the future
(2) Checklist for assembly programs
(a) Variety of interests and needs served
(b) Educational, cultural, and recreational values
(c) Care in planning and rehearsal
(d) Care in selecting speakers, films, or other items
(e) Extent of student planning and operation
b) Promotion of public relations within the community
(1) Exchange of programs with other schools
(2) Use of community speakers or panelists
(3) Invitations to parents

C. Evaluation
1. The homeroom
(N.B. This aspect is to be evaluated in terms of the school's own objectives. While the manuals do not provide suggested objectives for homerooms, by implication they should include assistance with extended educational activities and "grass roots" forums for activities coordinated by the Student Council.)
2. Assemblies
a) Effectiveness as educational and inspirational experiences
b) Appraisal of student participation
(1) Planning and conducting of assemblies
(2) Audience participation (as appropriate)
(3) Audience behavior
c) Evaluation of specific assemblies or sequences

IV. Student Publications[15]

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[15] It will be noted in Table II, p. 38, that this sub-area has received little emphasis in the evaluation manuals; in fact, only the National Study's two manuals, among recent issues, give it full sub-area status. Furthermore, none of them makes direct reference to the characteristic Canadian school publication, the yearbook.

A. Objectives and Special Functions
   1. Integration of curricular and co-curricular programs
   2. Development of pupil responsibility
      a) For content
      b) For quality of production
   3. Coordination of student activities
   4. Recording of student achievements
   5. Encouragement of self-expression and creative work
   6. Promotion of good public relations
      a) Between the school and the community
      b) With other schools
   7. Promotion of student interest and cooperation
      a) In the welfare of the school
      b) In the student activity program

B. Program and Procedures
   1. Types of publications
      a) Student handbook
      b) School paper
      c) Others
   2. Organization and management
      a) Extent of faculty control
      b) Procedures for student participation
         (1) Selection of editors and other members of publications staffs
         (2) Methods of encouraging participation by students at large
         (3) Arrangements for "working time"
      c) Physical and material facilities for publications
         (1) Space and basic equipment (tables, typewriter, desks)
         (2) Materials (paper, covers, other necessities)
         (3) Facilities for producing the finished product (duplicating, printing, art work, binding, others)
      d) Circulation
   3. Financing student publications

C. Evaluation
   1. Number and frequency of publications
   2. Quality of content and production
   3. Adequacy of procedures
      a) Planning and supervision
      b) Preparation and circulation
      c) Student participation and interest
      d) Financing
   4. Evaluation of specific publications (such as successive issues of the school paper)

V. Special-Interest Activities

A. Objectives and Special Functions
   1. Contribution to all-round development of the individual
   2. Exploration of aptitudes and interests
   3. Fulfilment of socialization function

4. Training in pleasurable and profitable use of leisure time
5. Training in special skills (music, art, drama, speech)
6. Public relations with the community

B. Program and Procedures
1. Inventory of special-interest activities
   a) Clubs
   b) Drama and speech activities
   c) Music activities
   d) Others
2. Organization and management
   a) Bases for operation of specific activities
      (1) School policy
      (2) Influence of faculty preferences
      (3) Influence of student preferences
   b) Management routines
      (1) Staff duties
      (2) Student duties
   c) Procedures for student participation
      (1) Eligibility rules
      (2) Publicity and other means of encouraging participation
      (3) Arrangements for graded activities
   d) Selection of staff and student leaders
   e) Physical and material provisions
      (1) Space and basic equipment
      (2) Availability of special materials (as appropriate to the specific activity)
      (3) Amount of local freedom to purchase special materials
3. Financing of special-interest activities

C. Evaluation
1. Adequacy of number and variety of activities relative to objectives
2. Appraisal of student participation
   a) Total participation relative to student population
   b) Analysis of participation in terms of cultural priorities of activities
   c) Students' share in organization and management
3. Adequacy of procedures
   a) Selection and organization of activities
   b) Faculty control and participation
   c) Student participation
   d) Coordination with instructional program and with community activities
   e) Financing
4. Adequacy of physical and material provisions
5. Procedures for screening out ineffective activities

VI. Miscellaneous Social Activities

A. Objectives and Special Functions
1. Fulfilment of socialization function

a) Attitudes and interests
b) Special skills
c) Standards of dress and manners
2. Cooperation with the community in its recreational programs

(Sections B and C of this outline have been omitted, as they are virtually the same as the corresponding sections of the fifth sub-area, Special-Interest Activities.)

VII. Co-curricular Physical Activities

A. Objectives and Special Functions
1. Complementary activities to physical education program
2. Meeting of special physical needs of early adolescents, both girls and boys
3. Promotion of educational and physical welfare of all students
4. Development of sportsmanship
5. Maintenance of proper balance between intramural and interscholastic activities

B. Program and Procedures
1. Inventory of co-curricular physical activities
a) Intramural (individual and group)
b) Interscholastic (individual and group)
2. Organization and management
(Similar to the corresponding section of the sub-area on Special-Interest Activities.)
3. Financing of physical activities
4. Special safeguards
a) Prevention and treatment of injuries
(1) Protective equipment
(2) Safety instruction
(3) Insurance
(4) Medical assistance and/or first aid
b) Liaison with parents
(1) To keep them informed
(2) To secure permission for participation in competitive activities
c) Spectator control
(1) Home games
(2) Away games

C. Evaluation
1. Adequacy of number and variety of physical activities relative to objectives
2. Appraisal of student participation
a) Total participation
b) Individual activity programs
c) Students' share in organization and management
3. Appraisal of staff participation
a) Leadership and coaching
b) Distribution of staff time

4. Adequacy of procedures
   a) Selection and organization of activities
   b) Coordination with instructional program and community activities
   c) Control of interscholastic competitions
   d) Financing
5. Adequacy of physical and material provisions

Eighth general area--Student Services. Following the lead of the Cooperative Study of Secondary School Standards, the framers of all the comprehensive manuals have made provision for the evaluation of Guidance, Library, and Health. While Guidance is consistently treated as one of the service areas, there is disagreement on the best classification for the other two. In preparing this outline of critical features, therefore, the investigator used the organizational framework of the National Study's 1963 manual, Evaluative Criteria for Junior High Schools--the one which provides the fullest and most consistent treatment of Guidance, Library, and Health as student services for junior high schools.

I. Guidance Services

A. General Nature and Organization of Guidance Services in This School
   1. Relationship of guidance services to the total program--the school's concept of guidance
   2. Specific functions of guidance
      a) Orientation of new students
      b) Assistance to students with adjustments, choices, and plans
      c) Training in self-reliance and self-direction
      d) Emphasis on moral and spiritual values
      e) Articulation within the school and with other schools
   3. Support for guidance
      a) Administrative staff
      b) Instructional staff
      c) The community
   4. Duties of staff with respect to guidance
      a) Counsellors and others assigned to the Guidance Department
      b) Other staff members
   5. Arrangements to protect guidance staff from conflicting duties
   6. Range of guidance services offered
      a) Individual services
      b) Group activities
      c) Testing and research
      d) Others

7. Physical and material provisions for guidance services

B. Guidance Staff
   1. Preparation, qualifications, and experience
      a) Guidance coordinator or director
      b) Counsellors
      c) Others with specific guidance duties
   2. Teacher participation
      a) Sharing of specific guidance responsibilities
      b) Orientation of students to guidance services
      c) Helping students understand the educational and vocational implications of school subjects
      d) Use of cumulative records
      e) Use of other guidance services
      f) Cooperation with guidance personnel
         (1) Securing information
         (2) Helping individual pupils
         (3) Establishing liaison with the home
         (4) Evaluating guidance services
   3. Specialists for consultation and referral
      a) Inventory of available special services
      b) Procedures for utilizing special services

C. Guidance Services
   1. Individual pupil inventories
      a) Sources of information
         (1) School records
         (2) Standardized tests and psychological studies
         (3) Personal data forms
         (4) Records of interviews, ratings, and examinations (by specialists)
         (5) Anecdotal records and autobiographies
         (6) Conferences with teachers and parents
         (7) Others
      b) Types of information
         (1) Vital statistics
         (2) Home and family background
         (3) Physical and medical status
         (4) School achievement record
         (5) Scholastic aptitude
         (6) Evidence of special aptitudes, interests, and traits
         (7) Personal and social development (in-school and out-of-school)
      c) Provisions for maintenance and use of individual pupil inventories
         (1) By guidance staff
         (2) By others
         (3) Transfer of records
      d) Provisions for safeguarding pupil inventories
   2. Information services
      a) Types of information made available to students
         (1) Personal data

(2) Educational and occupational opportunities, requirements, and conditions
(3) Recreational opportunities
(4) Opportunities for financial assistance

b) Information media
(1) Counselling interviews
(2) Group guidance classes
(3) Guidance reading materials
(4) Guidance bulletin board(s)
(5) Homeroom and assembly programs
(6) Others

3. Counselling services
a) Organization
(1) Counsellor-pupil ratio
(2) Specific responsibilities of counsellors in total guidance program
(3) Administrative arrangements for counselling interviews
(4) Administrative arrangements for counsellors' contacts with other schools and with outside agencies
(5) Inventory of physical and material provisions to facilitate counselling
(6) Clerical assistance for counsellors

b) Interview procedures
(1) Handling of referrals
(2) Use of case conference techniques
(3) Preparation for interviews
(4) Conduct of interviews
(5) Records of interviews
(6) Follow-up routines

4. Research and evaluation services
a) Responsibilities for testing program
b) Use of information obtainable from drop-outs and graduates
c) Interpretation of data from testing and research
d) Role of guidance staff in evaluation of total school program

D. Evaluation
1. Adequacy of total guidance program relative to general aims and functions, to specific objectives, and to expected outcomes
a) General nature and organization
(1) Concept of guidance in this school
(2) Support and facilities for guidance

b) Staff
(1) Numerical adequacy and qualifications of guidance staff
(2) Teacher participation in guidance program
(3) Availability and use of special consultants

c) Guidance services
(1) Cumulative records
(2) Arrangements for supplying information to students
(3) Counselling
(4) Research and evaluation

2. General evaluation
a) Best elements or characteristics

b) Least satisfactory elements or characteristics
c) Improvements recently effected, now underway, or being planned
d) Current research projects

II. Library Services

A. General Nature and Organization
1. Relationship of library services to total program
2. Range of library services
a) Reference library
b) Reading room
c) Lending library
d) Training in use of instructional materials
e) Training in study habits
f) Other related services (by agreement)

B. Staff
1. Numerical establishment
a) Professional staff
b) Clerical assistants
c) Student assistants
2. Qualifications
a) General education
b) Teacher preparation and experience
c) Special library training
d) Personal characteristics
3. Status of professional library staff
4. General responsibilities of professional library staff
a) Leadership in development of instructional materials centre
b) Liaison with administrative staff on library needs
c) Supervision of students using library facilities
d) Organization and operation of the library as a service area
e) Coordination of procurement of library and related instructional materials
f) Articulation with library services at elementary and senior high school levels
5. Inventory of special services provided by library staff
a) Services for teachers
(1) Assistance with selection of books and other instructional materials
(2) Assistance in planning the effective use of library materials for the instructional program
(3) Assistance in the development of good classroom libraries
(4) Information about new books and related materials
(5) Information about students' interests and needs
(6) Other duties (by agreement)
b) Services for students
(1) Training in efficient use of reference materials
(2) Guidance in the selection of reading materials to satisfy individual interests and abilities

(3) Guidance in the development of discrimination in reading
(4) Assistance with classroom assignments requiring the use of library materials
(5) Development of good citizenship (intellectual honesty, respect for property, consideration for others)
(6) Assistance to clubs and other groups with special projects
(7) Training as library assistants (selected students)

C. Organization and Management
1. Financial provisions
a) Sources of funds for library materials and maintenance
b) Inventory of library expenditures (for sample period)
c) Library accounting procedures
2. Selection of materials and equipment
a) Procurement procedures
(1) Use of basic selection guides
(2) Procedures based on local experience
b) Role of administration in selection of materials and equipment
c) Role of classroom teacher in determining library needs
d) Role of students in determining library needs
e) Influence of known community interests and needs
3. Preparation and organization of library materials
a) Description of methods currently used in this school
b) Accuracy of card catalogues and shelf-list files
c) Arrangements to meet professional needs of instructional staff
4. Accessibility of library services
a) Outside of regular school hours
b) During the school day
(1) For members of the instructional staff
(2) For students
(a) As individuals or small groups during regular class periods
(b) Through scheduled library periods
(c) Through "free" library periods
c) Library lending service
d) Age and grade priorities (if any)
5. Care and maintenance of library materials
a) Arrangements for shelving and filing
b) Protection of periodicals
c) Arrangements for re-binding and repairs
d) Arrangements for weeding out unsatisfactory materials

D. Library Inventory
1. Books (by standard classification)
2. Periodicals and newspapers
3. Periodical indexes
4. Other instructional materials

E. Physical and Material Facilities
   1. Space provisions
      a) Size
      b) Location
      c) Internal sub-areas
         (1) Office-workroom space
         (2) Conference room(s)
         (3) Reading room(s)
         (4) Storage facilities
   2. Furniture and basic equipment
      a) Shelving (including space for magazines)
      b) Provisions for filing
      c) Display facilities
      d) Cupboards, stands, and similar equipment
      e) Book carts
      f) Card processing facilities (typewriter, desks)
      g) Workroom equipment (sink, counter)
   3. Availability of standard library aids and supplies
      a) Processing materials
      b) Circulation materials
      c) Repair materials

F. Evaluation
   1. Adequacy of library services relative to general aims and functions, and to specific objectives for library
      a) General nature and organization
         (1) Concept of library service in this school
         (2) Support and facilities for library
      b) Staff
         (1) Numerical adequacy and qualifications of library staff
         (2) Status of library personnel
         (3) Discharge of special responsibilities
      c) Organization and management
         (1) Financial arrangements
         (2) Selection, organization, and maintenance of library materials
         (3) Range and availability of library services
         (4) Adequacy of library inventory
   2. General evaluation
      a) Best elements or characteristics of library services
      b) Least satisfactory elements or characteristics
      c) Improvements recently effected, now underway, or being planned
      d) Current studies of special library problems

III. Health Services

A. General Nature and Organization
   1. Organization of health services in this community
      a) Description (with chart)
      b) The school's special responsibilities in this area
      c) Machinery for school-community cooperation

2. Organization of health services within the school
   a) Relationship to total school program
   b) Composition of health-services staff
   c) General responsibilities of administrative staff, teachers, and other staff members
   d) Machinery for coordination and cooperation within the school
3. Range of school health services
   a) Appraisal of health status of students and staff
   b) Interpretation of health status to those directly concerned
   c) Correction of remediable defects
   d) Identification and assistance to handicapped students
   e) Prevention and control of disease
   f) Emergency procedures and facilities
   g) Health education and development of curricular materials
   h) Assistance with planning and supervision of sports

B. School Health-Services Staff
1. Preparation and qualifications for junior high school work
   a) Director or coordinator
   b) Special health-services personnel (regular and part-time)
   c) Clerical assistants
2. Teacher-counsellor participation
   a) Machinery for in-service preparation
   b) Use of cumulative health records
   c) Teacher-counsellor contributions to health records
   d) Machinery for case conferences
   e) Machinery for development of curriculum materials in Health
3. Specialists for consultation and referral
   a) Inventory of available special health consultants
   b) Procedures for utilization of services of consultants

C. School Health Services
1. Health appraisal
   a) Cumulative health records
   b) Referrals from teachers
   c) Health checks and screening tests
   d) Arrangements for medical examinations
      (1) At regular intervals
      (2) For emergencies or developing health problems
      (3) For pupils involved in strenuous sports
2. Health counselling and follow-ups
   a) Services to pupils
   b) Services to staff members
   c) Services to parents (relative to students of the school)
3. Helping handicapped students
   a) Advice to teachers concerning classroom and program adjustments
   b) Assistance to students with permanent or temporary handicaps
      (1) Direct--arranging for treatment or rehabilitation service
      (2) Indirect--helping with social and emotional adjustment
      (3) Cooperative--working with other staff members to plan appropriate programs or adjustments

4. Prevention and control of communicable diseases
   a) Direct advice to students and staff
   b) Liaison with the home
   c) Public health education in school and community
5. Emergency care
   a) Preparation and distribution of standing instructions
   b) Provision of first aid supplies and instructions
   c) In-service training for other staff members
   d) Preparation of accident and illness reports for the principal
   e) Provision of accident insurance (by agreement)
   f) Liaison with the home
   g) Cooperation with teachers in first aid courses
6. Promoting healthful living for junior high school youth
   a) Assistance to administrative and instructional staff in maintaining optimum physical, mental, and emotional health of all pupils
   b) Sanitary and safety inspections
   c) Promotion of healthful visual, auditory, and thermal environments
   d) Promotion of good sanitation and housekeeping routines
   e) Supervision of measures to promote safety in physical education classes and co-curricular activities
   f) Supervision of school lunchrooms and other food-service facilities

D. Evaluation
1. Adequacy of school health services relative to general aims and functions, and to specific objectives for health
   a) General nature and organization
      (1) Concept of health services in this school
      (2) Support and facilities for health services
      (3) Machinery for coordination and cooperation
   b) Staff
      (1) Numerical adequacy and qualifications of health staff
      (2) Teacher participation in operation of health services
      (3) Availability and use of consultant services
   c) Adequacy of specific health services
      (1) Appraisal procedures
      (2) Health counselling
      (3) Assistance to handicapped students
      (4) Prevention and control of diseases
      (5) Emergency care
      (6) Promotion of healthful school living
2. General evaluation
   a) Best elements or characteristics of health services
   b) Least satisfactory elements or characteristics
   c) Improvements recently effected, underway, or being planned
   d) Current studies of special problems related to health services

APPENDIX B

FORMS, QUESTIONNAIRES, AND MEMORANDA

Throughout this report reference has been made to a variety of mimeographed materials, which may for convenience be grouped into three classifications: (1) forms and questionnaires used to collect data for the evaluation of the J.B. Mitchell School, (2) memoranda used to keep its staff members interested and informed with respect to the objectives and progress of the evaluation project, and (3) miscellaneous forms, memoranda, and directives employed in the organization, administration, and supervision of the school--most of which have been consolidated into the Teachers' Administrative Handbook. While each of these documents may be considered relevant to the investigation, collectively they are too bulky to be included in this report; hence, a selection had to be made.

Appendix B, therefore, has been limited to a few mimeographed documents which were essential aids to the evaluation procedure employed in the investigation, as follows:

1. A copy of the ADVISORY COMMITTEE REPORTING FORM (which illustrates the data-processing routine described on pages 136-38)

2. A copy of the questionnaire entitled SURVEY OF PUPIL PARTICIPATION IN CO-CURRICULAR PROGRAM, June, 1962

3. A copy of the questionnaire entitled SURVEY OF TEACHER QUALIFICATIONS AND EXPERIENCE, June, 1962

4. Copies of five memoranda to the staff of the J.B. Mitchell School, dated respectively

   September 21, 1962
   January 29, 1963
   January 31, 1963
   February 20, 1963
   June 15, 1963.

J.B. Mitchell School Self-Evaluation Project

ADVISORY COMMITTEE REPORTING FORM

Date: ..... Committee Member: .....

General Area: .....

Sub-Area: .....

Specific Feature(s): .....

.....

.....

# # # # # # # #

INVENTORY (The present status of the specific feature(s).)

EVALUATION (Your personal judgment of the suitablility or adequacy of the specific feature(s), keeping in mind the aims and functions of the junior high school.)

ACTION PROGRAM (Suggestions for improvement re the specific feature(s).)

(USE REVERSE SIDE OF FORM IF NECESSARY)

onfidential

J.B. Mitchell School

June, 1962

SURVEY OF TEACHER QUALIFICATIONS AND EXPERIENCE

. Academic Preparation

Subject	Number of Full University Courses or Equivalent	Year	Other Preparation (if applicable)	Year
English				
History				
Geography				
Mathematics				
Science				
French				
Latin				
Art				
Music				
Physical Education				
Other subjects (Name them.)				

B. Professional Preparation

# Subject or Course	No. of Full University Courses or Equivalent	Year	Other Preparation (if applicable)	Year
Philosophy (General or Historical)				
History and Philosophy of Education				
Comparative Education				

Continued on page 2

B. Professional Preparation(Cont'd)

# Subject or Course	No. of Full University Courses or Equivalent	Year	Other Preparation (if applicable)	Year
Principles or Theory of Education				
Psychology (General and/or Special Branches				
Educational Psychology				
Guidance				
Tests and Measurement				
Statistics				
Educational Administration				
Special Subject Methods Courses (Name them.)				
Other Courses (Name them.)				

It is assumed that all teachers have taken a one-year or equivalent basic preparatory training; therefore, this section refers only to courses taken since that time.

C. Teaching Experience

Level	## Extent of Experience (Years and Months)	Approximate Dates
Elementary		
Junior High		
Senior High		

Make no distinction between experience before and after certification.

D. Other Preparation or Experience Relevant to Teaching Competence (not included in other sections of this questionaire) (Use back of form if more space is needed)

il _____ Class _____

J.B. Mitchell School

SURVEY OF PUPIL PARTICIPATION IN CO-CURRICULAR PROGRAM
(June, 1962)

STRUCTIONS: Show your own participation for 1961-62 in school activities outside of your regular classes by placing an "x" in each space that applies to you.

REGULAR INTER-SCHOOL SPORTS

Activity	Tried out, but didn't make the team.	Made the team as a player or regular spare.	Accompanied the team as an official.
Basketball			
Soccer			
Softball			
Speedskating			
Volleyball (Girls)			

OTHER INTER-SCHOOL SPORTS

Activity	Tried out, but didn't make the team.	Made the team as a player or regular spare.	Accompanied the team as an official.
Cross-Country Races			
Gymnastics			
Indoor Track			
Volleyball (Boys)			

INTRAMURAL SPORTS (i.e. sports involving only our own school)

Activity	Took an active part in try-outs (if held).	Played on the Room Team, or competed in Field Day (as applicable).	Acted as an official more than once.
American Ball			
Basketball			
Flag Football			
Soccer			
Track & Field			
Volleyball			

EXTRA ART AND MUSIC ACTIVITIES

Art		Music	
Decorations for School Tea		Orchestra	
Decorations for School Parties		Instrumental Classes	
Special Competitions (Indicate the number of entries you submitted.)		Glee Club	
		Festival Choir(s)	
Other voluntary art projects (e.g. in Free Art periods)		Special Choirs (e.g. Remembrance Day, or Closing Exercises)	
		Other voluntary music projects (Name them.)	

vey of Pupil Participation in Co-Curricular Program (Cont'd)

CLUBS

Science Club		Chess Club		Drama Club	
Attended regular meetings		Attended regular meetings		Attended regular meetings	
Worked on special project(s) (e.g. Science Fair)		Took part in tournament		Helped with school play (actor or worker)	
Other science activities (Name them.)					

STUDENT COUNCIL ACTIVITIES

Council and Committee Meetings		School Parties		Other Activities (Name them.)	
Elected Council Member		Helped on a planning or working committee			
Worked on a Council Committee (whether a member of Council or not) [Do not include dance committees here.]		Attended one or more coke dances			
		Attended annual grade party			
		Attended final party (Grade 1X's only)			

SCHOOL PAPER -- THE JBM JOURNAL

Staff		Contributor	
Room Representative		To one issue only	
Editor, sub-editor, or holder of a named office		To more than one issue	

MISCELLANEOUS ACTIVITIES

School Tea Nov., 1961)		Open House (March, 1962)		Closing Exercises & Reception (June, 1962)		Others (Name them.)	
Ticket seller (2 or more)		Worked on special project or display material in my own time		Special duty (usher, etc. - Don't include choir.)			
Special duty (usher, server, dishwasher, etc.)		On duty during Open House					

J.B. Mitchell School Self-Evaluation Project

MEMORANDUM # 1

September 21, 1962.

To Members of the Advisory Committee:

Preamble

Previous briefings on this evaluation project have been relatively informal. I now propose to pass on to you a series of memorandums explaining the aims, criteria, procedures, etc., and ask that you give these matters your consideration as the project proceeds. In addition, from time to time I will be asking you to give me your best judgment on specific features of our total program or situation that are currently under review.

General Aims of The Project

1) To develop an action program for the gradual self-improvement of J.B. Mitchell School as a medium for the growth of junior high school pupils.
2) To awaken our entire staff to a greater understanding of the abiding aims and functions of the junior high school, and of our personal roles in the continuous evaluation and improvement of the school's total program.
3) To prepare a workable set of criteria for junior high school evaluation in Winnipeg.
4) To illustrate the extent to which American evaluation criteria and procedures can be used to advantage in Canadian schools.

The Specific Problem

To analyze the strengths and weaknesses (the commendable features that are worthy to be continued, as opposed to the censurable features that should be altered, re-aligned, or replaced) of the J.B. Mitchell School after the first six years of its operation as a junior high school.

Evaluation Criteria

We all have personal criteria by which we judge the school. To make our judgments as valid as possible, we need standards of comparison. These standards are not available in a simple format, but may be derived from references of two main kinds:

(a) Literature on the History and Philosophy of the Junior High School

The following references are now available (or on order) on our own professional shelf. (In addition, there is a wealth of material in Winnipeg libraries, especially at the University of Manitoba.)

Gruhn & Douglass, The Modern Junior High School
Kenneth H. Hansen, Public Education in American Society
Leonard V. Koos, Junior High School Trends
Gertrude Noar, The Junior High School: Today and Tomorrow
Stuart Noble, A History of American Education
Charles E. Phillips, The Development of Education in Canada

(b) Books and Manuals on Evaluation of Schools

The following references are on our professional shelf or in my office.

Harl R. Douglass, Modern Administration of Secondary Schools
J. Minor Gwynn, Theory and Practice of Supervision
Ross & Stanley, Measurement in Today's Schools
J. Lloyd Trump, New Directions to Quality Education (pamphlet)
The Bulletin of the National Association of Secondary-School Principals, November, 1960 (special issue on the Junior High School)

Representative Evaluation Manuals
- (W.G. Anderson, An Instrument for the Self-Evaluation of Junior High Schools
- (Criteria for Evaluating Junior High Schools (Texas Study of Secondary Education)
- (Evaluation Criteria, 1960 Edition (National Study of Secondary School Evaluation)
- (Junior High School Evaluative Criteria (Utah Department of Public Instructon)
- (Procedures for Appraising the Modern Junior High School (California Association of Secondary School Administrators)

Procedure

A. Time Schedule. Some of the material needed for this project was collected in May and June; e.g. data re student population, extra-curricular participation, staff qualifications and experience, etc. However, it will probably take most of the current year for the selected criteria to be applied and "judgments of worth" summarized. It is too soon to tell how long it will take to crystallize the "action program" mentioned in the first general aim.

B. The General Plan of the Project. Total-school evaluation involves about eight main areas, as follows:

- Philosophy and Objectives
- Basic Information re Pupil Population and The Community
- Staff
- Physical Facilities
- Program (General)
- Program (Special Areas)
- Co-Curriculum
- Service Areas

Each general area, in turn, is normally divided into sub-areas, about thrity-five in all.

C. Method. For each sub-area certain evaulative criteria will be adapted from the five representative manuals, and these will be applied to our local situation. The resulting judgments will comprise the evaluation of this sub-area, and the weaknesses thereby revealed will be labelled as items to be incorporated in an action program.

As I indicated in the Preamble, from time to time it will be necessary to ask the members of the Advisory Committee to evaluate specific features. Two procedures will be used: (1) group conferences; (2) individual reporting on a special evaluation form.

Evaluation of First Area--Philosophy and Objectives

This area has three sub-areas, as follows:

(a) Philosophy of the provincial system
(To what extent is it compatible with the abiding aims and functions of the junior high school, as revealed in the literature?)

(b) Philosophy and Objectives of the School Division
(Does the Winnipeg School Division have specific objectives for its junior high schools, apart from those implicit or explicit in the Program of Studies?)

(c) J.B. Mitchell School
(To what extent does the school have freedom to develop its own philosophy and objectives? Is there evidence that it has used the freedom that exists? Should these "basics" be in written form? By whom should they be developed?)

These few questions outline an area of thinking. Each member of the Advisory Committee is asked to do some reading and thinking about this area as a first contribution to the evaulation project.

Evaluation of Second Area--Pupil Population and the Community

The purpose of evaulating this area is to determine whether or not we have available, and use, essential information about our pupils and the community in which they live. Details will be supplied in Memorandum # 2. Meanwhile, you might crystallize in your own mind, from reading and personal experience, the material for the first sub-area; viz.

Characteristics of Junior High School Pupils.

-- MRT

J.B. Mitchell School Self-Evaulation Project

MEMORANDUM # 2

January 29, 1963.

To Members of the Advisory Committee:

Continuity

As it is four months since you received Memorandum # 1, it is desirable that you re-read it before proceeding with the reading and thinking suggested in this one.

You will recall that Memorandum # 1 outlined briefly the implications of the First Evaluation Area - Philosophy and Objectives, in terms of three sub-areas, and asked that each member of the Committee do some thinking about this area. If you have followed this suggestion, you will by now have realized, as I have, how little guidance for each staff member is provided by the formulations of Philosophy and Objectives in the official publications of the Department of Education and the School Division. Moreover, as a staff we have not, to date, consciously attempted to overcome this defeciency by formulating a Statement of Philosophy and Objectives for the J.B. Mitchell School.

Furthermore, even a cursory examination of the Second Evaluation Area should suggest defeciencies in our knowledge concerning our pupils, both as adolescents and as individuals; and we are far from being thoroughly acquainted with the community in which they live. Additional "needs" in this dual area will undoubted be evident as you study the following outline of specific features for evaluation.

Evaulation of Second Area - Pupil Population and the Community

To repeat: "the purpose of evaluating this area is to determine whether or not we have available, and use, essential information about our pupils and the community in which they live." Six sub-areas are stressed in the evaluation manuals. (Ref. p. 2 of Memo. # 1.) These sub-areas, with the most important specific features to be appraised for each one, are shown in the following outline:

PUPIL POPULATION AND THE COMMUNITY

1. Characteristics of Junior High School Pupils
   - a) Availability of information
   - b) Evidence that this knowledge affects day-to-day teacher-pupil relations

2. Data re Pupils
   - a) Data for organization of school program
     - (1) Enrolment estimates and trends
     - (2) Characteristics of pupil population
       - i) Physical (age, sex, maturity)
       - ii) Learning capacity
       - iii) Reading skills
       - iv) Others
   - b) Evaluation of pupil achievement
     - (1) Re ability and effort
     - (2) Re educational and occupational intentions
     - (3) Re promotions and placements
     - (4) Re stability of pupil population

2. Data re Pupils (cont'd)

   c) Data re handling of individual pupil problems
      [N.B. Overlaps sub-area Guidance in Eighth Evaulation Area.]

   d) Articulation with elementary schools and high schools

3. Drop-out and Follow-up Studies
   a) The problem of drop-outs
      [N.B. Not directly relevant at JBM, as there are few drop-outs; much more important in other socio-economic areas.]

   b) Evaluating our work through follow-up studies
      (1) to high school
         i) General (Matriculation) Course
         ii) Commercial Course
         iii) Technical-Vocational courses
         iv) High School Leaving or equivalent program

      (2) To special courses
      (3) To trade training and other post-school outlets
      (4) To direct employment

4. Resources and Needs of the Community Relative to Education
   a) Distinctive characteristics of the community (geographic, cultural, economic, etc.)
   b) Special hazards (if any) for young people
   c) Educational and occupational states of adults in the community
   d) Community attitude to schools
   e) Community needs for information re education and this school
   f) Curricular implications of this survey of resources and needs

5. Informal Educational Influences in the Community
   a) Assessment of role of parents
      (1) Re motivation
      (2) Re assistance with general education
      (3) Re occupational information of potential value to the school
   b) General cultural influences - a survey and appraisal
      (1) Libraries etc
      (2) Youth-serving agencies
      (3) Recreational agencies (public and non-public)
   c) Influence of mediums of mass communication

6. Role of Lay Groups in the School's Total Program
   a) Curriculium and control
   b) Facilities for curriculum enrichment
      (1) Business and professional organizations
      (2) Religious and ethnic organizations
      (3) Miscellaneous

Action Program (Tentative)

As the final phase of this evaluation project, I intend to outline an action program for the self-improvement of the J.B. Mitchell School as a medium for pupil growth. I intend also to suggest the priorities for action. At that time, if I am still here, we will be able to work cooperatively towards the implementation of this action program insofar as it proves to be practicable; if not, I hope that you will act on your own initiative as a special staff committee.

Meanwhile, are there priorities that should not wait for the completion of the total self-evaluation project? For example, does your thinking with respect to the first two evaluation areas suggest the need for one or more committees to study unsatisfactory aspects of our total program in these areas? Is there need for immediate action in the other general evaluation areas?

Some discussion of the priorities for action will, I hope, be possible at our next general staff meeting.

-- MRT

January 31, 1963.

MEMORANDUM TO STAFF

Follow-up to General Staff Meeting

As there was no evident interest at Tuesday's meeting in my proposal that we set up a small staff committee to study the basic philosophy of the junior high school and specific objectives that should be the guideposts for our total program, I would like to suggest an alternative approach; viz. that each staff member do three things to clarify his/her own thinking:

1. Review the statements on these matters in the official General Introduction to the Curriculum for the Junior High Grades of the Manitoba Schools (a copy of which should be in the possession of each teacher), and in the Winnipeg School Division's Code of Rules.
2. Analyze his/her own practices to determine the extent to which they are in harmony with, or in conflict with, the philosophy and objectives outlined in these publications.
3. Be prepared, at our next regular staff meeting, to discuss the pros and cons of these official formulations as guides to the classroom teacher.

Meanwhile, you will be interested in two comments that appeared in The Manitoba Teacher (May-June, 1961), the official magazine of our own Society:

> "Too often they [critics of our school systems] have based their criticisms on philosophies and theories expounded in text books and programmes of study. In doing so they have overlooked the fact that for better or worse there is frequently little relationship between these and the methods and philosophies of the teacher in the classroom." (Editorial)

> "Statements of educational aims have little effect on classroom teachers, who are kept busy doing what they have to do." (C.E. Phillips)

If true, these generalizations seem to me rather devastating criticisms of both professional status and professional ethics. At least, they should stimulate some introspection and argument.

—M.R. Thompson

February 20, 1963.

MEMORANDUM TO STAFF

Some Further Notes on Philosophy and Objectives of the Junior High School

The junior high school is the intermediate level of the American common school; as such it is part of a continuing process by which we publicly educate our young people. Therefore, its ultimate aims must be the same as those of the whole process.

A few selected quotations will indicate that there is no universal educational philosophy:

"The ultimate aim of education is, of course, the self-realization of all persons. But, as we have seen, self-realization is to be achieved through a balanced participation in all the institutions of society. The immediate aim of education is, therefore, to prepare young people for effective participation in those institutions. The institutions of society are the objectives of education. It follows as a corollary that the curriculum must be composed of the intellectual resources used in operating those institutions."

--Ross L. Finney, A Sociological Philosophy of Education

"It seems to follow that education itself is a process of adjustment by adaptation--that is to say, adjustment by inner personal changes each of them in the direction of adjustment; that right education is a process of becoming civilized; that civilization or the art of living together in the presence of natural law is inherent in the institutional products of social evolution; that right personal adaptations must be the elements of civilization."

--Morrison, Basic Principles in Education

"Expressed crudely, the question in debate is whether a child should be educated for himself or for the service of society (or the State) or for some combination of the two ends.

.....

We must hold that a scheme of education is ultimately to be valued by its success in fostering the highest degrees of individual excellence of which those submitted to it are capable.

.....

It follows that there can be no universal aim of education if that aim is to include the assertion of any particular ideal of life; for there are as many ideals as there are persons. Educational efforts must, it would seem, be limited to securing for every one the conditions under which individuality is most completely developed--that is to enabling him to make his original contribution to the variegated whole of human life as full and as truly characteristic as his nature permits; the form of the contribution being left to the individual as something which each must, in living and by living, forge out for himself."

--Nunn, Education: Its Data and First Principles

"The School...is charged with the responsibility of helping the child select for study under its direction those experiences which may be most fruitful in aiding him to attain the most intelligent behavior at his age level.

.....

The experience curriculum may be defined as a series of purposeful experiences growing out of pupil interests and moving toward an ever more adequate understanding of and intelligent participation in the surrounding culture and group life."

--Hopkins, Integration

- - - - - - - - -

You will recognize that these quotations represent two apparently antithetic philosophies. The following quotation should help to crystallize these differences, and suggest their practical bearing on the day-to-day work of the teacher.

"The institutionalists think of democracy as a heritage to be preserved and transmitted to posterity by means of efficiently organized public schools, such as we have at present. The progressive idealists think of democracy as an emerging principal to be achieved sometime in the future by methods of education not yet generally employed in the conventional institutions.

.....

Criticism has been directed against the abuses of institutionalism and not against the concept itself. No one advocates following Rousseau back to Nature in education. Not even the most radical thinkers contend that education in a modern society can be conducted without the aid of schools, studies, or systematic organization under the direction of the state. The critics object most of all to the restrictions which institutions place upon individual development. In other words, their efforts are directed towards reforming rather than abolishing the tradition of institutionalism."

--Noble, History of American Education

- - - - - - - - - -

All teachers, unless they are day-to-day opportunists, work from a philosophy of education, consciously or unconsciously. It seems to me part of each teacher's professional responsibility to re-appraise his/her own aims in the light of the fullest possible understanding of the meaning of education, the ideals and values of our society, the specific objectives laid down by our education authorities, and one's personal outlook on life. In addition, at each level of the school system, it is essential that we understand its special or unique functions.

--M.R. Thompson

NOTE:

Please bring this memorandum and that of January 31 to the next staff meeting.

J.B. Mitchell School Self-Evaluation Project

MEMORANDUM # 5

June 15, 1963.

To Members of the Advisory Committee:

To All Members of the Teaching Staff:

Continuity

This is the fifth, and last, memorandum for 1962-63. Previous memorandums, while not always addressed to the entire Teaching Staff, have in fact been given general circulation. All of you have, therefore, been involved directly or indirectly in this evaluation project.

To recapitulate briefly, Memo. #1 outlined the General Aims of the project, the Specific Problem, the nature of the Evaluative Criteria (including a list of references), the General Procedure, and some details of the first two areas for evaluation; viz. Philosophy and Objectives, and Pupil Population and the Community. Memo. #2 gave further details of the specific features to be evaluated under the second area, and commented on the priorities for an Action Program—as they can be seen at this stage of the investigation. (This reference to priorities was intended to prepare us for discussions at later staff meetings.)

Then, in January and February, 1963, you received two memorandums—#'s 3 and 4—containing observations on how we might approach the study of the Philosophy and Objectives of the junior high school, with special reference to J.B. Mitchell.

Progress Report

This project has taken much longer than I originally planned, although the extended time for study and thought about evaluation criteria and procedures has not been without benefits. There are several reasons why it has become a three-year project: first, the obvious factors of limited time and energy for spare-time research; secondly, the proven need for an extensive study of the junior high school as an institution; thirdly, the absence of suitable Canadian criteria, necessitating an analysis of American evaluation manuals; and fourthly, the very complexity of a comprehensive evaluation of a school, involving as it does the selection and appraisal of literally hundreds of specific features.

To review briefly the work of the past two years, during 1961-62 emphasis was placed on planning (with a considerable amount of trial and error involved), discussions with staff members, identification of the problem in practical terms, analysis of American criteria, study of the history and philosophy of the junior high school, and the collection of miscellaneous data--especially concerning Pupil Population, Co-Curricular participation, and Staff Qualifications and Experience. This past year, 1962-63, has been devoted to refinement of the criteria, documentation of the theory part of the project, further discussions with staff (including general discussions at several staff meetings), and the collection of some data for each of the seven major areas. Particular emphasis has been placed on these areas: Philosophy and Objectives, Staff, Physical Facilities, the Co-Curricular Program, and one aspect of Service Areas; viz. Guidance.

First Phase of the Action Program

While it may seem logical to leave the Action Program until the collection and interpretation of all data have been completed, it simply is not practicable. Improvements that are obviously needed cannot wait indefintely; it is impossible to be actively involved in a total-school evaluation without taking action to improve what is unsatisfactory.

In addition to many small changes that have resulted from my own re-appraisal of the school, you will all be conscious that three more extensive phases of the Action Program have already been set in motion: (1) the study of the Philosophy and Objectives of the junior high school, (2) a re-appraisal of our Co-Curricular Program, with a view to improving both its educational value to our pupils and its effectiveness as a stimulus to school spirit; and (3) the additions and modifications to the Physical Facilities of the school to make possible an improved program in terms of team teaching, better facilities for several teaching areas (guidance, music, art, science, home economics, new staff areas for work and relaxation), and additional connecting corridors to improve the movement of classes. In addition, three staff members, as part of a credit course in Guidance, made a study of several features of the second area, Pupil Population and the Community.

Plans for 1963-64

Thank you all for your interest and assistance, and a special thanks to members of the Advisory Committee for your additional help at various stages along the way.

I am hoping over the summer to write a large part of the report, and to be able to complete most of the actual work of evaluation prior to 1964. It is probable, however, that the refinement of the conclusions and recommendations, and the establishment of priorities for the Action Program will not be completed until some time in the new year.

Meanwhile, let us continue to effect improvements in any and all aspects of our total program as our thinking and experience suggest the need.

-- MRT