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A STUDY OF THE RELATIVE SIGNIFICANCE OF

POSITIONAL AUTHORITY AND EXPERTISE

IN AN EXPERIMENTAL SCHOOL

by

James Marvin Howard, Jr.

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APPROVAL PAGE

This dissertation has been approved by the following committee of the Faculty of the Graduate School at The University of North Carolina at Greensboro.

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ABSTRACT

HOWARD, JAMES MARVIN, JR. A Study of the Relative Significance of Positional Authority and Expertise in an Experimental School. (1973)
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Schools are nearly always organized bureaucratically for both governance and curriculum and instruction matters. Decisions are usually passed down the hierarchy in a prescribed and efficient manner. The researcher argues that the bureaucratic organizational model is both inevitable and appropriate for the governance of schools. Functions such as making rules to insure the health and safety of people in schools, adopting accounting procedures for the receipt and dispersal of funds, and directives concerning the maintenance of buildings are examples of governance decisions. However, the bureaucratic organizational model is less than appropriate and certainly not inevitable for curriculum and instruction. Instead, it is argued that the professional model should be adopted in the area of curriculum and instruction. For example, teachers should determine course titles and content, the scope and sequence of content, and which instructional materials are best suited for their purposes. It should be quickly added that teachers as professionals may well profit from enlisting the aid of others such as parents and students in making decisions regarding curriculum and instruction.

In the present study the researcher focuses on the relationship between two major sources of power, positional

authority and expertise,* in an experimental elementary
school that will be organized bureaucratically for
governance functions and professionally for curriculum
and instruction. Although most schools rank positional
authority above expertise in all school matters, the
researcher argues that positional authority should rank
above expertise in governance functions but expertise
should be ranked above positional authority in the area
of curriculum and instruction. The setting for the study
of the initiation of an organizational model effecting a
marriage of the bureaucratic and professional models is
an elementary school in the Camp Lejeune Dependents'
Schools system.

The researcher has adopted the case study method-
ology in order to describe the forces, including person-
alities and groups, that were involved in the planning
process prior to the establishment of the experimental
school.

The dissertation is, therefore, exploratory, the
hope being that the conceptual understandings arrived at
will be the basis for further research focusing on partic-
ular aspects of what happens when the new organizational
model is initiated in the experimental school.

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*A third source of power is charisma, but its
elusive nature makes it difficult to research. It is
therefore only mentioned in passing in the present study.

ACKNOWLEDGMENTS

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CHAPTER I

INTRODUCTION

Schools are traditionally organized in a bureau-
cratic manner, for decisions regarding school policy and
educational matters are made at various levels along the
hierarchical structures, from the board of education down
to the teacher and students. This method of operation,
which works smoothly and somewhat efficiently in industry
and labor management, has been openly criticized by educators
as not necessarily being appropriate in the educational
sphere. It is the purpose of the present study to propose
and facilitate an alternative form of organization for
schools, one which utilizes a professional model in dealing
with matters involving curriculum and instruction, and
retains the traditional bureaucratic structure for dealing
with governance matters such as maintenance, food service,
school safety, fiscal and budget affairs, and general
operation of the school facility. A hypothetical model
was conceptualized as the logical alternative to the
existing criticisms of contemporary schools. Subsequently,
plans were formulated for the actual implementation of the
model during the school year 1973-74. A complete revision
of the traditional roles of principal, teacher, and

paraprofessionals was necessary to facilitate the change
in structure; lines of communication were opened as the
teachers were given direct decision-making powers in the
area of curriculum and instruction; and professionalism
was enhanced as the constraints of rules and other bureau-
cratic characteristics that inhibit instructional improve-
ment and organizational flexibility were lifted.

The "raison d'etre" for this entire study, the
impetus behind it, is concern for the student as an
individual and an opportunity for finding the conditions
for his personal and self-development. In accordance with
the political ideals of our society, education has long
professed to be concerned primarily with educating the
student as a whole person--with developing the individual
student's self-concept and feeling of worth in an effort
to effectively prepare him for life in our complex world.
But education has often failed to do this by virtue of
the fact that students are largely excluded from the
decision-making process that supposedly directly affects
their personal, social, and emotional development. In
short, they are treated as products of the bureaucracy.

Bureaucracy, as a method of organization, works
well in a situation where the standardization of a product
is the end goal. One rationale as developed by Ralph Tyler
and other behaviorists suggests that those things that
are really important to a child's educational development

can be identified in an objective manner so that the
task for educators is to concern themselves with the
process of guiding children toward certain specified
goals. It is the intent of this researcher to question
the validity of this rationale for schooling. Through
exploration of alternative options in school organization
and curriculum and instruction, the researcher has presented
a case that challenges those educators who would profess
that the ends justify the means and would continue to
crank out the incipient scholar as the model product of
the institution. Thus the researcher presents schooling
as an abstract entity whereby the process of education is
not subordinate to institutional goals.

The researcher's first task is the definition of
terms used throughout the subsequent chapters of this
study.

Three sources of power are available to a school
administrator in his leadership role: positional authority,
or power over the actions of others by virtue of his formal
status; expertise, or recognized competence; and charisma,
or intangible personal qualities of a positive nature.
Max Weber refers to the sources of power in somewhat
different terms and identifies them as elements of authority:

> Weber 'referred to authority as traditional
> when the subjects accept the orders of superiors
> as justified on the grounds that this is the
> way things are always done; rational-legal
> or bureaucratic when the subjects accept a

ruling as justified because it agrees with
a set of more abstract rules which they
consider legitimate, and from which the
ruling is "derived" (and in this sense,
rational); ...' and _charismatic_ when
'... subjects accept a superior's orders
as justified because of the influence of
his personality, with which they identify.'[1]

Roland Nelson, who feels that authority comes under
the umbrella of power, says that authority is derived from
power.[2] His position is supported by Gross, who argues
that "... any source of administrative capacity may be
appropriately regarded as a source of power. Authority,
particularly the formal authority associated with official
position, has long been regarded, and properly so, as a
source of power."[3]

Katz and Kahn define authority as the "legitimate
power which resides in a person because of his role and
position in an organized social structure."[4] Gross
restates it more succinctly as "accepted right."[5] In

[1]Amitai Etzioni, _Modern Organizations_ (New Jersey:
Prentice-Hall, 1964), pp. 52-55. The researcher's views
were derived from Dale L. Brubaker and Roland H. Nelson,
Introduction to Educational Decision-Making (Dubuque,
Iowa: Kendal/Hunt Publishing Co., 1972), p. 105.

[2]Roland H. Nelson, personal communication.

[3]Bertram M. Gross, _The Managing of Organizations_
(London: The Free Press of Glencoe, 1964), Vol. I, p. 289.

[4]Daniel Katz and Robert L. Kahn, _The Social
Psychology of Organizations_ (New York: John Wiley and
Sons, Inc., 1966), p. 220.

[5]Bertram M. Gross, _The Managing of Organizations_
p. 293.

this way, the word denotes compliance with an individual's directives in a formal organization by virtue of his position (specified job) in that organization rather than his personal attributes. The researcher will refer to this interpretation whenever using the phrase "positional authority."

Two personality variables, expertise and charisma, are also recognized as important sources of authority. Blau and Scott, in referring to expertise, say:

> ... a second characteristic of professionalism is the specificity of professional expertness. The trained professional is a specialized expert qualified to deal with problems in a strictly limited area; he makes no claims to generalized wisdom; he is neither sage nor wise man. The practitioner's authority over his clients rests on their confidence in his expertness in some specified area; he enjoys no authority outside that sphere. [6]

And Bettinghaus enlarges upon the previously given definition of charisma when he states, "The charismatic leader is one whose ability at persuasion and leadership seems to transcend any of the usual abilities that individuals seem to possess." [7]

Using two sources of power, positional authority and expertise, as a frame of reference, the researcher has

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[6]
Peter M. Blau and W. Richard Scott, _Formal Organizations_ (San Francisco: Chandler Publishing Co., 1962), p. 61.

[7]
Erwin P. Bettinghaus, _Persuasive Communication_ (New York: Holt, Rinehart and Winston, Inc., 1968), p. 117.

focused his attention on their relative significance in
an alternative experimental school.[8] In traditionally
oriented schools, the primary source of power utilized
in decision-making is positional authority. In the
experimental school described in this study, there was
a definite attempt to demonstrate that a school could
be administered both efficiently and effectively by
making expertise the more significant source of power.
It follows that decision-making in the experimental
school will use positional authority far less than it is
used in traditionally organized schools.

It is from Weber's second source of authority,
the rational-legal source, that positional authority
originates. Kimbrough and Todd, in exploring the dimen-
sions of bureaucracy as related to schools, define bureau-
cracy in terms of this rational-legal or positional view
of authority: "Bureaucracy is a pattern of ordering
relationships among personnel in an organization. These

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[8]The elementary school involved was Tarawa Terrace
II, Camp Lejeune Dependents' Schools, Camp Lejeune, North
Carolina. It has approximately six hundred students,
grades one to six. Located in a lower socio-economic
housing development, the school was chosen because of its
traditional nature both architecturally and personnel-
wise. A more complete description of the school is found
in Chapter Two.
The elusive nature of charisma as a source of
power renders it difficult to research. It therefore is
simply mentioned in passing in the present study.

relationships are based on rationality, with authority being vested in the position rather than in an individual."[9]

Traditionally schools are bureaucratic, formal organizations and as such characteristically provide for a hierarchical structuring of offices vested with legitimized authority. Bidwell, in a comparison of schools with the traditional Weberian model, concluded in his analysis that schools have the following bureaucratic characteristics:

1. A functional division of labor (for instance, the allocation of instructional and coordinative tasks to the roles of teacher and administrator);

2. The definition of staff roles as offices; that is, in terms of recruitment according to merit and competence, legally based tenure, functional specificity of performance, and universalistic, affectively neutral interaction with clients;

3. A hierarchical ordering of offices, providing authority structure based on the legally defined and circumscribed power of offices and regularized lines of communication;

4. Operation according to rules of procedure, which set limits to the discretionary performance

[9]Ralph B. Kimbrough and Eugene A. Todd, "Bureaucratic Organization and Educational Change," _Educational Leadership_, December (1967), p. 220.

of officers by specifying both the aims and

modes of official action.[10]

The experimental school proposed in this study was

designed to wed the bureaucratic and professional models

of organization.[11] The bureaucratic model exhibits the

following characteristics:[12]

1. The bureaucrat's foremost responsibility is

   to represent and promote the interests of his

   organization;

2. The bureaucrat gets his authority from a legal

   contract backed by the rights and privileges of

   his office;

3. The bureaucrat's decisions are governed by

   disciplined compliance with directives from

   superiors;

4. The court of last resort for appeal of a

   decision by a bureaucrat is higher management.[13]

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[10]Charles Bidwell, "The School as a Formal Organization," Handbook of Organizations, ed. by James G. March (Chicago: Rand McNally and Co., 1965), p. 974.

[11]The researcher is indebted to Dale L. Brubaker and Roland H. Nelson, Introduction to Educational Decision-Making, pp. 31-46 for a discussion of bureaucratic and professional models of organization.

[12]Charles Bidwell, "The School as a Formal Organization," p. 974.

[13]Brubaker and Nelson, op. cit., p. 41.

On the other hand, the professional model has the following characteristics:

1. The professional is bound by a norm of service and a code of ethics to represent the welfare of his clients;

2. The professional's source of authority comes from his technical competence and expertise and knowledge;

3. The professional's decisions are governed by internationalized professional standards;

4. The court of last resort for appeal of a decision by a professional is his professional colleagues.[14]

Thus, the bureaucratic model primarily depends on positional authority, whereas the professional model primarily emphasizes the use of expertise.

It is important to note that most schools are organized bureaucratically for both governance and curriculum and instruction, which is to say that they are not presently organized professionally for either governance or curriculum and instruction. "Governance encompasses (and translates) the formal, legal rules and regulations which control the overall operation of the organization. Curriculum and instruction refers to that area within the

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[14]Ibid.

school as a socio-political system where learning experiences that students encounter occur."[15]

The model proposed in this study is based on the premise that the school should be organized bureaucratically for governance purposes and professionally for matters of curriculum and instruction. The following examples illustrate the distinction between decisions that would fall into each category:

> Governance
> Rules concerning health and safety in the school.
> Directives concerning the maintenance of the building.
> The decision to initiate a bond issue and particular issues to be voted on.
> Particular accounting procedures for the receipt and dispersal of funds.
> The formation of committees designed to maintain a working structure for the year.
>
> Curriculum and Instruction
> The choice of course titles and content for such courses.
> Sequence and scope of the curriculum.
> Choice of textbooks and other instructional materials.
> The establishment of seminars for honor students.
> Discussions with respect to ability grouping.
> The decision to adopt team teaching as an alternative in ninth grade English.[16]

Thus, governance refers to matters of maintenance, food service, school safety, fiscal and budget affairs, and general operation of the school facility; whereas curriculum

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[15]Ibid., p. 37.

[16]Ibid.

and instruction refers to matters such as course work, subjects taught, classroom organization, and teaching methods.

SIGNIFICANCE OF THE PRESENT STUDY

After reviewing related studies in a systematic
and rigorous manner, it is clear that leadership in general
and the relationship between positional authority and
expertise in particular are in a hazy limbo for they lack
conceptual clarity.[17] The significance of the present
study is then obvious: it is an effort to bring clarity to
this important area of administrative theory and practice.

Brubaker and Nelson delineate five basic functions
that schools perform for students: confinement, training,
indoctrination, sorting, and providing the conditions for
personal or self-development. They add:

> ... schools can exercise considerable
> choice about the manner in which these
> functions are performed and the degree of
> emphasis they assign to each function.
> Whether they exercise such choice depends
> on whether or not schools free themselves
> from the bureaucratic organizational model
> for curriculum and instruction matters.
> (Note that we did NOT say for governance.)[18]

The significance of the present study is that it
reassigns priorities to these five basic functions of
schools, thereby freeing the experimental school from the
bureaucratic model for curriculum and instruction matters.

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[17]Warren G. Bennis, "Leadership Theory and Admin-
istrative Behavior: The Problem of Authority," _Adminis-
trative Science Quarterly_, December (1959), pp. 259-260.

[18]Dale L. Brubaker and Roland H. Nelson, _Intro-
duction to Educational Decision-Making_, p. 47.

For example, personnel in the experimental school will
tend to emphasize the function of providing the conditions
for personal or self-development more than the functions of
confinement, training, or indoctrination. The experimental
school was designed as an attempt to completely break away
from the bureaucratic model for curriculum and instruction
matters. The professional model was applied in this area
whereas the bureaucratic model was retained for matters
of governance. Kimbrough and Todd state:

> One or more of the following criticisms of
> bureaucracy appear in many recent articles
> and books written about organizations:
> 1. The inability to legitimize differences
>   in ideas among personnel depresses
>   creativity.
> 2. The probability exists that new ideas
>   generated from within will be subjected
>   to vetoes by members of the official
>   hierarchy, especially if these ideas
>   are in conflict with perceived rational
>   teaching behavior.
> 3. Bureaucracy does not adequately allow for
>   personal growth and the development of
>   mature and healthy personalities.
> 4. The bureaucratic structure cannot accomodate
>   the diversity of external inputs needed
>   for a democratic school system.
> 5. The extrinsic reward system stimulates
>   conformity rather than innovation.
> 6. The lines of communication are oftentimes
>   closed because of hierarchical divisions.[19]

The present study is significant in its attempt
to bypass these pitfalls of bureaucracy. Creativity and
innovative ideas will be encouraged and stimulated rather

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[19]Ralph B. Kimbrough and Eugene A. Todd, "Bureau-
cratic Organization and Educational Change," Educational
Leadership, December (1967), pp. 221-222.

than being suppressed. Communication lines will be open among personnel as professional decisions are made by the professionals themselves.

James Macdonald, in his article entitled "Responsible Curriculum Development," cites several examples of "irrespond-ability" of curriculum developers to the personal growth of a student and his need to learn values, assumptions, and facts about human relationships, social roles and the like as opposed to dry bits of unrelated information with an emphasis on grades and test performances. He states,

> ... Little brothers to the taxonomies are what are called behavioral objectives. By this I mean those who have taken the so-called "Tyler" rationale and turned it into a process of grafting or passing on specific cognitions or affects or actions through a form of behavior modification techniques. The taxonomy offers these people an easy authoritative source to build their "nitty-gritty" programs on. Unfortunately, they rarely get beyond the first level of the cognitive domain in any meaningful way. The behavioral objectives people are in full stride today in many of the curriculum projects at the local levels. Among other objections to this approach, we might say that they deal mostly in partial segments of human behavior, work best in relation to the most trivial of goals, assume a stance of god-like quality, and perhaps most dangerously of all, operate from a logic of "means" which is divorced from ends in the logic of the technique.[20]

Macdonald further suggests a need for an alternate model for curriculum and instruction:

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[20]James B. Macdonald, "Responsible Curriculum Development," <u>Confronting Curriculum Reform</u>, ed. by Elliot Eisner (Boston: Little, Brown and Co., 1972), p. 124.

Thus, curriculum development today is
ecologically irresponsible because it pays
almost no attention to a number of major
factors related to learning: for example,
the student, the school as an organization,
the reinforcing or contradictory impact of
mass media, or the use of knowledge beyond
academic tasks.[21]

The significance of the present study is that

it recognizes these outside influences that play such

an important role in the life of the student. In short,

the study is important in its clarification of the re-

lationship among the concepts of positional authority

and expertise; in its unique approach to the problems

of governance and curriculum and instruction; in its

effort to stimulate rather than stifle personal growth

and individual creativity in the administration of an

experimental school; and in its effort to present a

curriculum that has meaning for the student of today.

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[21] Ibid., p. 126.

REVIEW OF RELATED LITERATURE

A review of the literature does not reveal studies precisely like the present one. However, there are related studies that shed light on the subject chosen for this dissertation.

Much sociological study has been done concerning analysis of the similarities and differences between schools and other social systems. Johnson states that "most organizations are to a large extent formal--that is, many forms of interaction in them are issued and enforced by persons in specially designated roles. Prominent examples of formal organizations are... universities, schools, hospitals, and libraries."[22] Kast and Rosenzweig expand Johnson's definition of the formal organization by stating: "Formal organization is the planned structure and represents the deliberate attempt to establish patterned relationships among components which meet the objectives effectively. The formal structure is typically the result of explicit decision-making and is prescriptive in nature--a 'blueprint' of the way activities should be accomplished."[23]

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[22]Harry M. Johnson, Sociology: A Systematic Introduction (New York: Harcourt, Brace and World, Inc., 1960), pp. 280-281.

[23]Fremont E. Kast and James E. Rosenzweig, Organization and Management: A Systems Approach (New York: McGraw-Hill Book Co., 1970), p. 172.

The importance of the authority concept as related
to formal organizations is probably placed in its clearest
perspective by Robert Presthus when he suggests that organ-
izations be defined as "relatively permanent systems of
authority relationships with the most critical variable
being the degree of individual accomodation to organizational
authority."[24] March and Simon indicate the significance of
authority to the individual by pointing out that, "in a
sense, the employee who joins an organization agrees to accept
its authority in matters pertaining to his employment in
exchange for certain rewards."[25]

The concept of power is closely intertwined with
that of authority for power is "the probability that one
actor within a social relationship will be in a position to
carry out his own will despite resistance."[26]

Robert Bierstedt says, "Only groups which have power
can threaten to use force and the threat itself is power.
Power is the ability to employ force, not its actual

[24]Robert Presthus, The Organizational Society
(New York: Alfred A. Knopf, 1962), p. 113. See also
James G. Anderson, Bureaucracy in Education (Baltimore,
Md.: Johns Hopkins Press, 1968).

[25]James G. March and Herbert A. Simon, Organizations
(New York: John Wiley and Sons, Inc., 1958), p. 91.

[26]Peter M. Blau and W. Richard Scott, Formal
Organizations, p. 27.

application."[27] The concept of power, then, implies a
threat of coercion whereas the concept of authority does
not necessarily imply such a threat.

Robert Nisbet conceptualizes power and authority
as two sides of the same coin, the coin being influence.[28]
His view of the authority-power relationship focuses on
influence, with power on one end of the continuum and
authority on the other end. Both elements are present in
every management situation; however, in any given situation,
one of the two elements predominates.

Brubaker and Nelson discuss in depth the effectiveness
of the bureaucratic model in dealing with affairs of govern-
ance as well as curriculum and instruction in schools. They
state that schools are organized bureaucratically because
"... bureaucracy provides for disciplined compliance with
rules, regulations, and directives from superiors... and
because... the hierarchical organization of a bureaucracy
provides clear lines of authority and responsibility so
that individuals can readily be held accountable for their
actions..."[29]

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[27]Robert Bierstedt, "An Analysis of Social Power,"
American Sociological Review, December (1950), p. 733.

[28]Robert A. Nisbet, The Sociological Tradition
(New York: Basic Books, 1967), pp. 3-7.

[29]Dale L. Brubaker and Roland H. Nelson, Introduction
to Educational Decision-Making, p. 38.

They establish that a bureaucratic model deals with affairs of governance appropriately since affairs of governance are clear-cut, they have discreetly measurable ends, and the means for reaching the ends are generally agreed upon. However, curriculum and instruction is an abstract area in which the ends are not discreetly measurable; the means for researching the objectives are not agreed upon; and the causal relationship between the means and the ends is not readily or concretely demonstrable. [30]

> Tasks designed to meet the general educational objectives such as worthy home membership and effective citizenship cannot be broken down into routine, specialized tasks. Hence, professional judgment rather than disciplined compliance with orders from superiors is the appropriate pattern for reaching more general abstract objectives. Consequently, if these general objectives are the ones schools actually hope to reach, the bureaucratic model is both inefficient and ineffective.[31]

Therefore, Brubaker and Nelson conclude that although the bureaucratic model may be satisfactory when applied to affairs of governance, it falls short when dealing with curriculum and instruction.

The case against a bureaucratically organized model for curriculum and instruction is further supported by Wilmer S. Cody, who states:

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[30] Ibid., p. 38.

[31] Ibid.

> To review, supervision, process, mech-
> anisms, and bureaucratic rules are valuable
> and, to some extent, necessary ways of ensuring
> that school organizations and their staff
> members are accountable to their clients.
> None of them, however, is sufficient, and
> each is accompanied by constraints on the
> teacher that prevent him from doing an effec-
> tive job. Existing bureaucratic systems,
> borrowed from the fields of industrial and
> business management, are in conflict with the
> procedural autonomy and flexibility the highly
> trained professional teacher must have to
> meet the varied needs of the students with whom
> he works.[32]

He adds, "... the attempts of the bureaucratic

system to achieve accountability from teachers result in

constraints on the teacher..."[33]

> This dilemma will be resolved as an
> administrative system of tools and procedures
> is developed that will permit accountability
> to be expressed in terms of the results of
> the school's and the individual teacher's
> efforts. Bureaucratic control mechanisms
> will be reduced if and when the system is
> able to measure results in terms of the needs
> of its clients and in terms of the effect of
> schooling.[34]

The need for an alternative model is clearly indicated.

The present study, in an effort to provide such an alternative

model, has therefore adopted the professional model for

affairs of curriculum and instruction while retaining the

existing bureaucratic structure for affairs of governance.

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[32]Wilmer S. Cody, "The Administrator Looks at His
Practice," Freedom, Bureaucracy, and Schooling, ed. by
Vernon F. Haubrich (Washington, D.C.: Association for
Supervision and Curriculum Development, NEA, 1971), p. 102.

[33]Ibid., p. 104.

[34]Ibid.

METHOD OF INVESTIGATION

The researcher has adopted the case study method in order to describe the alternative organizational model that served as the basis for the experimental school which is the topic of this dissertation. The case study method has several features that lend themselves to descriptive study of this kind.

"The value of the case study method, it has been suggested, lies in its effort to discover all the variables relevant to a given case. It tries to convey an understanding of a class or type of phenomena by the full description and detailed analysis of one or a series of cases belonging to that class."[35]

> ... the 'case method' is a powerful tool. Instead of being provided with pre-analyzed material which he then applies to new situations, the student is engaged in a process that allows him latitude in testing the utility of alternative conceptual systems. Cases, then are not simply a means of illustrating and teaching concepts; they provide the grounds by which general statements about public policy can be generated and tested.[36]

It is to this end--the opportunity to evaluate the utility of alternative conceptual systems--that the researcher employs the case study method of investigation. A signif-

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[35]Ely Chinoy, "Case Study Method," A Dictionary of the Social Sciences, ed. by Julius Gould and W.L. Kolb (New York: The Free Press, 1964), pp. 74-75.

[36]Donald W. Oliver and James P. Shaver, Teaching Public Issues in the High School (Boston: Houghton Mifflin Co., 1966), p. 91.

icant rationale for use of this method of research in
this dissertation is that it not only facilitates the
tracing of historical events backward, but also permits
opportunity to build a conceptual framework for future
case studies. The applicability of the case study method
to the present study is readily apparent:

> The development of the case study resem-
> bles that of historical investigation since
> it traces events in a backward direction.
> After the observations have been made, the
> materials are arranged in logical order.
> A series of case studies may reveal information
> that will help formalize a new idea for
> basic research.[37]

Furthermore, "case studies... provide an insight
into social reality unattainable through statistical
analysis..."[38] Such statements readily support the
researcher's choice of the case study method as the frame-
work for his study.

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[37]Hildreth Hoke McAshan, Elements of Educational
Research (New York: McGraw-Hill Book Co., 1963), pp. 21-22.

[38]Ely Chinoy, "Case Study Method," pp. 74-75.

CHAPTER II

TOWARD A WORKING MODEL OF GOVERNANCE
AND CURRICULUM AND INSTRUCTION
IN THE EXPERIMENTAL SCHOOL

In the previous chapter certain key terms, such as positional authority and expertise, were defined after which literature related to the present study was reviewed and the case study method of investigation was described. In the present chapter, the investigator will describe a working model of governance and curriculum and instruction in a particular experimental school after those events leading to adoption of the model are explored.

GENESIS OF THE MODEL

Plans for the experimental school were begun as early as November of 1972. At that time, discussion dealt with reorganization of staff personnel in an effort to facilitate a more effective learning climate for the students. The school was designed as a cooperative experiment between the Camp Lejeune Dependents' School System, Camp Lejeune, North Carolina, and the School of Education at the University of North Carolina at Greensboro. It was decided that the site for the joint experiment would be Tarawa Terrace II Elementary School located at Camp Lejeune.

The Camp Lejeune Dependents' School System operates for dependent children of military and civilian personnel residing on the military reservations located at Marine Corps Base, Camp Lejeune and Marine Corps Air Station, New River. The school district is responsible for providing an academic program comparable to public schools in the state of North Carolina. The academic program currently provides educational opportunities for all eligible school age children beginning with kindergarten and extending through the 12th grade.[1]

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[1]
Administrative Overview for the Report of Self-Study (Camp Lejeune, N. C.: Marine Corps Base Dependents' Schools, 1972), p. 1.

Tarawa Terrace II Elementary School, one of five elementary schools in the Camp Lejeune Dependents' School System, is responsible for providing education for school age children in grades one through six from the Tarawa Terrace II and Knox Trailer Park housing areas. It also provides a Special Education program for eligible children in grades one through six from the Marine Corps Base and the Marine Corps Air Station.[2]

As mentioned in Chapter One, Tarawa Terrace II Elementary School was selected for the present study because of its traditional nature, as exemplified in both architecture and personnel. The school consists of thirty classrooms, one art room, one reading room, an auditorium, a library, one teacher's lounge, a cafeteria, and an office complex as well as various rest rooms and storage areas. Prior to implementation of the experimental program, the school staff consisted of the following: one full time principal; twenty-three full time classroom teachers; two half-day teachers in language arts and math; three full time special education teachers; and nine paraprofessionals (one clerical, eight instructional).

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[2] <u>Ibid</u>., p. 3.

DESCRIPTION OF THE SCHOOL POPULATION

The school population of Tarawa Terrace II* School consists of approximately six hundred students in grades one through six. Distribution by grades shows approximately one hundred students per grade (more than 100 in grades one and two; fewer in grade six) and thirty-five in special education. Most of the students come from homes of lower ranking enlisted Marines (E-6 and below) who live in low standard housing. The general educational level of the parents is high school or below, and prior to their military service, most parents came from a lower socio-economic level background.[3]

As military dependents, the children who attend Tarawa Terrace II are entitled to free medical treatment with the exception of most dental work. All children entering the school system for the first time in either kindergarten or first grade are required to have a physical examination. These medical services are provided by the Naval Hospital facilities aboard the base.[4]

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*Hereafter designated as either Tarawa Terrace II or TT II.

[3] Tarawa Terrace II Elementary School Self-Study (Camp Lejeune, N.C.: Marine Corps Base Dependents' Schools, 1972), p. 12.

[4] Ibid., p. 14.

IMPLEMENTING THE MODEL

A complete reorganization of personnel at TT II was effected as the experimental school went into operation. Instead of one principal and his full time staff of thirty-one teachers and nine teacher's aides, the school now included the following: one Senior Instructional Leader; one Director of Administrative Services; six Instructional Leaders; twelve Senior Teachers; eighteen Intern Teachers; and nineteen Paraprofessionals (twelve instructional, seven clerical). Also available to the school were curriculum consultants from the School of Education at the University of North Carolina at Greensboro who will continue to visit the school periodically throughout the year.

This total reorganization and abrupt departure from the traditional bureaucratic model was implemented in order to meet the individual needs of each student more effectively. As stated in the initial proposal for the experimental school, the cooperative effort "will be designed to meet individual needs by a more efficient use of professional and paraprofessional personnel and will bring to bear on

the instructional process within the school a wider range

of teacher abilities and expertise than is now possible

under the present school organization."[5]

Implementation of the experimental program was en-

visioned by Nelson and Clark as follows:

> Current enrollment of the school in ques-
> tion is approximately 600 students. These
> 600 students would be grouped into six
> groups. Three groups would include chil-
> dren whose ages range from six to nine or
> ten, and three groups of children whose ages
> range from ten to twelve, or possibly thirteen.[6]

As proposed, the six groups constituted the six

"schools" of the total experimental school, each group

being a school within a school. Assigned to each group

of one hundred students were one Instructional Leader, two

Senior Teachers, three Intern Teachers, and three Parapro-

fessionals (two instructional and one clerical). The Senior

Instructional Leader, the Director of Administrative Services,

and one clerical Paraprofessional were the only central staff

not assigned to a particular school.

Nelson and Clark stated that this reorganization of

personnel would provide"...all types of possibilities for

grouping so that it would not be rare to have one teacher

[5]
Roland H. Nelson and Dwight Clark, "Cooperative Pro-
ject for Creative Individualized Motivation of Students
Through Organizational and Instructional Innovations in
Schooling," mimeographed proposal (Camp Lejeune, N.C.:
Marine Corps Dependents' Schools, 1973), p.2.
[6]
Ibid.

working with one, two, three or four youngsters while others might be working with youngsters in groups varying in size from five to sixty, depending upon the learning activities which are to take place."[7]

Many advantages to the proposed experimental school immediately became evident. The more important advantages were as follows:

--The number of adults available to work with the children increased. The previous teacher-pupil ratio of one to sixteen improved to one to thirteen.

--The experienced, highly competent teachers in the school became more influential than they had been under the pre-existing organizational model. It became possible for them to directly influence the education of one hundred students as opposed to twenty or twenty-five.

--The instructional staff was not only permitted but encouraged to interact freely. Such interaction resulted in increased professional development of the staff.

--Curriculum innovations were more likely to be effectively employed since the flexible nature of the organization did not glue an individual teacher to a rigid, daily, routine type schedule.

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[7]
Ibid.

--The support of university personnel encouraged

continued experimentation and innovations of a

controlled and relevant nature.

--Accountability for sound instruction resided with

the teachers, who were provided with resources and

decision-making authority previously accorded to

the hierarchy of administrative staff.

ELEMENTS OF THE MODEL

Differentiated staffing for the experimental school
is based upon the needs of the individual student as well
as the need for redefining the roles of such administrative
positions as the principal and curriculum consultants. This
method of staffing releases the teacher from most non-teach-
ing tasks by the widespread use of Paraprofessionals and
Intern Teachers. John McManama states,

> School administrators turn to differenti-
> ated staffing out of discontent with tradi-
> tional staffing patterns. The traditional
> staff is not geared to meet the individual
> needs of youngsters. Just as the youngsters
> have individual differences, so do teachers;
> yet in traditional patterns there is little
> opportunity to allow teachers to work full
> time at the things they do best. The differ-
> entiated staff, including the supportive
> staff, makes it possible for teachers...to
> work at a level of responsibility and
> competence which is rare in the traditional
> school.[8]

Organizational Pattern

The chart on the following page graphically illus-
trates the proposed organizational model:

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[8]
John J. McManama, An Effective Program for Teacher
Aide Training (New York: Parker Publishing Co., Inc., 1972),
p. 148.
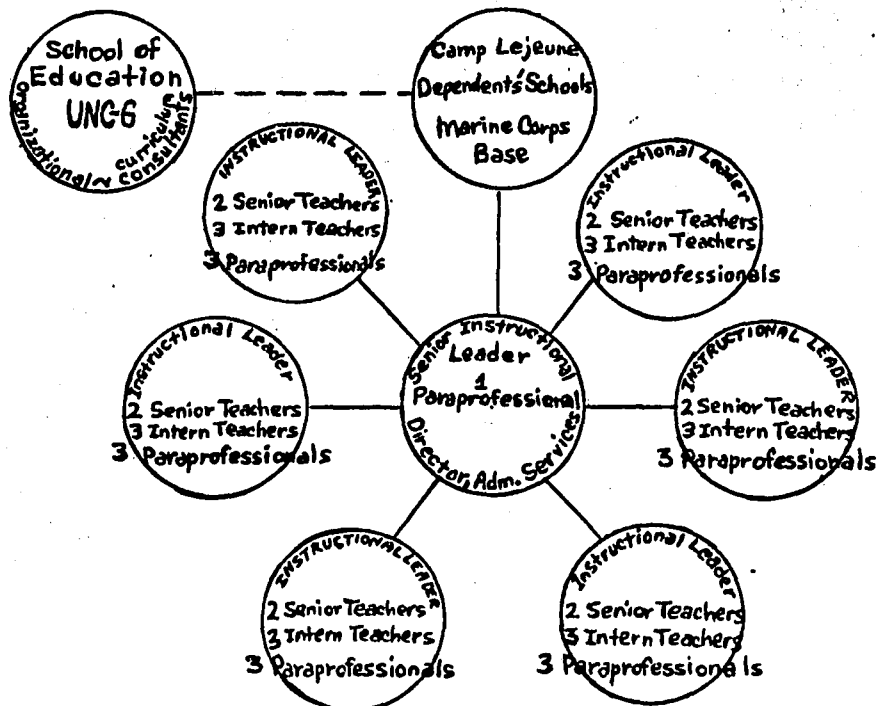
Roles of Participants

Significant changes in the traditional model are readily apparent. The role of "principal" has been split into two separate positions, that of Senior Instructional Leader and that of Director of Administrative Services. The rationale behind this explanation of leadership functions is based on the widely varied and growing set of expectations placed upon the school principal. In most schools today, he is a curriculum director, a financial expert, building manager, personnel developer, counselor, public relations expert, consultant, sounding board, philosopher, and scholar. The principal must be a firm disciplinarian and a fair judge, director of transportation and food services, developer of budgets, and an evaluator of programs. Thus, his responsibilities make it virtually impossible to serve as a director of instruction. One man cannot possibly

devote adequate time and energy to both kinds of issues.
Therefore, the effective operation of a school requires the
presence of two trained professionals instead of one: One
to serve in a purely administrative capacity, and one to
have responsibility for instruction and curriculum.

As previously mentioned in Chapter One, this re-
organization of the model so that the role of principal has
been reclassified into two joint roles (that of Director
of Administration and that of Senior Instructional Leader)
has wide significance in the areas of governance and curric-
ulum and instruction. Separation of performance expectations
of the position enables the Director of Administrative
Services to effectively carry out his duties in a primarily
bureaucratic manner. His duties necessarily deal with
governance---that is, they are concerned with the day-to-
day decisions regarding operation of the fiscal and physical
aspects of the school itself. This allows the Senior Instruc-
tional Leader to deal with all issues concerning curriculum
and instruction, and to set up functional priorities and
goals facilitated by the professional model; that is, all
decisions regarding the actual learning experiences of the
students are made by the professionals themselves--the
teachers. Thus, governance matters which lend themselves
to normal bureaucratic structure are dealt with by the
Director of Administrative Services. Matters of curriculum
and instruction, which are more abstract and should include

input from teachers and students, are the domain of the
Senior Instructional Leader. Such a departure from the
traditional model has been recommended by Brubaker and
Nelson.[9]

An outline of duties handled by the Director of
Administrative Services includes the following performance
tasks:*

1. Supervises non-instructional personnel such
   as secretaries, custodians, food service staff.

2. Supervises transportation of students.

3. Supervises buildings, grounds, and storage.

4. Handles requisitions of supplies and materials.

5. Maintains necessary records such as attendance
   of students and staff.

6. Is responsible for fiscal operation of the school.

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[9]
Dale L. Brubaker and Roland H. Nelson, Introduction
to Educational Decision-Making (Dubuque, Iowa: Kendall/Hunt
Publishing Co., 1972), pp. 42-45

*It should be noted that performance standards for
the different levels of expertise within the model school
were, in part, determined through criteria established by
task analysis in a differentiated staffing project in a
school at Mt. Airy, North Carolina. Long, David H.,
"Individualized Instruction Through Differentiated Staffing,"
1971-1972, Annual Report. Mt. Airy City Schools, Mt. Airy,
North Carolina. Unpublished. (Appendix B.) These criteria
together with established performance standards already
existing in Camp Lejeune Dependents' Schools will serve as
guidelines for the various position levels during the first
year of operation. An analysis of the actual tasks performed
by the people involved in the model project will take place
during the initial year of operation.

7. Works with the public in community use of the facilities.

8. Works closely with Senior Instructional Leader in recommending to the person in charge of system-wide business matters instructional materials and supplies to be included in the school budget.

9. Can be approached by the teachers without going through the Senior Instructional Leader except for requisition of supplies and materials.

10. Works with Senior Instructional Leader to provide smooth operation of lunchroom, secretarial services, use of resources, and the like.

The Senior Instructional Leader's performance tasks are as follows:

1. Assumes responsibility for instructional leadership.

2. Assists in planning continuing educational programs.

3. Assists in selecting teachers.

4. Assists in relating programs to objectives of the school system and to the local community needs.

5. Encourages innovation and experimentation on the part of teachers.

6. Meets with parents to discuss and describe the program.

7. Helps teachers develop more effective teaching learning situations.

8. Helps teachers deal with problems of pupil control and discipline.

9. Aids teachers in effective use of instructional media and materials.

10. Arranges for consultants to assist teachers.

11. Works with other supervisors and staff members to relate program to over-all system programs.

12. Works with Director of Administrative Services to provide smooth operation of lunchroom, secretarial services, use of resources, etc.

Differentiated staffing is carried still further in this organizational model. Each school within the experimental school is assigned an Instructional Leader, two Senior Teachers, three Intern Teachers, and three Paraprofessionals. At this level, differentiated staffing is highly advantageous.

School systems which have been involved with differentiated staffing report the following advantages:

1. There is a better opportunity to provide individualized instruction.
2. Teachers of acknowledged competence can be rewarded at a level which will keep them in teaching.
3. Schools can take advantage of the individual differences among teachers.
4. Scheduling is much more flexible.
5. Teachers are involved in decisions on curriculum planning and teaching

methods at a higher level than are
traditionally organized teachers.
6. Cooperative planning among teachers
accelerates involvement in the best
of new available methods and mate-
rials.
7. There is time, support, and encourage-
ment for high-level teaching.[10]

Major duties and responsibilities of the Instructional

Leader in each school are as follows:

1. Organizes, with the assistance of team members,

   material to provide for clarity, continuity,

   and coverage of subject presentation.

2. Assists other team members in presentation of

   materials for classroom instruction to large

   and/or small groups. Numerous techniques of

   instruction are used; e.g., lectures, demon-

   strations, active student participation, and

   audio-visual aids. At times, outside consult-

   ants may be invited to participate as needed.

3. In cooperation with other team members, will

   keep current the required records of all stu-

   dents in that school on a daily, weekly,

   semester, and an annual basis.

4. With the assistance of the Director of Super-

   vision and Curriculum, the Director of Adminis-

   trative Services, and the Senior Instructional

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[10]
John J. McManama, <u>An Effective Program for Teacher
Aide Training</u>, p. 149.

Leader, the Instructional Leader will conduct
a testing program for the pupils she super-
vises.

5. Will participate in extra-curricular activities
as an intricate part of the teaching responsi-
bilities to include workshops, in-service train-
ing, etc.

6. In coordination with the Senior Instructional
Leader, will coordinate activities with the
School Librarian.

7. Will make special provisions for specialized
instruction for pupils who need additional help
in reading and speech.

8. In coordination with the Senior Instructional
Leader and other team members, will be respon-
sible for individual parent conferences and
reports to parents on a periodic basis.

9. In cooperation with the Senior Instructional
Leader and other team members, will be respon-
sible for coordination of audio-visual equip-
ment for both large and small group instruction.

10. In cooperation with the Senior Instructional
Leader, will be responsible for the placement
and reassignment of pupils within a program
and/or other academic programs as required in
order to meet the individual differences of each

pupil assigned.

11. Will be responsible for the assignment of
    duties to the teacher aides in accordance with
    the current job description for teacher aides
    and the aide's ability. This will include, but
    not be limited to, such assignments as working
    with all members of the team, cutting stencils,
    supervising pupils in the cafeteria, etc.

12. Will be responsible for the assignment of duties
    to Intern Teachers in accordance with current
    directives of the college or university which
    assigns students to the school system. This
    includes working closely with the college pro-
    fessors who supervise the Intern Teachers. Will
    be responsible for coordinating the supervision
    of Intern Teachers by the Senior Teachers as well
    as herself---to include specific as well as general
    guidelines in assisting Intern Teachers in preparing
    lesson plans, in assigning them to other team members,
    and in making certain that each Intern Teacher be-
    comes an active fully-participating team member.

13. The Instructional Leader will be responsible for
    briefing substitutes assigned to his/her team
    prior to reporting to the classroom.

14. Will utilize the services of the school Counselor
    in the instructional program, and will refer

students to the Counselor when emotional, develop-
mental, or behavioral problems are exhibited by
students for whom she or her team are responsible.

15. Will assume other duties as they occur.

The major duties and responsibilities of the two Senior
Teachers in each school are as follows:

1. To organize material to provide clarity, con-
   tinuity, and coverage in presentation, in
   cooperation with the Instructional Leader.

2. To present prescribed material as classroom
   instructions. Techniques of instruction are
   varied; e.g., lecture, demonstration, active
   student participation, both as a group and as
   individuals, and selective use of available
   visual aids. The technique used will be dictated
   by the prevailing conditions which include back-
   ground and interests of the students, maturity
   and sophistication of students, and knowledge of
   subject. This requires that the teacher exercise
   a high degree of perception and sensitivity to the
   needs of the student. Presentations will also in-
   clude large and small group instruction and team
   teaching. Provisions will be made for individual-
   ized instruction as needed.

3. To evaluate student progress and provide counsel in ways and means to meet the needs of each individual student.

4. To keep current the required records.

5. To discuss students' progress with Senior Instructional Leader and parents as needed, both orally and in writing.

6. To participate in extra-curricular activities as assigned as an integral part of teaching responsibilities, to include workshops, in-service training, etc.

7. To assist the Instructional Leader in assigning duties to and guiding the progress of Intern Teachers.

8. To perform other duties as they may occur.

The Intern Teacher is a full team member and works under the Instructional Leader and a Senior Teacher with their guidance and assistance. The duties at this level, the extent of involvement, and the rate of progression into full teaching responsibilities will be determined by the competences demonstrated. Intern Teachers will be assigned teaching tasks in three different categories as follows:

1. Primary Responsibility: will include those tasks for which the Intern is competent to perform and for which the Intern will be responsible.

2. Secondary Responsibility: will include those
    tasks requiring competences less than those
    possessed by the Intern Teacher and normally
    performed by someone else but may be performed
    by the Intern Teacher if necessary or expedient
    to do so.

3. Assisting Responsibility: will include those
    tasks which require more skill and competence
    than the Intern Teacher currently demonstrates
    but for which she can and will develop the re-
    quired competence by assuming an assisting role.
    When this competence occurs, the task will become
    primary responsibility.

The Instructional Aide, with professional supervision,
will function in an instructional setting. There will be
daily planning with the Instructional Leader, Senior Teacher,
and/or Intern Teacher; and specific teaching duties will be
assigned. Some other typical duties will be as follows:

1. Supervise small study groups and committees,
    testing situations, children's individual re-
    search projects, and interest centers.

2. Help small groups and individuals with skill,
    remedial, and make-up work.

3. Collect resources such as maps, charts, magazine
    articles or library books for the teacher;

correlate lesson assignments with special

teachers and librarians.

4. Work in the school library as assigned.

5. Assist instructor of large groups by calling

the roll, controlling fringe disciplinary

problems, etc.

6. Accompany teacher on field trips.

7. Read to pupils and hear children read.

8. Perform miscellaneous duties as they occur.

The Clerical Aide will assist the team with routine

non-teaching duties. Typical activities will include the

following:

1. Preparing ditto masters, stencils, offset

masters, and other instructional materials re-

lated to class lessons or displays; operating

any office machines.

2. Working with all audio-visual aids.

3. Supervising playground, clean-up, and safety

patrol.

4. Typing letters, tests, schedules, and related

teaching materials; assisting with bulletin

boards.

5. Supervising children in the lunchroom, hallways,

restrooms, etc. and collecting lunch money.

6. Assisting teachers with record keeping and

attendance taking.

7. Copying reports, checking seatwork, and working with room library.

8. Performing miscellaneous duties as they occur.

Anticipated changes which were brought about as implementation of the experimental organizational model took place included the following:

1. Abandoning entirely the concept of the "school principal" as an identifiable professional position.

2. Establishment of a model utilizing normal bureaucratic methods for dealing with matters of governance, and the application of professional methods for dealing with matters of curriculum and instruction.

3. Establishment of a model for differential staffing in the experimental school.

4. Establishment of a staff model with two leadership positions known as (a) Senior Instructional Leader and (b) Director of Administrative Services.

5. Providing instructional leadership for Senior Teachers and Intern Teachers which would result in improved teaching techniques, individualized learning experiences, and ultimately in more superior pupil performance.

6. Establishment of the concept of in-service education as a constant, day-to-day activity.

It was also recognized that to predict all possible objectives and outcomes of the proposed organizational model would be virtually impossible, due to the subtle or subjective nature of such things as changes in attitudes. The more easily measurable, quantifiable objectives of the organizational model were outlined as follows:

1. To improve learning opportunities, individual learning experiences, and pupil progress among the target population.

2. To establish an organizational model which would facilitate significant improvement in pupil progress.

3. To arrive at an optimum level of utilization of the collective talents of staff members through differentiated staffing.

4. To explore the hypothesis that effective school leadership requires a team of two professionals functioning at the central core of the school staff.

5. To explore the hypothesis that the most effective teacher education takes place on a daily basis within the teacher's own classroom.

6. To enhance the teacher's own professional self-concept through the development of a significantly improved learning situation for students.

7. To explore the hypothesis that affairs of
   governance are best dealt with in a normal
   bureaucratic manner, and that affairs of
   curriculum and instruction are most effectively
   dealt with by means of the professional model.

8. To serve as an experimental school which other
   agencies and organizations might empirically
   evaluate. For example, the School of Education
   of the University of North Carolina at Greensboro
   might implement innovative methods in the area
   of curriculum revision and organizational change.

The Planning Process

In order to implement the cooperative project, the
researcher realized that emphasis upon the planning process
in effecting change should be given significant attention.
Initially, the researcher identified important questions that
generally must be considered in the planning for change.
Brubaker suggests that the following questions are inherent
to some degree in most situations in which change takes place.

1. What philosophical commitments have I made as
   a person and how will these commitments influence
   my rationale for plans to be developed? This
   question is directed at the value system or belief
   system of the planner. The planner's answer to
   this basic question will be indicated in answers
   given to the more specific questions that follow.

If, for example, a planner views man as basically trustworthy, kind, and helpful, this view will influence the quality of the plan he develops; if a planner, on the other hand, views man as basically unreliable and simply out for his own welfare, this view will influence the quality of the plan he develops.

2. How much am I, the planner, willing to compromise my value system given situation X? It may be necessary for the planner to compromise a particular value in order "to get a piece of the pie." How much will this cost the planner to make such a compromise? At what point will he compromise no further?

3. As all plans are based on assumptions about the future, what assumptions do I make about future conditions? This is a critical question, for a plan can be technically sound and yet meet defeat because the planner(s)' assumptions about future conditions are inaccurate. The Edsel Car serves as but one graphic illustration.

4. What is the target population for the plan under consideration? In other words, have I, the planner, clearly identified those people who will be affected by the plan?

5. What assumptions do I, the planner, make about
   how the target population will receive the plan?
   As the success or failure of a plan's implementa-
   tion depends in large measure on the planner(s)'
   prediction as to how people affected by the plan
   will probably react to the plan, the previous
   questions are critical.

6. How should the plan be presented to the target
   population? The attitudes, and value system, of
   the planner(s) are made clear to the people in-
   fluenced by a plan in the manner in which the
   plan is presented. In short, the planner(s) must
   convince those to be influenced by a plan of the
   value of cooperating so that the plan can be
   effectively implemented.

7. A closely related question is who should be in-
   formed of various aspects of a plan and at what
   point(s) in the planning process? It is essential
   to the planning process that adequate information
   be given to the proper people at the proper time
   in order to gain support for the plan.

8. Who should be involved in planning and at what
   levels and at what time in the planning process?
   This is a critical question for it calls for the
   coordination of time, talent, and energy.

9. What form should the plan take? Some plans are
    discussed verbally whereas others are written or
    presented more graphically by using various forms
    of media. One's chances for successfully effect-
    ing a plan depend on the choice of form and the
    manner in which the form is used after it has
    been chosen.

10. Finally, what do I think my chances for success
    are if I adopt Plan X, rather than Y or Z? This
    is an important question not only because of actual
    chances for success of a particular kind of plan,
    but also because of the planner(s)' belief that
    his choice is a good one. His choice probably
    has a better chance for success if he feels that
    he has made a wise decision.[11]

Evaluation

Using the previously mentioned questions as a frame-
work for planning for the experimental school, the research-
er started keeping a log of events to verify the extent to
which ideas identified during the planning process were
being implemented. (See Appendix A.)

The log was expected to meet a number of needs. First,
it would indicate the extent to which dispersal of power

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[11] Dale L. Brubaker, Planning for Curriculum and
Instruction (Greensboro, N.C.: University of North Carolina
at Greensboro, 1973), unpublished mimeograph, pp. 7-10.

in the existing hierarchy of the school system was taking place. In other words, once the Superintendent agreed to the establishment of the cooperative school based on the professional model, he in effect suspended a great deal of power. Once the Senior Instructional Leader was selected for the school, the Director of Instruction and the Consultants relinquished much of their power. (Subsequently, when the Senior Instructional Leader selected the Instructional Leaders, he/she thereby disposed of most of his/her formal power.) Thus, authority as a source of power for curriculum and instruction could readily be seen to diminish and become subordinate to expertise as a primary source of power. It should be noted that bureaucratically the Superintendent had the right at any given point to recover the power given to those involved in the cooperative project. However, the likelihood of this taking place was only minimal once his trust of the people involved had been established and his commitment was apparent.

The second reason for utilizing a log was that it would more adequately insure that the following issues and questions would be explored in their relationship to the professional model as applied to curriculum and instruction:

1. What will be the instructional objectives, and are the proposed staffing patterns related to those objectives?

2. Will the proposed new flexible staffing patterns provide for continued flexibility so that the school system can adapt to future needs?

3. Will newly proposed flexible staffing patterns be developed so that there will be better individualization of the teaching-learning process?

4. Will the plans for the training of educational personnel incorporate the same principles inherent in the instructional plans for children? That is, does the teacher training plan incorporate performance criteria and individualized instruction for teachers?

5. If more efficient time utilization is a primary concern, will the school district provide the necessary training for educational personnel so that they will be able to understand and apply a more flexible time schedule in the schools?

6. Has the district leadership identified and prepared for the training of educational personnel so that the school or school district can make optimum use of the skills and talents of current administrative as well as instructional staff?

7. Will the proposed flexible staffing pattern contribute to the enhancement of teacher professionalism?

8. Will instructional personnel be involved in the
   decision-making process when relevant to their
   instructional responsibilities?

9. Has the community been involved in the planning
   for the new patterns of school organization?

10. Have other agencies and institutions made com-
    mitments to or participated in planning for a
    more flexible school organization and subsequent
    in-service training activities to follow?

11. To what extent will the re-examination of the
    school organization be coordinated with other
    local, state, and federal programs?

12. Has the school considered a realistic design
    for evaluating the proposed flexible staffing
    patterns as they are related directly to in-
    structional objectives?

In short, the log served as a major evaluation
device employed by the researcher---a device whose use-
fulness would be apparent at both planning and implementa-
tion stages.

CHAPTER III

SUMMARY, CONCLUSIONS, AND
RECOMMENDATIONS FOR
FURTHER RESEARCH

Schools are nearly always organized bureaucratically
for both governance and curriculum and instruction matters.
Decisions are passed down the hierarchy in a prescribed and
efficient manner. The researcher has argued that the
bureaucratic organizational model is both inevitable and
appropriate for the governance of schools. Functions such
as making rules to insure the health and safety of people
in schools, adopting accounting procedures for the receipt
and dispersal of funds, and directives concerning the
maintenance of buildings are examples of governance decisions.
However, the bureaucratic organizational model is less than
appropriate and certainly not inevitable for curriculum and
instruction. Instead, it has been argued that the professional
model should be adopted in the area of curriculum and
instruction. For example, teachers should determine course
titles and content, the scope and sequence of content, and
which instructional materials are best suited for their
purposes. It should quickly be added that teachers as
professionals may well profit from enlisting the aid of
others such as parents and students in making decisions
regarding curriculum and instruction.

In the present study the researcher focused on the
relationship between two major sources of power, positional

<u>authority</u> and <u>expertise</u>,* in an experimental elementary school that has been organized bureaucratically for governance functions and professionally for curriculum and instruction. Although most schools rank positional authority above expertise as the primary source of power in all school matters, the researcher has argued that positional authority should rank above expertise in governance functions; but expertise should be ranked above positional authority in the area of curriculum and instruction. The setting for the study of the initiation of an organizational model effecting a marriage of the bureaucratic and professional models was an elementary school in the Camp Lejeune Dependents' Schools System.

The researcher adopted the case study methodology in order to describe the forces, including personalities and groups, that were involved in the planning process prior to the establishment of the experimental school.

The data previously discussed in this dissertation is conclusive in its description of schools as being bureaucratically organized. The literature also strongly suggests that the characteristics inherent in bureaucracy may be responsible for most of the ills found in schools of today. Thus, the researcher has conceptualized a

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*A third source of power is charisma, but its elusive nature makes it difficult to research. It was therefore only mentioned in passing in the present study.

model for schooling in this study that is suggested as
the only logical alternative to the organizational and
instructional problems presently apparent in most schools.
It has been demonstrated that the bureaucratic and profes-
sional functions of schools can be wedded into an organi-
zational pattern that insures an efficient operation on
matters prescriptive in nature, but yet generates a profes-
sional approach to decision-making regarding more abstract
questions in the educational sphere.

As implementation of the model took place, a system
that operationally rested upon the collegial expertise of
the participants was immediately apparent. The organization
trusted the initial participants to formulate a set of
criteria for the selection of personnel for the various
roles to be played by the people involved in the experi-
mental school. Subsequently, the organizational hierarchy
relinquished its power to govern the course of events that
succeeded as the planning and implementation of the model
took place. The organization had the authority to intercede
at any given time in decisions that were made. However,
this type of interference was not utilized by those with
positional authority at any time during the process; this
is not to say that there were not attempts made to influence
some decisions that had political implications relevant to
both the internal and external political dimensions of
the organization. Such attempts to influence were considered

legitimate by this researcher and those involved in the
experimental school. It was recognized by those involved
that any educational change must be filtered through the
political system.

Selection of all professional and paraprofessional
personnel has been completed. The process for selection
of personnel for the experimental school included a formal
video-taped interview of the applicants and in some cases
a pre-interview classroom observation. Prior to the
establishment of the interviews, all teachers and paraprofes-
sionals system wide were briefed concerning the model
school experiment and invited to apply for specific
positions. Approximately thirty percent of the professional
personnel applied for the eighteen Instructional Leader
and Senior Teacher positions available in the experimental
school. Approximately thirty-two percent of the paraprofes-
sional personnel applied for the eighteen positions
available.* The importance of individual expertise as a
prime factor in the selection of people for the school was
repeatedly dwelt upon at every available opportunity.

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*It should be noted that due to logistical problems
applicants for Intern Teacher positions were interviewed and
selected on campus at the University of North Carolina at
Greensboro. Prior to the interviews a meeting had been held
for those interested in applying for these positions. At
this time the Assistant Dean of the School of Education
briefed them on the University's role in the model school.
The researcher presented an overview of the Camp Lejeune
School System and answered such specific questions as
availability of housing and pay status of the Interns.

during the recruiting process. Applicants were also advised
that the non-selection of a person should not in any way
reflect upon his competence as a teacher. It would simply
mean that his particular type of expertise was already
available in the teachers previously selected. Teachers
and paraprofessionals at TT II who did not apply or were
not selected for the model school were advised that they
would be placed in a comparable situation in another school.

Once the staffing pattern for the model school had
been completed, the Senior Instructional Leader held a
series of meetings with the Instructional Leaders and
Senior Teachers. The purpose of the meetings was to lay
out plans for investigating various types of instructional
programs to be reviewed by the model school leadership
during the summer months. A schedule of in-service work-
shops, dealing with such topics as the Wisconsin Reading
Plan, the Open Classroom, the Science Improvement Study
Program, was planned for the Instructional Leaders and
Senior Teachers. The teachers realized that attendance
at these workshops would be entirely voluntary without
financial reward. However, their enthusiasm about the
project seemed to preclude any hesitancy they might have
had about giving of their free time during the summer. At
the close of the current school year the Senior Instructional
Leader met with all personnel, with the exception of the

Intern Teachers, at the model school site. This was thought to be a good idea as it would provide opportunities for the people to become better acquainted and to see the actual layout of the school plant at TT II.

Final preparations and responsibility for implementation of the Model School Project were placed in the hands of the Senior Instructional Leader. He was granted a Camp Lejeune Dependents' Schools scholarship to attend the Leadership Development Seminar held at the University of North Carolina at Greensboro. Also, during this period of time he has the added responsibility for the formulation of a cooperative in-service program between CLDS and the School of Education, UNC-G. This program will be relevant to the use of Intern Teachers from UNC-G as well as the overall in-service program to be accomplished during the school year.

The dissertation was, therefore, exploratory, the hope being that the conceptual understandings arrived at will be the basis for further research focusing on particular aspects of what happens when the new organizational model is initiated in the experimental school.

A number of topics for further study have been generated in the researcher's mind during the present study, including the following:

1. What are the results in the form of empirical data when the researcher's basic assumption (i.e., positional authority should be ranked above expertise in governance functions, but vice versa for curriculum and instruction) is applied in the experimental school?

2. What are the results in the form of empirical data when the researcher's basic assumption (stated above) is applied in other settings which take into account variables? For example, in an urban setting? A surburban setting? A rural setting? A private school? A middle school or junior high school? A high school?

3. What are the results using other than empirical data dealing with the same questions asked in one and two above? For example, evaluation which results in empirical data is based on a strictly cognitive approach: pre-test, exposure to treatment, post-test or selection of hypotheses, selection of methods of evaluation. Affective approaches to evaluation are not based on a pre-determined sequence of evaluation activities, but instead allow for the emergence of activities and data generated by involvement in the evaluation process itself.

4. What are the results when the researcher uses
both affective and cognitive methods of evaluation
in different settings with different populations?

5. What happens when the organizational model
developed in this dissertation is applied to non-
school organizations? For example, business
corporations or service organizations?

6. What will various forms of evaluation tell us
about what happens to selected members of the
experimental school described in the present study?
For example, to a particular teaching team consisting
of three teachers, their intern teachers, and three
paraprofessionals? Or, to teachers in the school
or interns or paraprofessionals?

7. What will happen over a period of time to expertise
as the primary source of power in matters pertaining
to curriculum and instruction? Will expertise tend
to become subordinate to positional authority in
the decision-making process?

8. What are the conflicts resulting from a school
organized bureaucratically for governance and profes-
sionally for matters pertaining to curriculum and
instruction over a period of time? For example,
as an approach to instruction, will behavioral
objectives tend to dominate or to complement the
the curriculum in the professional model?

9. What will happen over a period of time to the
use of lesson plans by teachers as an instructional
planning device? For example, will flexible
scheduling or differentiated staffing tend to
preclude the need for normal use of lesson plans
or even render them undesirable?

10. What are the results over a period of time
when the performance levels of children, as measured
by standardized group achievement tests, in the
model school are compared to other similar schools?

11. What are the results over a period of time when
the relationship of the five school functions of
confinement, sorting, indoctrination, training and
self-actualization are analyzed in the experimental
school and in a comparable school?

12. What will be the significance over a period of
time of charisma as a source of power relevant to
expertise in the experimental school?

13. What are the results in the form of empirical
data collected through case studies of the various
roles played by decision-makers in the experimental
school? For example, Director of Administrative
Services, Senior Instructional Leader, Intern Teachers,
etc.

14. What are the results in the form of empirical
data collected in the experimental school with

respect to attitudes toward divergent and creative
thinking by students? By teachers?

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APPENDICES

APPENDIX A
LOG OF EVENTS

LOG OF EVENTS

<u>25 September 1972</u>

On 20, 21, and 22 September 1972, a Consultant from the University of North Carolina at Greensboro consulted with the Camp Lejeune Dependents' Schools System in the area of organi-. zation and staff development with administrators and teaching personnel. The researcher and the Superintendent of Camp Lejeune Dependents' Schools gave the Consultant an initial briefing concerning how the system was organized for administration and for instruction. During the visit the Consultant visited many of the schools and talked with administrators and teaching personnel. Based upon the Consultant's impressions (Enclosure 1), a report was submitted outlining such impressions, suggestions, and recommendations for future visitations.

Basically, it was noted by the Consultant that the school system probably was one of the best in the State. As a means of improvement, he suggested that his future work should be focused on a series of workshops on the problems and concerns of teachers and administrators, specifically on patterns of decision-making and style of decision-making; communications up and down the hierarchy of the organization, leadership development, and generally the motivation of people.

It should be noted that during the initial briefing, the Superintendent indicated to the Consultant an existing administrative problem at the Junior High School. Specifically, the principal had been out sick since the beginning of the school year and it appeared he would not return to work until second semester. His concern was that the curriculum aspects of the school were deteriorating due to the assistant principal's inability to perform both administrative functions and curriculum and instruction matters effectively. At this time, the Consultant suggested to the Superintendent an alternative organization pattern that might be implemented in order to maintain and improve the curriculum and instruction aspects of this particular school. (Enclosure 2.) Basically the alternative plan was to divide the administrative functions of the school between two people. The present vice-principal would become director of administrative services and would be responsible for the physical and fiscal affairs of the school. Another qualified person should be selected as director of academic affairs and would be responsible for matters pertaining to curriculum and instruction. This suggested plan by the Consultant was employed during the following week.

<u>5 November 1972</u>

On this visit, the Consultant concentrated his efforts on working with representative team leaders from the entire

school system. Also some concentrated work was performed with the Language Arts team at the Junior High School. His primary objective in working with the team leaders was to help them examine their current situation; specifically what their responsibilities were, what their objectives were, what resources were available to them, and finally how they might more effectively perform the job assigned to them. In order to facilitate discussion and consequent examination of their current situation, the Consultant suggested a four phased approach. These phases are:

1. The clarification of teaching objectives in the respective subject areas with a view toward establishing specific priorities;

2. The brain-storming phase;

3. The job restrictions and available resources phase;

4. The action-planning phase.

The Consultant indicated that once the various teams had been through these stages there should be real opportunity for innovative planning, and, in turn, some innovative implementation of better approaches to instruction.

It should be noted that the basic thrust of this consultancy was an effort to get teachers and team leaders to examine their situation with respect to the parameters, those imposed by the system and those imposed by themselves, in relationship to the decision-making process in their respective schools and in the system. (Enclosure 3.)

On this visit the Consultant returned to Brewster Junior
High School in order to follow up on some of his ideas and
suggestions made on his previous visit. At this time, he met
with the Language Arts team leader and teachers. The Language
Arts team leader demonstrated to the Consultant some of the
various options for grouping of students in her program that
had been implemented. The team leader also quickly indicated
that the suggestions had been of considerable value in improv-
ing individualization of instruction on her team. The Consultant
made a few additional suggestions, specifically, some scheduling
strategies for more effectively working with less capable
students.

While returning from Brewster Junior High School to the
Central Office, the Consultant brought up a proposition to
the researcher. He stated that he thought it would be
interesting and challenging and a worthwhile contribution in
the area of organization and curriculum to set up a cooperative
school project between the School of Education, University of
North Carolina at Greensboro and the Camp Lejeune Dependents'
Schools. He further elaborated that the cooperative school
would incorporate into a model all of the innovative ideas
already implemented within the existing system with such ad-
ditional features being outlined as differentiated staffing,
intern teachers who would stay in the school for an entire
year, the school within a school concept, and daily in-service
training.

Upon arriving at the Central Office, the Consultant dictated a formal proposal for submission to the Superintendent and the Board of Education for consideration and approval. (Enclosure 4.) The rationale outlined in the aforementioned exhibit was discussed with the Superintendent on this visit and he indicated high interest in the project and gave the Director, Supervision and Curriculum a tentative go-ahead for the proposal. The Superintendent also was in agreement with the Consultant's suggestion that another Consultant from the University of North Carolina at Greensboro should be approached concerning the project and asked to serve as a Consultant.

4 January 1973

On this date two Consultants from the University of North Carolina at Greensboro visited Camp Lejeune Dependents' Schools. The Consultants had discussed the cooperative project proposal in detail, and speaking on behalf of themselves and their organization, they felt that the project had a great deal of merit and possibilities. In discussion with the Director, Supervision and Curriculum, the Consultants indicated that there were a number of problems to be worked out but they did not feel that any of the problems were insurmountable. Specifically, such details as number of credit hours for intern teachers furnished by the University of North Carolina at Greensboro while at Camp Lejeune, the problems the students themselves would have concerning credits needed to graduate since they would be away

from campus for an entire year and other problems related to
registration would have to be dealt with as discovered by those
involved. During the remainder of the visit, the Consultants
discussed in general terms some of the aspects of the coopera-
tive project such as types of personnel to be involved, other
types of consultants to be involved, and some specific selection
procedures. Also, the actual project site was agreed upon. (See
Enclosure 5 for details concerning the project site, personnel,etc.)

7 February 1973

On this date the two Consultants returned to Camp Lejeune
for consultation with the researcher concerning the model school
project. On this visit matters of primary concern were to be
finalization of plans for the selection of the senior instruc-
tional leader and the finalization of criteria for selection
of the instructional leaders within the model school. One of
the Consultants had not had the opportunity to observe the
Director of Academic Affairs at Brewster Junior High School.
On the Consultant's prior visit, however, it had tentatively
been decided among those involved that he probably possessed
those qualities felt necessary for implementing such a program
as was being designed. After spending some time with the
Director of Academic Affairs, the Consultant concurred that
the Director of Academic Affairs should be selected for this
particular position. Also, while visiting with the Director
of Academic Affairs at Brewster Junior High School, he
indicated to the Consultant that, should he be selected

for the position, he would like the Team Leader in English
at Brewster Junior High School to be selected for the first
instructional leader position. The Consultant indicated to the
Director of Academic Affairs that he had worked closely with the
Team Leader in English on many occasions and had found her to
be outstanding in her subject area knowledge and leadership
ability.

In the afternoon the researcher, Consultants, and the
Director of Academic Affairs met to actually formulate cri-
teria for selection of other instructional leaders. (En-
closure 6.)

At this time the Director of Academic Affairs was formally
notified of his selection as senior instructional leader, which
he accepted. Also, he indicated that the team leader in English
would accept the position of instructional leader in the model
school. At this point, the question as to the method of selection
of additional instructional leaders was raised by the Director
of Academic Affairs. It was suggested by one of the Consultants
that it would be consistent with the professional model for him
and the Team Leader to select the third instructional leader
and then those three select a fourth instructional leader and
so forth until all selections had been made.

The Consultant suggested to the researcher and the Director
of Academic Affairs that a dialogue for the discussion of various
matters, such as instructional programs, personnel recruitment,
building problems, etc. should be set up on a systematic basis.

Also, some method of recording these problems or matters as they were discussed and dealt with should be developed.

16 February 1973

On this date the Director of Academic Affairs came to the researcher's office and indicated that he and the Team Leader had met on three afternoons for the purpose of discussing major points relevant to the model school project. The Director of Academic Affairs brought with him the cassette tapes from such discussions to which the researcher listened on the same date. The major points covered by these sessions are outlined as follows:

1. The six instructional leaders would be chosen by each other; that is, the senior instructional leader chose the first instructional leader; together they would choose the second instructional leader; the three of them would choose the third; and so on until six instructional leaders are chosen.

2. Each instructional leader then will choose her own two senior teachers from those who apply. This will propitiate the formation of compatible and efficient, working teams.

3. In choosing the instructional leaders, those chosen will be from all areas so as to get a wide range of expertise and specialties. It is hoped, also, that all those chosen to be instructional leaders will be permanent personnel or are planning to remain in the Camp Lejeune area for at least three years.

4. Since they are to be chosen by their own colleagues, the instructional leaders will serve as their own judges according to the professional model. That is, if one instructional leader starts "dragging her feet", the other five will be the ones who will gently nudge the member along. Similarly, within a team, if a senior teacher loses interest or starts "dragging her feet", the problem will be solved within the team. This will keep performances at an optimum professional level.

5. In order for the program to succeed, there will be 100% participation in making decisions---and all personnel need to be completely positive and 100% enthusiastic in carrying out all decisions once made.

6. All personnel should be knowledgeable as to the purpose of the overall program---even aides, janitors, etc. It is a good professional situation for everyone to see the "whys" and "wherefores" of the program. It also increases team effort.

7. There will be an overlap of responsibilities to insure that no one person shall have complete re- sponsibility for any one task or job.

8. Team members will be "traded off" to circulate their talents; but each team (school) should try to choose persons with varying talents or special- ties. (For example, each school should have one

person who has artistic talent; one with musi-
cal ability; one who enjoys sports and athletic
activities and so on.)

9. The teachers and instructional leaders involved
    in this school will have to give more than the
    normal eight hour working day. Therefore, a
    question that is raised concerns monetary re-
    muneration---should there be any? It was sug-
    gested that a token amount could be given for
    competitive purposes, or perhaps the instruc-
    tional leaders should set their own pay dif-
    ferential.

10. This spring, (1973) personnel being considered
    for the positions of instructional leader could
    be placed into a "micro-setting"---a small scale
    situation identical to the experimental school---
    to see their reactions to the real thing, to judge
    more accurately how effective they will actually
    be in a situation of this type.

11. After the instructional leaders are chosen, in
    the spring of 1973, they should visit other
    school systems to get ideas from other experi-
    mental programs---Havelock, Kinston, etc.

12. This experimental school could be said to be
    in the "pilot project" stage for three school
    years, or until school year 1976-1977. At this
    time, personnel involved should be able to look

back and evaluate the program. Also, most "kinks" should be worked out by then and therefore the school will be ready to open its doors as an established, permanent, program.

13. Good public relations will be initiated and maintained as the parents are advised that their children will be receiving special attention of a university, and that the school is a "model school." Also, it is anticipated that parent involvement in the school will be high. Parent volunteers will be widely used in the tutorial program as well as during lunch time, in the health room, etc.

14. A two-hour long "lunch and activity" period is being planned whereby each student will have thirty minutes for lunch plus two activities lasting forty-five minutes apiece every day. The activities will include art, physical education, music, library, free project time, "game room", and "quiet room". (Game room will include all sorts of educational games which the children will be able to play with freely; the quiet room will be just what the name implies---a place for any quiet occupation---sleeping, thinking, etc.)

15. The children will choose, by the week, their own activities for these forty-five minute periods.

Each team will be responsible for directing the activities every third week; that is, each team will have two weeks for planning and one week of directing activities during the lunch period. Since there are six teams, there will actually be two teams (one from primary level and one from the 4-5-6 level) directing activities each week.

16. During the two weeks that each team has for planning, the team may decide to eat lunch together. Also, planning sessions can be taped for future reference. There will always be one "incoming" team and one "outgoing" team planning during the same week---this will propitiate continuity of lessons and subject contents for the pupils.

17. Three of the six teams will teach children ranging from the first through the third grades, and three will teach children from the fourth through the sixth grades. This way, each team will be teaching first, second, and third graders, or fourth, fifth, and sixth graders. Example:

    Team One:
    Int. Leader   Will teach first graders.
    Intern Teacher
        #1

    Sr. Teacher
    Intern Teacher   Will teach second graders.
        #2

Sr. Teacher
Intern Teacher   Will teach third graders.
     #3

18. Videotapes of enrichment material can be shown
    during this two hour time to reinforce or en-
    hance the learning of certain concepts being
    taught in the regular curriculum at that time.
    These videotapes might also be used for readiness
    purposes (i.e. "Sesame Street").

19. Some activities during this time can be "just
    for fun" while most will be for enrichment
    purposes.

20. Students will wear buttons for the particular
    activities they have chosen for the week---this
    will ease the job of supervision of the hallways,
    etc.

21. Supervision of the students will be done by
    turns---different teams will be responsible for
    particular areas. Parent volunteers will be
    utilized.

22. The last hour of every Friday could be reserved
    for a special presentation of any kind given by
    students (on a volunteer basis only) within each
    team. The presentation could be relating to what
    they have learned during the week---and all subject
    areas can be the basis for the presentations. Film-
    strips, art pieces, etc. can be shown. The

best ones can be video taped and once a month
the whole school (or P.T.O., etc.) will get to
see the best one of the month. The merit of
this idea is that these presentations will be
done by the children themselves, on a volun-
teer basis, with their own programs and ideas.

23. One question brought up concerns the school
year calendar---would it be possible for the
experimental school to run in nine week blocks
---(eight weeks of instruction, one week of
vacation for the children but evaluation and
planning time for the teachers)?

24. At the end of the school year, it is suggested
that a week or so be taken for the teachers
and the students to look back---to see what
they have really learned throughout the year
---for reinforcement as well as reactions and
evaluation. The video tapes made of the Friday
afternoon presentations can be used here.

25. Equipment that was felt to be important or
desirable for the school includes the follow-
ing: a T.V., cassettes for taping planning
sessions, video tape equipment, opaque and
overhead projectors, etc.

30 March 1973

On this date the researcher made a formal presentation
concerning the model school project to the Camp Lejeune Board

of Education. The presentation and discussion that followed
lasted for approximately one hour. The Board of Education
indicated unanimous approval for the project with a number
of favorable comments with respect to this school system
being selected as a site for such a project and was satisfied
with the selection of the particular school site, T. T. 2.
They also indicated that hopefully arrangements could be
worked out with the university concerning the use of intern
teachers within the Camp Lejeune Dependents' Schools System.

11 April 1973

On this date the Consultant returned to Camp Lejeune for
a visit concerning the progress of the model school project.
During this visit he talked with the researcher, Director of
Academic Affairs and the Team Leader and helped them to con-
ceptualize some of the theoretical and/or philosophical problems
that they were having. As an example, he made it perfectly
clear as to his feelings concerning the matter of instructing
students in reading. Contrary to a core program in reading
which emphasizes continuous drill on skill building with in-
struction of all subject areas built around the Language Arts
program, he felt that if students were subjected to numerous
and varied types of learning activity experiences that in all
probability they will learn to read without additional emphasis
upon reading per se and in all probability will learn to read
faster. In addition, he felt that in the model school other
means of evaluating students' progress such as learning in the
affective domain should be developed.

During the visit, the Director of Academic Affairs gave to Consultant a list of prospective instructional leaders and asked him to visit with some of them if he had the opportunity. The Consultant did visit with a number of these personnel and was especially impressed with a team leader at Stone Street Elementary School.

On Thursday during this visit by the Consultant, an interview had been set for a person who had applied for an instructional leader position but was presently working in another school system. The applicant had learned of the model school project from the Superintendent who taught an extension course in which she was enrolled. The Consultant was asked to observe during the interview. Using the criteria as outlined (Enclosure 6), the applicant was not selected primarily as a result of her demonstrated lack of tolerance for ambiguity and low ratings on the compatability factor. However, it was suggested that she would probably do an outstanding job as a team leader in another school situation.

18 April 1973

After much prior discussion concerning the matter, it was decided appropriate at this time to formally present the model school project to the faculty of T. T. 2. Prior to this date the researcher had spent some time with the present principal of the school and had given him a thorough briefing concerning the intentions of implementation of the model school project at T. T. 2.

At 7:30 A.M. the researcher and the Director of Academic Affairs met with the faculty at the subject school and using various charts and other visual aids revealed the plans for implementation of the model school project at their school during the school year 1973-74. The process of selection of personnel for the school was amplified, and applications for the various positions were handed out at this time. Many points such as the wedding of the bureaucratic model with the professional model, selection of personnel based on expertise, differentiated staffing, multi-age groupings, widespread use of intern teachers, and paraprofessionals, and flexibility was stressed. Also it was made clear to all those present that all persons currently teaching at this school would not be chosen for the model school. However, nonselection of a person applying for a specific position should not reflect in any way upon her competency as a teacher but that it simply meant that some other person had already been chosen with that particular type of expertise. (Enclosure 7.)

In the afternoon the researcher, Director of Academic Affairs, and the general Consultant with Camp Lejeune Dependents' Schools returned to T.T. 2 to further discuss the model school project with the teachers. At this time the Director of Academic Affairs elaborated on some of the questions raised at the prior morning session. Also the Consultant spoke to the faculty concerning his feelings about the project from the point of view of the university and his colleagues within the school

of Education. He stated "that in a professional perspective he was very happy to see nurses being transformed into doctors."

Subsequent to the visit to T.T. 2, the Director of Academic Affairs on a daily basis visited the other four elementary schools and made a presentation concerning the model school project. Information, verbal and written, concerning the model was handed out to the teachers in each of the schools along with an application should they desire to become involved in the project.

It should be noted that the Consultant observed an interview held by the Director of Academic Affairs and the Team Leader with a teacher from Berkeley Manor Elementary School who had applied for a position as instructional leader. The applicant was most impressive and was immediately informed after the interview of her selection as instructional leader. However, due to a prior discussion with the Superintendent concerning another type of position she had been offered (reading improvement specialist), she requested a few days to make up her mind.

12 April 1973

On this date a doctoral student at the University of North Carolina at Greensboro, came to Camp Lejeune in order to visit T.T. 2 Elementary School for the purpose of gathering base data relative to evaluation of the school project during the following year. An additional objective she had was to write up the project in such a manner as to present it to the

State Department of Public Instruction in order to get the school designated as a pilot school project for the State.

4 May 1973

On this date the Director of Academic Affairs indicated that he had collected all of the applications for instructional leader positions for the model school project and would begin interviewing those people on the following Monday. He indicated that there were approximately eight teachers at T.T. 2 who had applied for instructional leader positions. These people would be interviewed by him and the Team Leader at T.T. 2. As soon as a second instructional leader could be selected, she would join them in the interviewing process.

As a result of the initial interview in this school, one additional instructional leader was selected. At this time, the three persons involved in the selection process decided it would be best to interview all of those persons again who had applied at T.T. 2 and that the video taping of the interviews would be most valuable.

Also, in addition to those interviewed on this date at T.T. 2, a teacher at Stone Street Elementary School was interviewed and selected as an instructional leader.

On Tuesday and Wednesday all applicants who had applied for this position including those who already had been interviewed at T.T. 2 were interviewed. A fifth instructional leader was chosen, a reading improvement specialist at Brewster Junior High School. All others were not selected at that time.

Although the researcher was not directly or indirectly involved in the selection of the instructional leaders for the model school project, he did at various times attempt to raise questions concerning the personnel being selected and perhaps influence those involved to make decisions or not to make decisions. The researcher did have the opportunity to preview the video tapes of the various interviews and several key concepts were observed.

1. It was impressing to observe the quality of the questions asked by the interviewers and the general professional manner in which the process was carried out.

2. It was interesting to note how protective of themselves the initial instructional leaders became when they were considering others who were interested in joining their ranks and how deliberate they were in their questioning of these people in an attempt to avoid making a possible mistake.

3. In private conversation with the researcher some of the instructional leaders indicated they felt as if they had gone through a professional renaissance in that they had never had an opportunity to approach educational matters on an equal basis with colleagues other than playing the bureaucratic game.

10 May 1973

On this date the five instructional leaders chosen and

the Director of Academic Affairs attended a workshop on the

Wisconsin Reading Program held in Raleigh, North Carolina.

It is interesting to note that, during the interview process

with all teachers, they had been informed of the upcoming

workshop and that the cost for it would be $25.00. Due to

the importance of the workshop those chosen as instructional

leaders would be asked to attend and pay this fee themselves

due to the time of the year when funds were not available from

the school system. Consequently, these people did pay their

own way to the workshop.

11 May 1973

On this date the Director of Academic Affairs talked to

this researcher concerning his and the other instructional

leaders' trip to Raleigh, North Carolina on the previous date

to attend the workshop on the Wisconsin Reading Program.

According to the Director of Academic Affairs the instruc-

tional leaders found the workshop most interesting and were

enthusiastic about the probability of using this particular

reading program in the model school. He indicated that accord-

ing to the director of the workshop, there was only one other

person in addition to himself in the state qualified to hold

workshops on the Wisconsin Plan. As previously mentioned,

this doctoral candidate at the University of North Carolina at

Greensboro at the present time has been employed by the Camp

Lejeune Dependents' Schools System for the coming year as

an instructional leader. Plans have already been made by

the instructional leaders to hold a series of workshops during the summer for the purpose of familiarizing instructional leaders and perhaps some senior teachers concerning the program.

The Director of Academic Affairs indicated that he had gone by the State Department of Public Instruction to talk with some of the curriculum consultants in the area of science education. He informed this researcher that he had received approval from the State Department of Public Instruction Officials for the six instructional leaders plus himself and perhaps two or three additional teachers to attend a week long science curriculum improvement study workshop (SCIS) during the summer beginning 23 July 1973. The workshop which will be held in Greensboro, North Carolina, does not cost anything; and room, board, and travel expenses are provided for the participants by the State Department of Public Instruction.

The Director of Academic Affairs also informed the researcher that officials in the State Department of Public Instruction had recommended that he (Director of Academic Affairs) be sent to the University of California at Berkeley for a week long workshop concerning research on the SCIS program. The Director of Academic Affairs told the officials that he would accept this honor provided it did not conflict with plans already laid out concerning the Cooperative Model School Project during the summer.

15 May 1973

On this date the researcher observed the instructional leaders during two interview sessions with prospective senior teachers at Brewster Junior High School. It should be noted that the sixth instructional leader had been chosen on the previous day. This person is presently a Team Leader at DeLalio Elementary School. Both candidates interviewed exhibited characteristics of the type that would indicate success as senior teachers. After the interview the instructional leaders discussed these qualities and reached the consensus that both should be employed in these positions. In an informal discussion following the interviews, one of the instructional leaders indicated that her work thus far with the model school program had been the most enjoyable professional experience that she had ever had the opportunity to be a part of. There were nods of agreement from the other instructional leaders.

It should be noted that these interviews were video taped and played back for review by the instructional leaders. It has been determined that all interviews for senior teacher positions will be video taped.

It should be noted at this time that according to the Senior Instructional Leader, all personnel at this point have indicated that they will contribute as much of their time during the summer as is needed to attend various workshops and do the necessary jobs at T.T. 2 School in preparation for the next school year.

25 May 1973

On this date the Senior Instructional Leader for the
model school project informed the researcher that all of
the model school personnel had been selected with the ex-
ception of two senior teachers and, of course, the intern
teachers who would be interviewed at Greensboro. He stated
that the only misgivings that he had about the personnel
selection process for the school was that he felt, in all
probability, the various personnel selected should have had
a pre-interview classroom observation and possibly a
post-interview observation as a follow-up. He indicated
that in some cases this had been accomplished but not in all
cases.

27 May 1973

On this date the Superintendent, Camp Lejeune Dependents'
Schools, talked to the researcher and the Director of Academic
Affairs concerning a potential problem he had noted in look-
ing at the personnel selected for the school; there were no
blacks on the list. He stated that, in his opinion, serious
consideration should be given to selecting black teachers for
the two remaining senior teacher positions. The Director of
Academic Affairs stated that he agreed with the Superintendent
but that no blacks had applied who were of the caliber of those
selected for the various positions. However, all present at
this meeting concurred that the matter should be pursued
vigorously and hopefully two blacks could be recruited for these
positions.

30 May 1973

On this date the researcher traveled to the campus at
Greensboro for the purpose of meeting with prospective can-
didates for intern teacher positions. The researcher and
the Assistant Dean, School of Education, met with approxi-
mately sixteen rising seniors from UNC-G who were interested
in applying for positions as intern teachers. The Assistant
Dean briefed the group on the philosophy and rationale for
the cooperative project and the researcher provided information
about Camp Lejeune Dependents' Schools in general and specifically
about the model school project. The applicants were informed
that interviews would be set up in the near future and that
they would be notified concerning their selection or nonselection
for the eighteen intern positions within two weeks.

22 June 1973

On this date the Superintendent talked with the researcher
concerning the reorganization plan for T. T. 2 School, the site
for the model school project. He indicated that, in his opinion
and as a matter of legality, a memorandum concerning the
the reorganization of the model school and the administrative
duties of the Director of Administrative Services and the
Senior Instructional Leader should be formulated and sent
to those concerned. The researcher concurred with the
Superintendent and prepared such memorandum for his signature.
(Enclosure 8.)

In essence the memorandum outlined the duties of the Director of Administrative Services as primarily relating to the fiscal and physical aspects of the school plant. In addition, this person would handle certain types of discipline problems. The Senior Instructional Leader would be responsible for the academic program of the school to include supervision of professional and paraprofessional personnel.

ENCLOSURES

CONSULTANT'S REPORT

20, 21, 22 September 1972

This report, understandably, is based primarily on
impressions gathered from talking to the central administra-
tive staff, principals, reading improvement specialists, and
a sparse random sample of other teachers. Though I would not
recommend that anyone act upon these impressions, I do believe
that they reflect, with some accuracy, current administrative
relationships and organizational patterns of decision-making
and decision implementation.

First of all, let me say that I have a very favorable
impression of the Camp Lejeune Dependents' Schools System.
I believe that it is certainly one of the outstanding systems
in the State, if not possibly the most outstanding. One of
the reasons I am convinced that it is such a good system is
the concern expressed by many people about the problems of
the system. It has been my experience that only good systems
seem to recognize that they have great problems. Poor systems
seem to have lived with these problems for such a long time
that they have accepted them as inevitable and, hence, think
that they have very few problems. I was most impressed by
the programs at Berkeley Manor, Tarawa Terrace I, and the
Kindergarten.

Unfortunately, I was not able to visit all the schools,

but certainly hope to at a later date. The types of programs
I saw indicate to me that effective educational leadership is
taking place, though possibly such leadership is not always
exercised by the formal leader---the person the organizational
chart might call for to exercise such leadership. In some
cases, I found that the principals did not appear to be par-
ticularly effective as leaders. However, the slack seemed
to be taken up by others in the system and in some cases,
within the school itself. This leads me to give you my
opinion about the issue you presented to me on my first day
at Lejeune; specifically, about the two principals whose
work is, in your judgment, less than satisfactory.

It is my opinion at this time that it would not be wise
politically to discharge either of these principals. That
does not mean, however, that if, in your judgment, their
effectiveness is intolerable you should not move toward
such discharge. I would, however, recommend caution since
I believe currently that effective leadership is taking
place in the schools concerned; and too, that some steps can
be taken to help the two individuals improve or, if worse
comes to worse, to insulate them in such a way that they will
do no harm and may even incidentally improve. From my dis-
cussions, I gather that the two principals in question do
have some sympathy among people whose judgment I respect;
more about how the functions performed by these principals
might be performed more effectively by them or, at least

be performed effectively without their inhibiting such performance might be worth considering.

Some areas that might be strengthened in the overall organization and administration of the Camp Lejeune Dependents' Schools are as follows:

1. More direct participation of principals in program planning and innovations is desired. Such planning would provide reasonable lead time for implementation. I realize that some principals already participate fully in the planning process, but I do believe that those not now participating might be brought more fully into that process.

2. The new position of Director of Instruction should focus primarily on working with principals and coordinators in a nondirective fashion; that is, a non-lined approach. I think that the Director, Supervision and Curriculum possesses the kind of personality and leadership skills to work with this group in this way. This would leave the Superintendent free to introduce ideas, to facilitate those ideas coming from the group just mentioned, and to do what he does so effectively---maintain relations with the military through effective articulation of what the schools are doing and serve as the overall directional leader of the school system.

3. Establish a series of workshops for principals

and other administrative personnel, including those
at the central office and possibly some of the team
leaders in the schools. Such seminars would focus
on problems and concerns of the Camp Lejeune Depend-
ents' Schools System and appropriate development of
theoretical constructs which will help the individuals
in the system that are analyzed to solve their own
problems. Such seminars would focus specifically on
patterns of decision-making and styles of decision-
making; communications up and down the hierarchy, and
horizontally within the hierarchy; leadership, specif-
ically motivation of people; sharpening perceptions
of the organization; how it functions and how one
can function most effectively within it; particularly,
how one functions most effectively within a bureaucratic
structure which, of course, most school systems are.

Should you think it worthwhile, I believe that I could
play a role in the carrying out of these seminars; should you
feel that you would like me to play such a role, I would sug-
gest the following procedures:

1. That participation be on a voluntary basis, at least
   initially.

2. That the seminars focus on specific problems and
   concerns of those on the administrative staff
   at the Camp Lejeune Dependents' Schools.

3. That the seminars be held regularly throughout
   the rest of the year, possibly a two-day seminar
   every two months.

4. That it be made clear that a primary goal of the
   seminars is to develop an even more effective and
   efficient organizational pattern and administrative
   process in the Camp Lejeune Dependents' Schools and
   that the Superintendent, obviously supporting such
   seminars, is fully open to the recommendations that
   might come as a result of the efforts of those in
   the seminars. I realize that to me, this goes with-
   out saying; and I further realize that you, as an
   administrator, know that you have to keep repeating
   it until you think that everyone else must be as
   tired of hearing it as you are.

Now, some general comments which may well be subject
to alteration after I have had more time to think about all
that I have seen and heard during the past few days. I would
suggest that no new administrative positions be created and
no administrative personnel be shifted during the current
academic year, or more specifically, until recommendations
resulting from the seminars have been fully thought through
and presented to the Superintendent. What we are talking
about is something that is indeed uncommon in school systems,
and for that matter, in most organizations. We are saying
that those directly involved in the organization and

administration of a particular organization should have a
great deal to say about the formal structure and operation
of that organization. This, indeed, could be frightening
to the insecure administrator who constantly frets about
whether or not his authority is being undermined. But,
knowing you as I have come to know you in the past three
days, I am fully confident that you see this as a challenge;
in that you are secure in your position and in what you can
do, and in that you have, as your primary interest, increasing
the effectiveness of your school system.

> Consultant
> Professor of Education
> University of North Carolina
> at Greensboro

From: Superintendent, Camp Lejeune Dependents' Schools

To: Associate Superintendent

Subj: Reorganization of Brewster Junior High School

Encl: (1) Supt,CamLejDepScols MFR dtd 13 Oct 1972 w/attachment

1. As of Monday, 16 October 1972, I am establishing a new organizational pattern for the Brewster Junior High School. Enclosure (1) is attached for your information. This new organizational pattern will be implemented as of Monday morning, 16 October 1972.

                                        SUPERINTENDENT

Copy to:
Dir,Supv&Curr
BusMgr
SciCoord
AsstPrin,BrewJrHiScol

13 October 1972

MEMO FOR THE RECORD

From: Superintendent

Subj: Reorganization of Brewster Junior High School

1. Background. Recent information indicates that the
Principal, Brewster Junior High School, Mr. James W. Mask,
will not be able to resume duties for some time. In an
effort to assist the school administration and to continue
with a smooth operation at Brewster, the following organi-
zational pattern will take place immediately.

2. Personnel. In order to function smoothly, an attempt
is made at this time to share responsibility for the over-
all operation of the school. Mr. Thomas Webb, Assistant
Principal, will continue to be assigned to Brewster and
be responsible for fiscal affairs for the school. Mr.
Walter Childs, Science Coordinator, is being assigned to
Brewster for a minimum of four days per week to work as
Director of Academic Affairs at school level. He will
attempt to work in the other schools one day per week.

3. Duties.

     a. Director of Fiscal Affairs. The Director of Fiscal
Affairs will be responsible for normal fiscal affairs of the
school building, to include such things as discipline of
students, maintenance, transportation, cleanliness of the
building, adequate supplies for the building, and other
such duties normally related to overall fiscal affairs.

     b. Director of Academic Affairs. The Director of
Academic Affairs will spend the major portion of his time
working directly with team leaders, teachers, teacher aides,
and others as these relate to the academic program. He
will also observe classes, screen requests for supplies,
conduct curriculum and instructional meetings after school
or during free periods when staff members are available, to
make certain that the overall academic program continues to
move upward.

Subj: Reorganization of Brewster Junior High School

4.   <u>Diagram</u>.   The attached is an indication of my thinking
along these lines.   Questions should be directed to the
undersigned via the Associate Superintendent.

                              SUPERINTENDENT

BREWSTER

JUNIOR HIGH

it's the kids that count

INSTRUCTIONAL SERVICES

SUPPORTIVE SERVICES

Team Leaders
Media Svcs.
Student Interns
Aides
Guidance
Student Teachers
Teachers
Psychology
Community Resource People
Director of Academic Affairs

Guidance
Maintenance
Food Svcs.
Student discipline
Janitorial
Health Svcs.
Parental Conferences
Transportation
Supplies
Director of Fiscal Affairs
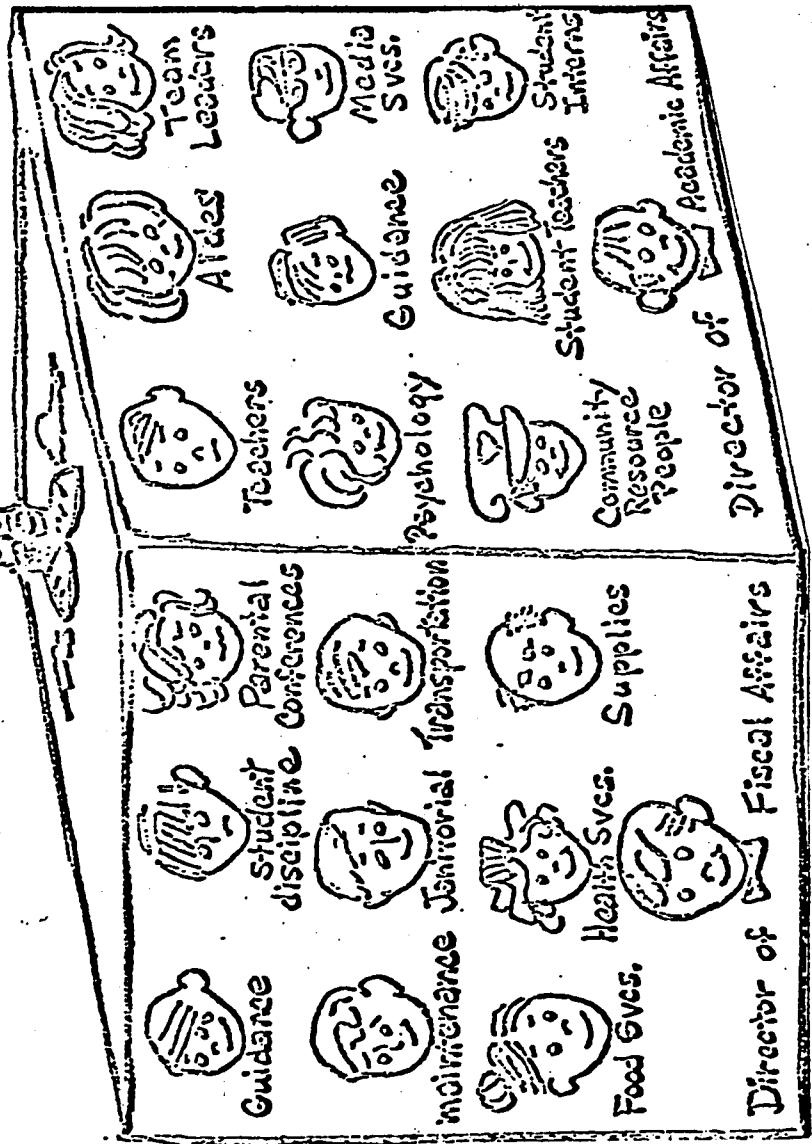
CONSULTANT'S REPORT

1, 2, 3 November 1972

I have spent the last two and one-half days working
with a representative number of team leaders from the en-
tire school system. A large part of that time was focused
on the team leaders from the junior high school, and I ex-
pect to continue working with them during my next visit.

My primary objective in working with the team leaders
is to help them examine their current situation; specifically,
what their responsibilities are, what their objectives are,
what resources are available to them and finally, how they
might more effectively perform the job assigned to them. In
order to achieve this overall objective, I have established
a four-phase program. The teachers at the junior high school
are working on the first two phases now, and with the assistance
of the Director of Supervision and Curriculum will work on them
for the next four weeks. When I return, I shall review with
them their work on phases one and two and then move on to
phases three and four.

Specifically, the phases are:

1. <u>Clarify the teaching objectives in the respective
   subject areas with a view toward establishing
   specific priorities</u>. It is one thing to list
   a number of objectives one wants to achieve in
   teaching and another thing to reckon with

reality and realize that one cannot do them

all; certainly, one cannot do many of them at

the same time and therefore must sacrifice

some objectives in order to achieve others.

Obviously then, one needs to set priorities

or he may, in a haphazard fashion, discard a

more valuable objective because of time pressures

and other exigencies in order to meet one that

is much less desirable.

2. The Brain-Storming phase. After one has estab-

lished what his objectives are, it is incumbent

upon him to examine all of the possible ways

those objectives might be met. During this

brain-storming phase, value judgment should

not be imposed upon the suggestions offered.

No one should say, "Well, we can't do that,"

or, "We haven't done that," or, "That is not a

good way to do it." During the brain-storming

session, not only should the teachers consult

other teachers, but they should also consult

lay people---students themselves, administrators---

and in this consultation, they should have certain

questions prepared which would elicit a clear and

reasonably thoughtful response. For example, the

teacher might ask the janitor of the school,

"If you were charged with the responsibility

for helping a young boy become more punctual, or perhaps one might say, 'not be late,' just what would you do?" Then the response should be recorded as accurately as possible. You see, what we are trying to avoid is getting into our pedagogical rut by trying to describe every action in some form of teacher jargon. Brain-storming sessions should produce a number of viable options that can be useful in deciding just which options will be used to meet the objectives set forth in phase 1.

3. Phase 3 has two basic thrusts. The first part is designed to establish what are the true restrictions placed upon the teaching team as far as activities are concerned. In other words, just what can the teaching team not do? What is it prohibited from doing? What rules and regulations are pertinent to what the teaching team might want to do? Also, how these rules and regulations tend to prohibit certain suggestions from being implemented, as these relate to phase 2.

The second part of phase 3 is to define carefully what resources are available; specifically what physical facilities are now available---classrooms, auditorium, lunchroom, playground, etc.

When are they available? For how many people
are they available? What types of people are
available? What types of expertise is available
to the teaching team? Obviously, the members
of the team are available. What are their
strengths? What are their weaknesses? What
jobs do some prefer to do? What other types
of experts are available, in the school and in
the community? What expertise resides with the
students? To what extent can students assist
in their own instruction? To what extent can
they assist in the instruction of fellow students?

Phase 3 then is a careful analysis of the
parameters within which the team must operate.
Specifically, which parameters are restrictive?
In other words, what restricts the members of the
team from doing certain things? Additionally, what
parameters are restrictive only in the sense that
resources are limited? Teachers, of course, must
know just what resources are available to them.
Many times they may have resources available which
they do not know about.

It would be my hope that some of the initial
work on phase 3 can be undertaken by the Director,
Supervision and Curriculum and other members of the

central staff while I am not here. A clear picture
should be made of certain factors; for example, how
budgeting takes place, what the restrictions on ex-
penditures of funds are, and just how materials are
purchased. This need not be a detailed list, but
one that would be of practical use to the teachers
when they need to make hard decisions and, con-
sequently, need to know the realities of the situation
in which they work.

4. Phase 4 is the action-planning stage. Having
gone through phases 1, 2, and 3, the team is
now ready to make some hard decisions about
what it will do in order to achieve its objectives.
It may well be that the conclusions reached may
indicate that the best approach to instruction
is the approach or approaches currently used.
If this be the case, at least we can be assured
that the decision to teach, let us say, in the
self-contained approach was not a function of
carefully considered research. Probably, having
gone through phases 1, 2, and 3, new approaches
will be found to be viable, and once practiced,
be found to be effective.

In my judgment, this approach to staff development and,
in turn, curriculum planning is a most effective one. It

does not separate the two; for in fact, they are one process. One should develop personally as he plans and one can hardly continue to plan effectively unless he _does_ develop personally. By involving the team leaders, we are not only helping them to develop, but we are also making certain that those who have to carry out the plan are, in fact, primarily doing the planning. Such an approach to planning is more likely to cause the people who must carry out the plan to accept it and, in fact, to enthusiastically commit themselves to it. Also, the plan is likely to reflect the expertise available among teachers and thus is likely to be a better plan, since a group of teachers has within it much more expertise than, let us say, one teacher or even one administrator.

I believe that we have a real opportunity to do some innovative planning, and in turn, some innovative implementation of better approaches to instruction. I sense that there is an enthusiastic staff supported by the central administration, school board, and Commanding General.

In my judgment, it is wise to focus on working with one team at this time; specifically, the team in the junior high school, although I would like to begin some preliminary work with a representative team from an elementary school and the math team at the high school. I think that much of what we find in the junior high school will, of course, have applicability to the high school. I'm not certain how much of it may be applicable as far as the elementary schools

are concerned. Thus, I would like to work with an elementary team and the high school math team, though possibly not as intently as I will be working with the group at Brewster.

Again, let me express my thanks for the most hospitable visit to Camp Lejeune. Each time, I know that I learn certainly as much as I bring and possibly a great deal more. During my next visit, I would like for those who want to speak with me individually---specifically, those on the administrative staff---to talk to me about their own personal, professional development. This will give me an opportunity to get their ideas about some of the things they are planning concerning approaches to instruction. Perhaps, these approaches most accurately can be described as "more creative organizational strategies for instructional improvement."

                              Consultant
                              Professor of Education
                              University of North Carolina
                              at Greensboro

A PROPOSAL FOR A COOPERATIVE, EXPERIMENTAL SCHOOL

It is proposed that the Camp Lejeune Dependents' Schools System and the University of North Carolina at Greensboro join together to organize staff and operate an elementary school which will incorporate the most effective, current methods of instruction and school organization. Emphasis will be placed upon differentiated staffing in order to maximize instructional effectiveness with a particular emphasis on individualized instruction for all youngsters in the experimental school.

The cost of operating the school will be approximately the same as the cost of operating that school at this time. However, the kinds of staff employed may differ dramatically. For example, one school that we have in mind now has 26 teachers and one principal. It might be that the experimental school would have 16 teachers and possibly 25 or 30 other persons working with teachers. Also, the school would work closely with appropriate consultants from UNC-G and other universities and school systems. UNC-G would supply student interns (that is, those at the Master's level) for a full year or more. It is also envisioned that the administrative arrangements at the school would differ from those at the typical school. There would be no principal, per se, but a staff assistant who would administer the physical and

fiscal aspects of the school and a senior curriculum con-
sultant who would, in effect, be the over-all curriculum
supervisor.

For the sake of discussion, here is a brief description
of the kinds of people who might be on the staff: senior cur-
riculum consultant; curriculum specialist; who would probably
be brought in on a consultative basis as needed; senior
teachers; teacher interns; student teachers; teacher aides;
and clerk-secretaries.

The advantages of such a cooperative venture in estab-
lishing and operating an experimental school are many. Let
me list a few.

1. Both the university and the school system would be
   committed to the success of the venture. This is
   a fairly rare phenomenon, since universities
   normally have only peripheral interest and, at
   best, sporadic interest in any experimental venture
   in a school system.

2. The university would be able to focus much of its
   resources on the school, using the school for some
   experimental designs, the working out of new pro-
   grams and evaluating old programs.

3. Publicity could be generated through the efforts
   of university and school personnel to see that
   adequate coverage was given to the achievements of
   the school.

4. Experimentation is much easier to do if it is legitimized by being associated with the university; that is, it is much more palatable to school board, staff, parents, and students.

5. The phenomenon of the Hawthorn effect can be fully utilized, in that those associated with the school undoubtedly will feel some pride if they have been singled out as "a model school"; and as is usually the case, they undoubtedly will manifest that pride through better upkeep of the building and grounds, and general attitude toward the school by parents, teachers, and students.

If this idea of a model, experimental school is to be implemented by the next school year, we will undoubtedly have to begin planning soon so that the operations for the school can be reflected in the budget as it is generated in February. I would suggest that the Assistant Dean, School of Education, UNC-G and myself work together as the primary contact people at UNC-G. I have not discussed this program with him in any great detail, but I have no doubt that he would be willing to participate in it, were he to be assured that it is truly to be an experimental program and that it is truly to be cooperative in nature.

Consultant
Professor of Education
University of North Carolina
at Greensboro

COOPERATIVE PROJECT FOR CREATIVE INDIVIDUALIZED MOTIVATION OF STUDENTS THROUGH ORGANIZATIONAL AND INSTRUCTIONAL INNOVATIONS IN SCHOOLING (PROJECT C.I.M.S.)

School of Education   Camp Lejeune
University of N.C. at Greensboro   Dependents' Schools

We know that children differ dramatically in physical, emotional, and mental development.. Recent innovations in education have been designed to take into account these differences among children, as it affects their learning in school. Some of these innovations of direct concern to this project are: individualized instruction; nongradedness; differentiated staffing; and various technological advances, such as program learning and instructional media.

Critics of the school have legitimately pointed out that most current patterns of school organization cannot cope effectively with individual differences among students in the traditional classroom, nor can one or two people (called teachers) carry out the varied tasks which must be carried out if each student is to have an equal opportunity to succeed in school.

This cooperative project between the School of Education, University of North Carolina at Greensboro and the Camp Lejeune Dependents' Schools then focuses on providing more meaningful instruction for children and in turn, promoting student learning on an individualized basis. The

project further provides for a cooperative arrangement with a university whereby the university resources will be brought to bear on the instructional efforts of the Camp Lejeune School System. Such an arrangement should provide for infusion of the most current organizational patterns and instructional programs into the project school at Camp Lejeune, together with development of the staff and evaluation of the Camp Lejeune Program by a group of objective experts.

This cooperative effort then focuses on a more effective approach to meeting the individual needs of each student. It is designed to meet those needs by a more efficient use of professional and paraprofessional personnel and bringing to bear on the instructional process within the school a wider range of teacher abilities and expertise than is now possible under the present school organization. A brief description of the program follows.

Current enrollment of the school in question is approximately 600 students. These 600 students would be grouped into six groups. Three groups would include children whose ages range from six to nine or ten, and three groups of children whose ages range from ten to twelve, or possibly thirteen. Assigned to each group of approximately 100 students would be the following personnel: instructional leader, two senior teachers, three intern teachers, and three paraprofessionals (two instructional and one clerical.) This provides an effective teaching

ratio of approximately 1 to 13. It further provides all
types of possibilities for grouping so that it would not
be rare to have one teacher working with one, two, three or
four youngsters while others might be working with youngsters
in groups varying in size from five to sixty, depending
upon the learning activities which are to take place. This
organizational arrangement not only permits but actually
encourages learning as an individual act on the part of the
student, rather than a required activity for all students,
no matter what their current level of achievement and
motivation might be.

The instructional organization, briefly described, is
undoubtedly more efficient than the current organization.
It is no more expensive, largely because of the duties of
student interns and teacher aides, who can perform quite
well many of the tasks now performed by teachers.

A brief listing of some of the advantages of the pro-
posed means of staffing and organizing for instruction
should point out the advantages that will accrue to students
as a result of the organization herein proposed.

The number of adults available to work with children
will increase. For example, the current ratio of 1 to 16
will become 1 to 13; that is, one teacher---one adult for
each 13 students.

The expert teachers in the school (that is, those
with the most experience and those who demonstrated the

most competence) will have a much wider influence in the
school than is true under current organizational patterns.
For example, they will directly influence the education of
more than 100 young students, rather than be restricted to
influencing the education of approximately 20 to 25 students.

The instructional staff will, through this type of
organization, be not only permitted, but encouraged to inter-
act in such a way that the professional development of the
staff will certainly be enhanced.

Curriculum innovations will be much more likely to be
effectively employed, since the flexible organization herein
proposed does not bind an individual teacher to a rigid daily
schedule.

The support of university personnel would encourage
continued experimentation of a controlled and relevant
nature, providing alternate modes of instruction and employ-
ment of the latest teaching techniques.

Appropriate instructional changes are more likely to
be adopted by virtue of the close interaction of University
personnel and school staff, as well as by virtue of the
continued interaction of each instructional team.

Accountability for sound instruction will reside where
it probably should reside; and that is, with the teachers.
But under this organization, teachers will actually be
provided with the resources and decision-making authority
so that they can realistically be held accountable for what
they do.

By employing differentiated staffing, model personnel can be active full-time within the school, rather than their normal placement in the Central Office. For example, the Instructional Leaders are to be of a caliber which one normally associates with curriculum coordinators at the Central Office level. Basically, this provides for placing the expertise immediately in the situation in which that expertise is likely to be most effective, rather than having it at the Central Office where it is likely to be considerably less effective.

This program undoubtedly will attract regional, if not national attention, and thereby bring to the Camp Lejeune School System much educational focus which is, of course, in itself flattering but more importantly, seems to bring out the best in people as they perform their duties---and that includes students and teachers. To oversimplify, people who seem to think they are good and seem to look good in the eyes of others, turn out to be good!

All elements in the program are based on the most current and demonstrably sound approaches to instruction and school organization.

Consultant   Consultant
Professor   Assistant Dean
School of Education   School of Education
UNC-G   UNC-G

Consultant's Visit - 2 and 3 January 1973

CRITERIA EVALUATION FOR SELECTION OF INSTRUCTIONAL LEADERS

Name_____ Date_____

1. INTELLIGENCE - General intellectual level and ability.

5	4	3	2	1	
Outstanding	Superior	Average	May encounter some diffi- culties	Little chance of success	_____

2. TOLERANCE FOR AMBIGUITY - Openmindedness to differing opinions, to fresh ideas, divergent thinking, and innovations. Comfortable without structure.

5	4	3	2	1	
Highly com- fortable with uncertainty	Reasonably com- fortable with the uncertain	Normally com- fortable with- out structure or precedent	Somewhat uncom- fortable with- out structure	Dysfunction- al without complete certainty	_____

3. DEGREE OF COMMITMENT TO JOB - Freedom from social and family obligations and/or outside demands.

5	4	3	2	1	
Completely committed	Highly committed- few other obliga- tions	Average amount of outside obligations	Numerous out- side commit- ments	Unusually large social and familial demands	_____

4. <u>KNOWLEDGE OF CURRICULUM</u> - Expertise in subject area; awareness of current trends in education and knowledge of innovations in particular subject area; familiarity with curriculum matters and possible approaches.

5	4	3	2	1
Expertise and knowledge in curriculum outstanding	Highly know-ledgeable in curriculum	Average famil-iarity with curriculum	Somewhat in-experienced in curriculum matters	Lacking knowledge of curric-ulum mat-ters

5. <u>GENUINE CONCERN FOR CHILDREN AND LEARNING</u> - Degree of actual involvement in the ideals of children as individuals and learning as an interesting enjoyable process. Sensitivity to children's needs and desires.

5	4	3	2	1
Totally com-mitted to children and process of learn-ing	Highly con-cerned and committed to children's needs and learning process	Average con-cern for the children as people	Low degree of concern for the in-dividual child	Indifferent or antagonis-tic toward children

6. <u>DEGREE OF COMPATIBILITY</u> - Ability to work well with colleagues; to be productive and innovative yet not manifest personality conflicts with colleagues or subordinates.

5	4	3	2	1
Outstanding compatibil-ity	Superior compati-bility	Average--some personality conflicts	Conflicts to point of obscur-ing pro-ductivity	Would not get along well with colleagues

7. <u>DEGREE OF DISSATISFACTION WITH SELF AS EDUCATOR AND EDUCATION PER SE</u> - <u>SCORE</u>
Eagerness to change and improve techniques; constant striving to re-
fine and/or redefine role of education as it pertains to individual
growth of self and students.

5	4	3	2	1	
Actively dis-satisfied; seeks prog-ress con-stantly; highly eager to try in-novative ideas	Eager to try inno-vative techniques	Only mildly dissatisfied not highly motivated to change	Somewhat complacent; self-sat-isfied	Satisfied with status quo; un-willing to change or improve	

TOTAL _____

Interviewer's recommendation: Recommended as Instructional Leader - Yes_____ No_____

Primary or upper grade   - _____

Person conducting interview <u>will</u> make comments citing specifics as to whether
candidate should or should not be employed.

Remarks:

_____
Interviewer

COOPERATIVE MODEL SCHOOL
Application and Information

_____   Major: __(Early Childhood)__
       (Name)

                                   __(Upper Grades)__

Years of Experience _____ Present Position_____
                                              (Grade Level)

Would you like a position in the Model School Project for
next school year?   Yes ____   No ____

Preferred Position (Grade Level)   Model School _____

                                     Another School _____

                                     Preference 1. _____

                                                 2. _____

                                                 3. _____

What position would you like to be interviewed for:

__Instructional Leader__   __Senior Teacher__

In addition to your academic preparation please list any special
skills, talents, or expertise in areas that you feel would be of
value to the Model School situation.

_____   _____   _____   _____

It should be emphasized that all personnel selected for the
Model School Project will be selected for some specific reason,
i.e. experience in special education, reading program, music,
leadership ability. Non-selection of a person does not in any
way reflect upon a person's competence. It simply means that
the person's particular type of skills have already been furnish-
ed by another person.

Note: Those who indicate a desire to become involved in the
Model School Project will be contacted by the Director, Super-
vision and Curriculum, within the next few days.

From: Superintendent, Camp Lejeune Dependents' Schools

To: Associate Superintendent

Subj: Reorganization of Tarawa Terrace 2 Elementary School

Encl: (1) Supt,CamLejDepScols MFR dtd 18 June 1973 w/attachment

1. As of Monday, 25 June 1973, I am establishing a new organizational pattern for the Tarawa Terrace 2 Elementary School. Enclosure (1) is attached for your information. This new organizational pattern will be implemented as of Monday morning, 25 June 1973.

                                        SUPERINTENDENT

Copy to:
Dir,Supv&Curr
BusMgr
SrInsLdr
Dir,ofAdmServs

18 June 1973

MEMO FOR THE RECORD

From: Superintendent

Subj: Reorganization of Tarawa Terrace 2 Elementary School

1. Background. Pursuant to implementation of the Coopera-
tive Model School Project at Tarawa Terrace 2 Elementary
School the role of the personnel has been divided into
separate functional areas. This is in keeping with the
differentiated staffing concept which is incorporated into
the project.

2. Personnel. In order to function smoothly the responsi-
bility for the over-all operation of the school is shared by
the Director of Administrative Services and the Senior In-
structional Leader. The Director of Administrative Services
is responsible for matters pertaining to governance of the
school operation. Mr. Herschel Green will be the Director
of Administrative Services. The Senior Instructional Leader
will be responsible for all matters pertaining to curriculum
and instruction. Mr. Walter Childs will be the Senior In-
structional leader.

3. Duties.

     a. Senior Instructional Leader. The Senior Instructional
Leader will spend the major portion of his time working with
instructional leaders, senior teachers, intern teachers, para-
professionals, and others as they relate to the academic pro-
gram. He will also observe classes, screen requisitions for
supplies, conduct curriculum and instructional meetings both
during and after school to make certain that the over-all
academic program progresses commensurate with expectations.

     b. Director of Administrative Services. The Director of
Administrative Services will be responsible for the physical and
fiscal aspects of the school operation to include such things
as discipline of students, maintenance, transportation, clean-
liness of the building, and other duties normally related to
the physical and fiscal affairs.

4. Responsibilities in decision-making. Although the respon-
sibilities in decision-making are shared by the personnel in-
dicated above, it is anticipated that certain issues and/or
questions may somewhat overlap and difficulty in establishing

52G/JMH/sf
18 June 1973

Subj: Reorganization of Tarawa Terrace 2 Elementary School

their proper domain may be inconsequential. Should such
questions arise during the course of the school year the
Senior Instructional Leader has the authority in making
such decisions.

5. Diagram. The attached diagram graphically illustrates
the organizational pattern now in effect at Tarawa Terrace
2 Elementary School. Questions should be directed to the
undersigned via the Associate Superintendent.

SUPERINTENDENT
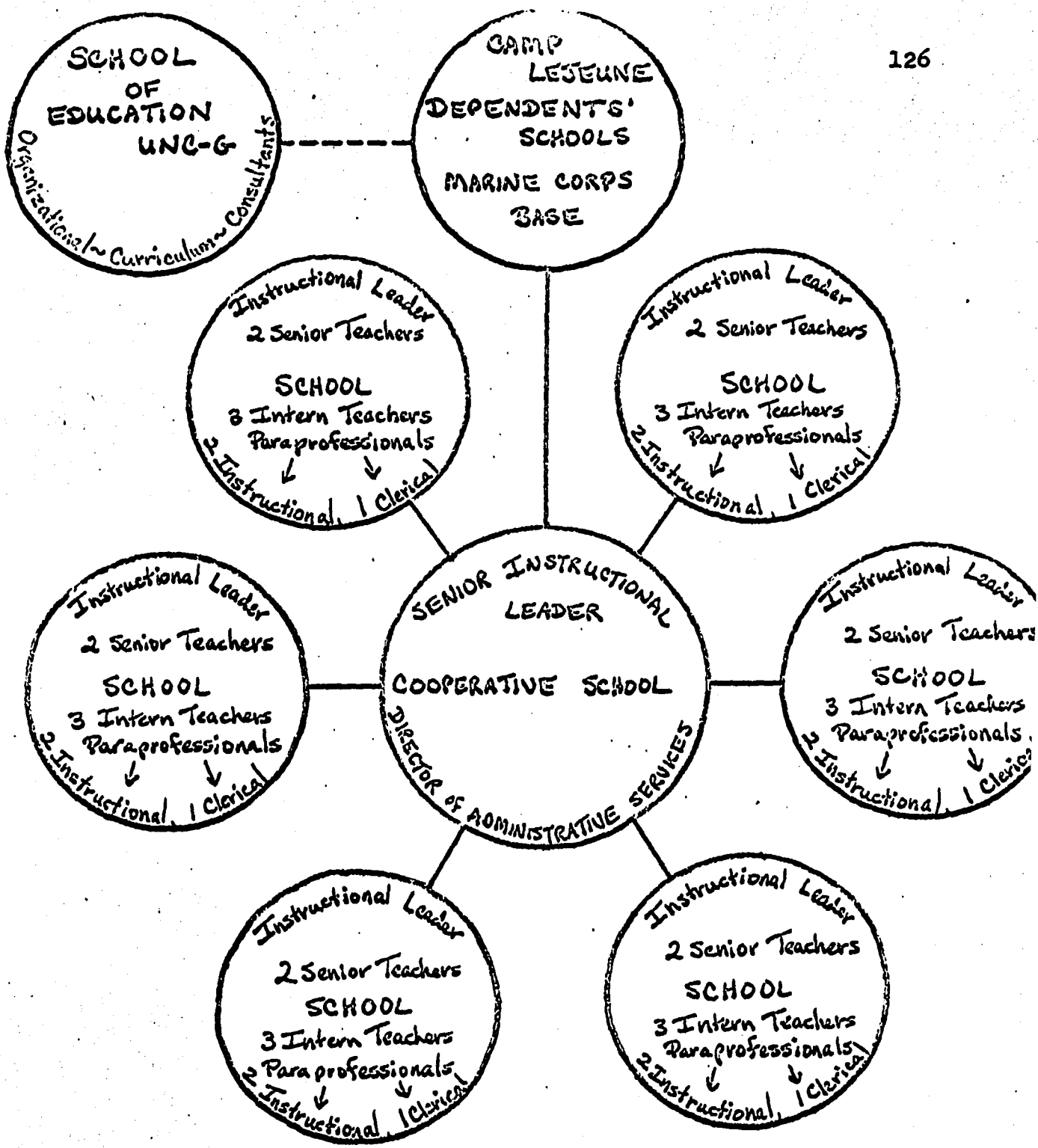
COOPERATIVE SCHOOL

APPENDIX B

TASK ANALYSIS GRID

TASK ANALYSIS

	Instruc-tional Leader			Senior Teacher			Intern Teacher			Instruc-tional Aide			Clerical Aide		
1 - Primary areas of responsibility 2 - Secondary areas of responsibility 3 - Supportative areas of responsibility															
TASK NUMBER	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3
1. Administration of assessment instruments	X			X			X								
2. Scoring of assessment instruments	X			X			X								
3. Evaluation of assessment instruments	X			X				X							
4. Prescription of experiences designed to remove deficits as revealed by the diagnosis	X			X				X							
5. Planning large group experiences	X			X			X				X				
6. Implementing large group experiences	X			X			X				X				
7. Providing assistance (students & staff) with large group experiences	X			X			X					X			
8. Planning small group sessions	X			X			X				X				
9. Implementing small group activities	X			X			X			X					
10. Providing assistance (students) in small group experiences	X			X			X			X					
11. Directing independent learning experiences	X			X			X				X				
12. Providing students with assistance in their independent learning experiences	X			X			X			X					
13. Providing individual with instruction	X			X			X			X					
14. Provide students with feedback on completed learning experiences	X			X			X				X				
15. Diagnosis of learning disorders	X			X				X							
16. Participation in the planning decision making, and evaluation process that pertains to the schools educational program	X			X				X			X				
17. Participation in the planning, decision-making, and evaluation process that pertains to the school systems educational program		X			X				X			X			
18. Supervising the Intern Teachers	X			X											
19. Directing the activities of student teachers and parent volunteers	X			X						X					
20. Participation in professional activities	X			X				X							

	Instructional Leader			Senior Teacher			Intern Teacher			Instructional Aide			Clerical Aide		
	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3
21. Participation in inservice training programs	X			X			X			X					
22. Assisting in the selection of instructional materials							X			X					
23. Selecting instructional materials	X			X				X							
24. Identifying and helping to recruit prospective teachers			X			X									
25. Maintaining discipline	X			X			X			X					
26. Motivating a child to learn	X			X			X			X					
27. Advising and counseling students	X			X			X				X				
28. Taking inventories	X			X				X		X					
29. Ordering supplies	X					X			X	X					
30. Record keeping on pupil progress	X			X			X			X					
31. Take up and count money		X			X		X								
32. Run errands	X			X				X		X					
33. Typing			X			X			X				X		
34. Duplicating			X			X			X				X		
35. Taking Attendance	X			X			X								
36. Keeping the register	X			X			X								
37. Checking the register	X			X											
38. Filing			X			X	X					X	X		
39. Cumulative folders	X			X				X							
40. Checking height, weight, eyes, and general health of students			X			X	X								
41. Supervising of light janitorial duties	X			X			X			X					
42. Performance of light janitorial duties	X			X			X			X					
43. Bus duty	X			X				X							
44. Lunchroom supervision	X			X				X							
45. Supervision of bathroom and water fountain	X			X			X			X					
46. Supervision of students during morning break	X			X			X								
47. Staff break	X			X			X			X			X		
48. Supervision of sharing activities	X			X			X			X					
49. Reading to students	X			X			X			X					
50. Listening to children read	X			X			X			X					
51. Planning opening exercises	X			X			X								
52. Conducting opening exercises	X			X			X								

	Instructional Leader			Senior Teacher			Intern Teacher			Instructional Aide			Clerical Aide		
	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3
53. Planning physical education activities	X			X			X								
54. Conducting physical education activities	X			X			X								
55. Supervising physical education Activities			X			X	X								
56. Shelving library books															
57. Assisting students in the library							X								
58. Directing students to appropriate resource materials				X			X			X					
59. Gathering materials and supplies	X			X			X			X					
60. Getting the room ready for the day	X			X			X			X					
61. Writing contracts	X			X			X								
62. Planning with other staff members	X			X			X			X					
63. Writing lesson plans	X			X			X			X					
64. Maintaining lesson plans	X			X			X			X					
65. Scheduling and coordinating activities	X				X			X		X					
66. Checking folders	X			X			X								
67. Checking subjective papers	X			X			X				X				
68. Checking objective papers	X			X			X			X					
69. Holding student conferences	X			X			X				X				
70. Conducting conferences with parents	X			X				X							
71. Participation in parent conferences	X			X			X					X			
72. Providing input for formal student evaluation	X			X			X			X					
73. Writing cover letter for progress report	X				X			X				X			
74. Writing formal student evaluations	X			X			X								
75. Writing notes to parents	X			X			X				X				
76. Take the initiative to coordinate preliminary planning prior to a parent conference	X														
77. Coordinating parent conferences and making necessary arrangements	X														
78. Attending staff meetings	X			X			X								
79. Conducting daily evaluation of days learning experiences with students	X			X			X			X					
80. Making bulletin boards	X			X			X			X					
81. Teaching students to operate audio-visual equipment	X			X			X			X					
82. Operating audio-visual equipment	X			X			X			X					

	Instructional Leader			Senior Teacher			Intern Teacher			Instructional Aide			Clerical Aide		
	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3
83. Observation of other teaching areas	X			X			X				X				
84. Participation in a self-evaluation (staff)	X			X			X			X					
85. Pulling resource materials for student use	X			X			X			X					
86. Supervising instructional game activities	X			X			X			X					
87. Preparing special lessons	X			X			X								
88. Assisting students with programed materials	X			X			X			X					
89. Putting up displays	X			X			X			X					
90. Calling parents to check on student absence	X					X	X								
91. Coordinating team activities	X														
92. Summarizing teams bi-monthly successes and needs	X				X				X						
93. Responsible for disseminating information to team members (administrative)	X														
94. Making arrangements for field trips	X				X				X						
95. Field trip chaperones	X			X			X								
96. Keeping abreast of skills and concepts being taught by others on the team	X			X			X			X					
97. Providing feedback to teachers on student performances							X			X					

EPILOGUE

EPILOGUE

An epilogue is commonly defined as the conclusion of a
literary work. It is designed to pull together any loose ends,
remind the reader of the importance of what he has just ex-
perienced, and convince both the reader and investigator of
the time, energy, and expertise the investigator has given to
that which has been produced. Bearing these things in mind,
the researcher also wishes to place the present investigation
in a larger context--the context of the experimental school in
relation to the entire school system as well as other school
systems. In other words, the researcher is not only interested
in the process of initiating and maintaining the experimental
school but also in projecting into the future through such
questions as: How can those persons involved in the experi-
mental school profit from what have proven to be errors? Given
these errors, what possible alternatives should be explored?
How can the basic organizational model used in the experimental
school be exported to other schools in the same school system
and other schools outside the school system? If the basic
organizational model can't be exported, what ideas from the
experimental school experience can be profitable to other
educators interested in the project? All of these questions

are cited here in order to convey the essential spirit of this dissertation in general and epilogue in particular. This spirit says that the dissertation itself is part of a larger process of discovery and inquiry rather than a definite document.

Although statistical research with its emphasis on quantification is still being conducted by doctoral students and others, there has been a strong research movement in recent years that concerns itself with exploring conceptual models-models that are not treated as definitive but are instead viewed as catalysts for further study.[1] The rationale for such research is as follows: (1) pluralism and open-mindedness can and should be maintained throughout the research process rather than simply at the beginning (hypothesizing) stage of research; (2) formative research is as important as summative research; and (3) the total environment should be within the consciousness of the researcher as he does his research rather than centering his research on a limited part of the environment to the exclusion of the larger view.

The present study is consistent with the research rationale discussed above and must be understood in light of this rationale.

---

[1]
James B. Macdonald, Bernice J. Wolfson, and Esther Zaret, Reschooling Society: A Conceptual Model (Washington, D. C.: Association for Supervision and Curriculum Development, 1973). This work is an excellent example of the research movement being discussed.

The main thrust of the study is upon processes in decision-making rather than an attempt to focus on the merits of an educational program. The study examines the forces in the larger societies that have had implications for educational leadership: increased technological advances have caused interdependence of people and organizations, which in turn has caused increased organizational complexity designed to prescribed human interaction in the interest of making the human environment more predictable, which in turn has resulted in increased intolerance of ambiguity on the part of individuals and organizations.

There have been two major responses to this ambiguity both in our society as a whole and formal education in particular. First, some have argued for order and predictability by fiat. In fact, they have focused on those things that can be measured and call this part of reality all of reality. Management by objectives, bureaucratic structure, and predetermined curricula serve as examples. A second response has been to bemoan the existence of complex organizations, often by advocating a return to 18th century romanticism such as that of Rousseau. In effect they are saying that if we didn't have these complex organizations, we wouldn't have present-day problems in our schools.

The researcher feels that the many benefits resulting from complex organizations and a complex society are valued so highly that we are not likely to, nor should we, add the second proposed solution--the de-schooling of society. The

first solution is rejected as simply too narrow in scope to
be of significant value. Both proposed solutions share one
tragic flaw: the desire to get away from complexity. In
fact, however, schools as they are presently organized promote
the likelihood that one or the other of the two proposed
solutions will prevail for they are based on a simple problem-
solution, question-answer mode of thinking.

In the researcher's judgment, focus should be on a di-
lemma-reconciliation way of thinking which means that people
accept, even welcome, constant ambiguity in their lives and
continually become more effective in dealing with such ambi-
guities. With respect to the dimension of time, the dilemma-
reconciliation approach to the dimension of time, the dilemma-
reconciliation approach is primarily interested in the now
(present) although antecedents and future consequences are
also considered.

In order to determine the validity of the hypothesis,
that schools presently promote intolerance of ambiguity and
there was a need to discover ways whereby schools could
promote greater tolerance of ambiguity, a cooperative
relationship between the Camp Lejeune Dependents' Schools
System and the School of Education at the University of North
Carolina, Greensboro was established. There was early
agreement among those involved in the cooperative relationship
as to a basic principal: primary attention should be given
to process rather than programs. This principal was based
on two major assumptions. First, the end result (product of
schooling) is generally agreed upon: a successful student has

a healthy self-image, an inquiring-mind, training in the basic skills such as reading, writing, arithmetic, speaking, and the like. Second, disagreement largely centers on what should be done in order to reach this generally agreed upon goal. In short, the process by which the second issue is resolved, reconciled is probably a better term, should be the subject of our time and energy.

The researcher furthermore acted on the basis of the belief that decisions about curriculum and instruction should be made by those in direct contact with the students in schools. In other words, a great deal of trust and latitude should be placed in the hands of professionals--teachers and their as-·sistants. In order to achieve this, it became clear that major changes had to be made in the school as an organization, for present instructional models are based on a bureaucratic form and rationale.[2] When is the bureaucratic organizational model inappropriate? Blau and Scott indicate, "When the overall responsibility of the organization cannot be broken down into fairly routine specialized tasks...., expert judgments of professional rather than disciplined compliance with the commands of superiors must govern operations..."[3] There are three major problems with the bureaucratic model in the area of curriculum and instruction:

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[2] Creative Survival in Educational Bureaucracies (Berkeley, Calif.: McCutchan, 1974) discussed this matter at greater length.

[3] Peter M. Blau and W. Richard Scott, Formal Organizations (San Francisco: Chandler Publishing Company, 1962), pp. 206-210.

1. the ends are not discreetly measurable due to the abstractness of the goals;

2. the means for reaching the goals are not agreed upon; and

3. the causal relationship between means and ends is not readily or concretely demonstrable.

IMPLEMENTING THE PROJECT'S RATIONALE

Two basic things needed to be done in order to implement the professional decision-making model for curriculum and instruction. First, bureaucratic superiors, such as the superintendent, associate superintendent, principal, and supervisors, had to suspend their influence on decision-making in the area of curriculum and instruction at the experimental elementary school. (The word "suspend" is carefully chosen, for the superintendent, for example, is still legally responsible for what goes on in the experimental school and has the option of simply closing the experimental school down.) What this in effect means is that bureaucratic superiors will draw upon their expertise rather than their position of authority in influencing curriculum and instruction in the experimental school. It might be said that the dual role of the deputy superintendent for academic affairs was more formalized in the early stages of the implementation of the project. In order to accomplish the various tasks necessary in implementing the initial stages of the school, the deputy superintendent found it necessary to rely totally on expertise. However, once a stage in the evolvement had been institutionalized the organization required its legitimization through the issuance

of some formal document. It should be emphasized, however, that a formal document came only after the stage in the implementation process had been completed.

A second thing that needed to be done in order to implement the basic rationale of the project was to expand options from which the professional staff could make their choices. (Such a range of options isn't necessary for the bureaucrat who simply does what he is told to do.)

Space was a major area of concern as we worked to expand options for teachers. In order to create six schools within the elementary school, space had to be provided for instruction, team planning, and special services (e.g. music, art, physical education, and dramatics). Planners always keep the goal of making maximum use of space, both indoors and outdoors, in mind. Facilities, including instructional areas, were never viewed as permanent places for a single activity to take place. The instructional staff quickly caught the spirit of flexible and open space so that areas rarely or never used became centers of activity. The auditorium, stage, and storage rooms served as examples.

Students, approximately 600 in number, were assigned to the various schools within a school. Three instructional teams had children ages six to ten, and three other teams had children ages ten to twelve. Of the five elementary schools in the school system, Tarawa Terrace II, the experimental school, had the lowest socio-economic background student population. Members of the instructional staff were

not told how to group students but instead were encouraged to examine many and diverse options for different situations. If they finally decided as professionals to return to self-contained classrooms, this was their right as professionals.

Personnel involved in curriculum and instruction were chosen in accordance with a basic commitment on the part of the founders of the project: many more people than those who usually work in a school should be involved in the curriculum and instruction process. It was also felt that these people should decide who should do what in the area of curriculum and instruction.[4] Further information about the experimental school was provided at faculty meetings in each of the elementary schools so that the choice to apply or not to apply for a position at TT II would be based on a general understanding of what to expect. The first person to be selected was the Director of Academic Affairs. He was selected by the superintendent after being advised by the deputy superintendent of curriculum and instruction and two consultants. The same selection committee, plus the Director of Academic Affairs, named the first instructional leader. Then the Director of Academic Affairs and the instructional leader interviewed prospective instructional leaders for the five remaining positions. They selected the second instructional leader who also sat in on the selection of the third instructional leader

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With differentiated staffing, roles and functions for each member of the team are prescribed.

and so on. (Those interviews were video-taped for future research.) The Director of Academic Affairs and the six instructional leaders chose the senior teachers on the basis of interviews and field observation of the teachers in their classrooms. Other members of each team were chosen by the instructional leaders and senior teachers.

The budget of the experimental school was approximately the same for its first year of existence (1973-74) as it was for the previous year. An inservice budget of $16,000.00 was realized through a cooperative arrangement with Coastal Carolina Community College and its Dean of Continuing Education. This money was to be used for instructional consultants from any discipline in any educational organization. The instructional staff decided (1) if they wanted a particular consultant as well as (2) what the consultant should do once he was under contract. This particular arrangement worked against traditional role expectations for consultants: that of presenting what had to be offered and leaving. Instead a professional relationship evolved between teachers and consultants with the latter working twelve to fifteen hours a day instead of giving a brief speech and leaving.

CRITICAL INCIDENTS

Two basic questions are at the center of all of the critical incidents experienced thus far: Do teachers want to deal with the ambiguities of educational decision-making entailed by their roles as professionals? Can they deal with such ambiguities? The researcher felt that they had not been

prepared by formal education or life in general to do this.
Why then should they want to leave the sanctuary provided
by bureaucratic structures? The founders of the project
reasoned as follows with regard to these important questions.
If the experimental project simply does not work, it cannot
be attributed to (1) the bureaucratic organization form or
(2) a lack of options available to the professional staff.
Instead, it would be necessary to look elsewhere for the cause
of the failure.

The first critical incident focused on the Camp Lejeune
Dependents' Schools' Superintendent and Deputy Superintendent
for Curriculum and Instruction. They had to decide to suspend
their influence by virtue of positions of authority and assume
advisory positions in relation to the professional staff at
TT II. This was accomplished with little difficulty although
the implications of their decision were momentous.

The next step was to get the school board to approve the
idea of the experimental school. Very natural questions were
posed by the board: "What if students transfer away from or
into TT II?" "Can we really trust teachers to make the kinds
of decisions they are supposed to make in this new school?"
The Chairman of the Education Committee, who is also a member
of the board of education, understood the new school organi-
zational model better when it was compared to the medical
model with nurses and others as bureaucrats and doctors as
professionals. The chairman was a physician.

The whole matter of presenting the idea of the experimental school to personnel in the five elementary schools was a logistical challenge. It was only natural that teachers' anxieties were raised by the proposed innovation. The preparation of teachers for the selection process was especially critical for they have had an occupational history of being told where they would be placed in the system.

A series of critical incidents centered on interactions of the TT II staff with the central office administration. One of the most significant incidents that tested one of the basic assumptions of the project appeared early in the personnel selection process. The superintendent recommended to the deputy superintendent for curriculum and instruction a teacher who had applied for a position in the Camp Lejeune Dependents' Schools. He indicated that this particular teacher was outstanding and well thought of as a leader in the private school in the adjoining school district. The deputy superintendent for curriculum and instruction happened to personally know the applicant and shared the superintendent's opinion concerning the applicant's qualifications. Thus, several attempts to influence the decision of the Director of Academic Affairs and instructional leaders to hire the applicant in question were made. However, upon interviewing the applicant it was determined by those involved that she lacked certain qualities necessary to the personnel involved in the project. Specifically, they did not feel that she would be compatible with the other instructional leaders and

most of all she lacked a tolerance for ambiguity. At this point, the superintendent was informed of their decision. The interviewers realized that the superintendent had the option to override their decision, but in this case, he chose not to do so. In fact, there were a number of other leadership positions to be filled in other schools in the system but the superintendent chose not to consider the applicant for any of these positions. Another type of influence was used by the superintendent near the completion of the personnel selection process. The superintendent noted to the deputy superintendent for curriculum and instruction that based on the list of personnel he had been furnished by the Director of Academic Affairs for the Cooperative Model School Project no black teachers had been selected at that point in the recruitment process. He asked the deputy superintendent for curriculum and instruction and the Director of Academic Affairs who, in fact, was the only black involved in the project if politically this could be a detrimental variable to the success of the project. He stated that approximately 30% of the students in the Model School Project were black. He indicated that critics would be quick to note that there were no black teachers on the staff and would possibly tend to attribute any kind of success concerning the project to that variable. Both the deputy superintendent for curriculum and instruction and the Director of Academic Affairs agreed with the superintendent on this point and immediately started recruiting qualified black applicants to fill the remaining

two positions as senior teachers. It should be noted however, that the superintendent did not demand that black teachers be recruited for these positions. It was simply a matter whereby the superintendent bureaucratically saw the significance of the matter and those involved in curriculum and instruction saw the political importance of having black personnel on the staff. Another example or critical incident happened during orientation week. The school-system-wide social studies supervisor introduced a series of new social studies materials assuming that the TT II instructional leaders would simply adopt such materials. Some of the instructional leaders were ready to "do as they were told", but after reminding themselves of their professional autonomy in curriculum and instruction, they asked the supervisor to bring in a variety of materials after which <u>they</u> could make the choice. It is only natural that there is much tension for those central office staff members who operate in the bureaucratic mode for schools other than TT II yet who are, at the same time, expected to adjust their expectations and operational procedures while at TT II.

Members of the instructional staff at TT I[I] quickly learned that they had to communicate in very concrete terms when dealing with parents while at the same time they had to use many professional terms when dealing with colleagues, other staff members, and consultants. Explaining what the experimental school project was all about without using technical professional terms was a special challenge.

A critical series of decisions had to be made concerning the orientation of staff members in the fall. Two weeks were set aside to deal with the professional decision-making process. Consultants recognized that they should focus on attitudes, such as tolerance for ambiguity, as much as on skills. A calculated risk was taken with respect to those who should be involved in the orientation sessions: only instructional leaders participated due to resources available. Throughout the orientation session, instructional leaders were urged to be realistic about the strengths and weaknesses of more traditional approaches to curriculum and instruction. This was done because there is a tendency to romanticize the traditional when involved with some of the agonies of innovation.

Perhaps the most important series of critical events centered on the need for a support system, primarily psychological in nature, for the professional staff. This support system consisted of people in the Camp Lejeune Dependents' Schools System, such as the superintendent, deputy superintendent for curriculum and instruction, and director of academic affairs, and people outside the school system, such as consultants from the University of North Carolina, Greensboro. For example, in talking to the instructional staff, a consultant said: "You probably didn't do anything terrible today. You have been busy and so you probably did some good things." In essence he was saying, "YOU'RE O.K."

CONCLUSION

The researcher believes that a promising start has been made in working toward the implementation of a new model for governance and curriculum and instruction in one elementary school. It is also believed that the basic principals on which the experimental school is based are exportable, although exactly the same form will not be replicated due to local conditions. We would give reference to two sources for more detailed information on the study: Creative Survival in Educational Organizations (Berkeley, Calif.: McCutchan Publishing Co., 1974) sets the stage for an understanding of the study; and "In-Service Can Make a Difference" is a monograph that can be obtained by writing to the Superintendent, Camp Lejeune Dependents' Schools, Marine Corps Base, Camp Lejeune, North Carolina 28542.