

A STUDY OF THE
ADMINISTRATION AND
ORGANIZATION OF
EXTRACURRICULAR
PROGRAMMING IN AN ALBERTA
SCHOOL JURISDICTION

CENTRE FOR NEWFOUNDLAND STUDIES

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A STUDY OF THE ADMINISTRATION AND ORGANIZATION OF
EXTRACURRICULAR PROGRAMMING IN AN
ALBERTA SCHOOL JURISDICTION

by



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An Internship Report
In partial fulfillment of the
requirements for the degree of
Master of Education

Faculty of Education
Memorial University of Newfoundland
August 1978

St. John's

Newfoundland

MEMORIAL UNIVERSITY OF NEWFOUNDLAND

COMMITTEE ON GRADUATE STUDIES

The undersigned certify that they have read, and recommend to the Committee on Graduate Studies for acceptance, an internship report entitled, "A Study of the Administration and Organization of Extra-curricular Programming in an Alberta School Jurisdiction" submitted by Paul Francis Matthews in partial fulfillment of the requirements for the degree of Master of Education.

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To my wife, Linda, without whose encouragement
and patience this internship could not have been
realized.

ABSTRACT

The purpose of this internship was to study the organization and administration of extracurricular programming in an Alberta school setting, with the view of obtaining insights particularly useful to development of extracurricular programs in Newfoundland schools. To achieve this goal, a school district comparable in several respects to those in many areas of Newfoundland was selected. Administrators, teachers, students' council members, and board personnel comprised the investigative sample. Those techniques of data collection utilized were focused interviews, limited interaction observations, and document analysis. Findings were collated and reported under the major areas of concern to extracurricular programming identified in the literature review.

Major findings and conclusions drawn from the internship included:

1. The principal occupies a crucial position within the organizational framework of each school.
2. There is no articulated board philosophy or policy regarding extracurricular programming.
3. A large portion of extracurricular programs is comprised of varsity and intramural sports.
4. Total teacher and administrator participation in extracurricular programs can be accomplished, and can be effective in improving student participation as well as teacher supervision and evaluation.

5. Teacher sponsorship is totally voluntary and sufficient numbers of teacher sponsors can be obtained.

6. Accurate records of student participation levels are not generally kept.

7. Student busing is a major factor limiting student participation in extracurricular activities in the junior high schools, resulting in overloading of facilities--especially during noon hour.

8. Student union fees seem to be an excellent and equitable method of obtaining funds for extracurricular activities.

The study advanced the following recommendations:

1. The divergent approaches to extracurricular programming observed among the schools studied suggest possible advantages of board-level direction.

2. Students' councils should play a definite role in all aspects of extracurricular organization.

3. Contributions to extracurricular activities should be a consideration when determining teacher workloads.

4. Relevant inservice training should be provided to those staff members who feel inadequately qualified to sponsor activities.

5. An examination of the varsity programs should be conducted in light of educational returns for funds expended in this area.

6. School boards should consider the development of a policy regarding school ownership of buses.

ACKNOWLEDGEMENTS

The researcher wishes to extend sincere appreciation to the advisory committee: Dr. D. Treslan, Chairman; Dr. V. Snelgrove; and Prof. P. Duignan, for their constructive assistance with procedure, organization, and the final format of the internship report.

The interest and cooperation of the participating administrators, teachers and students of Strathcona County is gratefully acknowledged. Special thanks are also extended to Dr. G. Rancier and Mr. Wm. Sime for their assistance and hospitality throughout the internship.

The writer wishes to express his gratitude for the assistance and patience of his sister, Mrs. L. Pelley, throughout the writing of this report.

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CHAPTER 1

INTRODUCTION

Extracurricular activities within school systems can be traced back through history to the days of the Greeks and Romans. In modern school systems it is impossible to find schools totally lacking some sort of activities that might be classed as co-curricular or extracurricular. Most educators use either the term co-curricular or extracurricular when referring to activities carried on by the school that are (a) non-credit, (b) voluntary, and (c) not part of the prescribed curriculum. The term 'extracurricular' will be used throughout this report.

Those directly involved in education--theorists, administrators, teachers, students, and parents agree on the educational importance and value of extracurricular programs. Various writers strongly support extracurricular program activities as valuable in fostering such values as (1) sportsmanship, (2) good citizenship, (3) student governance, (4) school loyalty, (5) training for leadership, and (6) fitting the school to the needs of the adolescent (Jacobson et al., 1973).

An obvious problem with extracurricular activities surfaces when one attempts to discover exactly how the extracurricular program fits into the total school structure. Extracurricular activities of varying quantity and quality can be found in abundance throughout the majority of school systems in our nation, and one would logically assume that

such a time-consuming and important segment of public schooling would have very concrete roots. However, this is not the case, especially in the Newfoundland milieu. Obviously, our educational administrators often accept extracurricular programming as an integral part of school activities without having any philosophical or rational basis for doing so. Kratzman (1957), in his survey of extracurricular activities, found that a common occurrence was the lack of clearly formulated objectives. He discovered that this absence of goals tended to result in haphazard and divergent efforts. Even though there were comprehensive programs offered and much time expended, there was little direction and evaluation because of inadequate pre-planning.

The lack of a cohesive and consistent approach with respect to making extracurricular programming an integral part of the school's program in Newfoundland is in part caused by extensive busing made necessary due to the large number of regional and central high schools. Busing problems and other factors such as lack of facilities and financial resources cause many problems for administrators. Opinions as to how this and other problems associated with extracurricular programming can be solved are varied. Should the program operate primarily outside school hours? Are teachers under obligation to sponsor extracurricular activities? Should extracurricular programs be scheduled during the regular school day? What financial responsibility should the school district bear?

Answers to these and other pertinent questions are necessary for school administrators to develop and implement an effective extracurricular program. This study examines how a school district in Alberta

deals with the aforementioned problems. It is hoped that this report will aid educators in Newfoundland in the further development of extra-curricular programs.

Topic of Special Interest

The purpose of this study was to study and evaluate the organization and administration of extracurricular programming in selected junior and senior high schools in an Alberta school system by means of an internship study.

Significance of the Study

It is hoped that this report will offer new insights into the organization and administration of effective extracurricular programming. Specifically, it is hoped that this study will be helpful to the following groups:

1. School principals who may wish to develop or revise an extra-curricular program in their school.
2. Teachers who are involved with extracurricular activities, especially physical education personnel.
3. School board and department of education personnel responsible for (a) extracurricular development, and (b) busing contracts and policies.
4. Faculty and students of teacher training institutions, particularly in the departments of educational administration and curriculum development.
5. The results of this study will hopefully contribute to the

theory and practice extant available in the field of educational administration.

Delimitations

This study was delimited to selected junior and senior high schools of the Strathcona County Board of Education located in Sherwood Park, Alberta. The internship focused on one aspect of the schools' operation, extracurricular programming, and more specifically, the organization and administration of extracurricular programs.

The schools selected were coeducational. In four of the five schools studied a substantial proportion of the student population was comprised of bused students. It should be noted that the population of one school was not bused.

Limitations

1. Dependence on a restricted sample.
2. Possibility of respondent subjectivity and bias.
3. Researcher bias.
4. Timing and duration of the internship study.
5. Structure and clarity of the interview dialogue.
6. Reliance on face validity of the research instrument.

Definitions

Composite high school. In the province of Alberta, a composite high school is a high school which provides, along with academic programs, broad emphasis in the areas of general, vocational, technical

and commercial education.

Extracurricular activities. For the purpose of this research, extracurricular activities include all activities that are carried out under the jurisdiction and approval of the school that are (a) non-credit, (b) voluntary, and (c) not part of the required curriculum.

Intramural sports. Intramural sports are those individual or team activities in which students participate in organized competition within an individual school.

Selected schools. The schools referred to as selected schools in this study include all schools selected for investigation by the researcher. These schools are of two types--junior and senior high schools. Junior high schools serve grade seven to nine students. Senior high schools serve grade ten to twelve students. All schools included in the study are coeducational.

Student leaders. For the purpose of this study, student leaders are considered to be members of students' council executives, or leaders of individual teams, clubs, publications, or house systems. In all cases they must be involved in the administration and organization of their schools' extracurricular program.

Teacher sponsor. A teacher sponsor is any teacher charged with the responsibility for one or more approved extracurricular activities. In his role as sponsor, he/she is responsible for the directing of the students' activities, as well as the students' behaviour and safety.

Varsity/extramural sports. Varsity or extramural sports are sports which are carried on by teams or individuals who are students of a particular school, and who compete with other schools on behalf of their school.

Rationale

It would appear that in the past few decades extracurricular programs have reached maturity in the eyes of educators. Central to the acceptance of the worth of extracurricular programs is the recognition of the intellectual and socio-personal experiences offered--two direct objectives of extracurricular programs. Stroup (1967) discusses two further functions of the school--the citizenship function, and the inducting function. He argues that these two functions are met in part through involvement in appropriate extracurricular activities. Such student involvement would not merely be in the form of participation in the activities themselves, but would include student leaders' participation in the organization and administration of these activities. In adopting this view of the worth of extracurricular programs, Stroup (1967) would agree with the view of Gruber and Beatty (1954) who view democratic principles and practices as a natural function of an effective extracurricular program.

To Frederick (1965), the crux of an effective extracurricular program lies in student involvement in the program's governance and operation. Shields holds a similar view as evidenced by the following statement:

The dividends which come from the pursuit of broad interests, including extracurricular activities, are many and varied.

On the student council . . . or almost any committee consisting of more than one member, the painful and enlightening experience of contending with the other person's point of view is a maturing experience. Learning to respect, or at least to tolerate, opinions that conflict with your own prepare you to function more smoothly and effectively in our society. . . . Any student who represents his fellows in the extracurricular structure of the school has espoused a responsibility for the welfare of others. (1969:2)

Frederick considers all the approved aims of education (responsibility, leadership, self-control, cooperation, and respect) being fostered by student government in all aspects of extracurricular enterprises--initiating, supervising, regulating, financing, and evaluating. Trump (1944: cited in Jacobson et al., 1973) agrees with this assessment and goes further, asserting that many of the values students see in extracurricular activities are not perceived, and indeed cannot be perceived in the regular curriculum offerings. He cites such examples as friendships developed and the gaining of information not received in curriculum classes to depict the range of needs being met, according to students' responses.

Frederick (1965:39) touches on one other aspect of importance to our 'educational future.' He points out that because the school is an open social system, the general cultural changes within society are reflected in the school. The changing attitudes towards recreation, leisure time usage, and planned obsolescence have phenomenal implications on the curriculum in general, as well as on the extracurricular program. It follows then that what adults do with their time will depend on what they are educated to do, both workwise and leisurewise. In the same vein, two important reasons for the development of a systematic approach to extracurricular activities are expounded by Boutwell (1969). He

points to research showing that (1) if students are not taught or exposed to leisure time activities in their teens, they will not take it up in adulthood, and (2) leisure time has destructive as well as constructive potentialities. In this milieu of thinking, we should view extracurricular activity as a supplement to, and not a substitute for, classroom experience.

Slater and Strehle (1969) refer to two other educational areas of importance while discussing the significance of extracurricular programming. They consider extracurricular activities essential to self-realization and the establishment of a healthy self-image within students. Mohler (1971) takes the issue further, asserting the school's responsibility for providing appropriate activities. He maintains the following view: "A school district has a legal and ethical responsibility to provide a program of school activities for the students it serves" (1971:19).

Activities which promote students' self-realization and self-image are consistent with the purposes of any secondary school program. There is a need for creative application of the basic skills and knowledge gleaned from curricular sources. All skill development and knowledge acquisition must be tied in with application. The curriculum is designed for imparting knowledge and fostering skill development, and the extracurricular program must be designed to allow for the application of this knowledge and skill development. Two of the most important considerations that must be kept in view when considering extracurricular activities are the regular curriculum, and the needs and interests of the students.

Since Confederation with Canada, the status of education in Newfoundland has vastly improved, particularly in the past ten to fifteen years. However, in relation to the rest of our country, Newfoundland is still struggling to reach a national average. This is especially true in areas of education not deemed basic or essential. Such areas as physical education, music, and extracurricular activities have too often been classified as 'frill areas' by many provincial educators, and for social, economic, and other reasons have not received the attention necessary for their proper development.

Beginning with the Royal Commission on Education and Youth in Newfoundland in 1967, educators have been shifting educational emphasis to a broader scope encompassing all areas of educational need. The Royal Commission expounded the following view concerning extracurricular activities:

In the program of the modern school, co-curricular activities occupy an important place. . . . It seems to this Commission that this aspect of the curriculum has been neglected in many Newfoundland schools. . . . The Commission believes that all schools should provide a co-curricular program (suited to local conditions). (1967:171-172)

Crocker (1973) undertook a study of the characteristics, organization, and administration of the extracurricular programs in the regional high schools of Newfoundland and Labrador. One of the major findings of this research was that the most serious problem facing principals was scheduling activities at a time compatible with bus schedules. Crocker concluded: "In many cases this problem goes unresolved and students who travel on the buses lack the opportunity to participate in the co-curricular programs" (1973:145). He further suggested that the

magnitude of this problem dictated further consideration as follows:

"A case study of a small number of High School Co-Curricular Activity Programs to determine the organizational structures and the administrative procedures involved" (1973:146-147).

Coish (1973) supported these findings insofar as extracurricular programs were concerned. He concluded that enrichment of extracurricular programs in Newfoundland high schools is needed, especially in the area of non-sport programs.

Summary

Chapter 1 has attempted to provide a background introduction and rationale for the internship. This chapter also included relevant definitions, delimitations, and limitations of the internship. However, as the writers quoted in this section have indicated, there is a need to further explore the organization and administration of effective extracurricular programs. Such a study should aid administrators and other educators in Newfoundland in the development and implementation of extracurricular programming. Additionally, such a study might provide realistic suggestions for solving problems in extracurricular development caused by extensive busing of Newfoundland students.

CHAPTER 2

REVIEW OF RELATED RESEARCH AND LITERATURE

Overview

Extracurricular activities, as we know them, are basically a twentieth-century phenomenon developed for a number of reasons. Philosophies of education, such as the concept of the "whole child" espoused by Dewey, gave encouragement to extracurricular pursuits. Parental and educational support evolved because of a natural yearning to see students perform and succeed in worthwhile activities. Student interest in extracurricular activities was given added impetus by societal changes, namely, compulsory school attendance, increased urbanization, and the phenomenon of both parents seeking employment (Graham, 1964). That extraclass activities have now been recognized as a necessary supplement to the formal curriculum and are therefore a valid part of the modern public school, is also noted by Robbins and Williams (1969).

Buser (1971) maintains that little change can be found in extracurricular activities since the sixties. Furthermore, Gruber and Beatty (1954) state that the rapid changes of the past decade have in many cases caused a situation where extracurricular activities "are widely separated in aim and method from the rest of the curriculum." It can be concluded, however, that extracurricular programs are valuable educational activities and are here to stay. However, there still exist

serious problems and issues that must be resolved if these programs are to meet the needs and demands expected of them in future years.

Values of Extracurricular Programs

A primary consideration when discussing the values of extracurricular activities is the lack of empirical basis for such claims. As Kratzman points out:

The actual worth of extracurricular activities has largely been a matter of judgment, and few of the claims proposed by the writers in the field have been scientifically proved. It has been difficult to assess the values of extracurricular participation for two reasons. In the first place, the factors involved are extremely intangible and consequently difficult to gauge. Secondly, extracurricular activities are so closely allied to adult living that their real worth cannot be ascertained until the students have projected into real life the results of their learning in the extracurricular field. (1957:14)

In consequence of this consideration, the remainder of this chapter focuses on the opinions of major writers regarding the educational worth of extracurricular activities.

Jacobson et al. (1973) traced extracurricular program development in terms of its effect on appreciation of the social goals of education and attention given to the child's growth and development. Koos (1925: cited in Jacobson et al.) listed the values of extracurricular programs in the areas of

- (1) Training in some civic-social-moral relationship.
- (2) Fitting the school to the needs of the adolescent.
- (3) Training for leadership.
- (4) Improving discipline and school spirit. (1973:315)

Trump (1944: cited in Jacobson et al.) cites the following values that students see in extracurricular programs and rated these in the

following order of importance:

- (1) Developed friendships.
- (2) Became more interested in school.
- (3) Learned how to win and lose in sportsmanlike manner.
- (4) Developed greater loyalty to the school.
- (5) Discovered worthwhile things to do in their free time.
- (6) Developed friendly relationships with teachers.
- (7) Became more willing to accept criticism.
- (8) Gained valuable information that had never been received in a curriculum course. (1973:315)

Other writers seem to be in agreement with Koos and Trump in their views of extracurricular activities. Slater and Strehle (1969) assert that students are anything but "average." Therefore, the school has a responsibility to provide a wide spectrum of experiences. The implication here is that the prescribed curriculum does not, or cannot, provide this full range of experiences. Second, Slater and Strehle argue that the classroom and the life outside (namely, social awareness and participation) must be related in the minds of students. Extracurricular programming is seen as the proper medium for this process. These researchers go on to point out the need for non-academic activities, creative application of basic skills, and the need for exploratory opportunities. They conclude that "these activities are essential to the self-realization of many youngsters and the establishment of a healthy self-image consistent with the purposes of a junior high school" (1969:59).

In a discussion of the purposes of student activities, Frederick (1959) suggests that the values of extracurricular programs can be found in five functions. Frederick maintains that if activities are properly managed they will contribute to an educational experience in the following ways:

- (1) Reinforcing classroom learning.
- (2) Supplementing formal studies in the required and elective curricula.
- (3) Aiding total life adjustment.
- (4) Integrating learning.
- (5) Democratizing school and American life. (1959:55)

The results of a study conducted by Townsend (1965) listed three categories of purpose in extracurricular activities. These categories included activities dealing with pupil attitudes, pupil needs, and pupil involvement in the organization and administration of the extracurricular program within the school. Regarding pupil involvement in the organization and administration of extraclass activities, Davis concluded:

Extraclass activities are meaningful and educative if they are well planned and are a means of student expression. Students should play a large part in initiating such activities and, under school supervision, should be primarily responsible for conducting them. . . . It is, rather, to emphasize that much of the value of extraclass activities is lost when they are dominated by school personnel. (1966:204)

Organization and Administration

Organizational Structure

Studies conducted by Kratzman (1957), Townsend (1965), Edmiston (1966), and Crocker (1973) have unearthed several problems in the operation of extracurricular programming, such as a lack of clearly articulated goals, little pre-planning, and low student participation. These problems seem to stem from inadequacies in the organizational structure of extracurricular activities.

Writers generally refrain from advocating the utilization of any single organizational structure, possibly because of the many variations

within schools such as size, age range of students served, board policies, and administrative views and policies. There are several prerequisites for a successful extracurricular organizational structure. It must be recognized that the principal of the individual school is responsible for all activities that take place under his auspices. He must assume this responsibility and accept the important position he holds in all curricular activities—including extracurricular activities. As Davis (1966) points out, the principal must also recognize the crucial position of responsible students in the organization of extracurricular programs.

The students' council of any secondary school should have several important objectives. Jacobson et al. (1973) include in these objectives the promotion of good citizenship qualities, instilling of "proper" attitudes, providing a means for student expression, and the coordination of extracurricular activities. The very existence of such a council is in itself a valuable extracurricular activity. It is obvious that the students' council should have a keen interest in the "total school experience," and the onus is on the principal to utilize this interest to the fullest possible degree. The other essential ingredient in a properly organized program is willing teacher sponsors. It is with these criteria in mind that the principal must develop and organize the extracurricular program machinery.

Other elements of extracurricular management may also be important. Karlin and Berger (1971) and Jacobson et al. (1973) point out the need for the organizational body to be representative of all interested bodies—teachers, students, and community (including parents). This is

especially important in the development of extracurricular policies. Frederick (1959) notes that responsibilities can be delegated to agents, for example, a director of student activities. However, the principal is still seen as the primary coordinator.

Research in the area of extracurricular programming has offered significant findings with respect to organization. Edmiston (1966) found that there is little involvement of the community in policy-making or planning. This could be rectified by making policy-making and planning the duty of a joint committee rather than one person. Kratzman (1957) supported the idea of a board-type organization for extracurricular programming. Townsend (1966) discovered in his study that an in-line relationship was the preferred organizational setup with little input accepted from students.

It would seem then that a primary consideration for the principal, in directing extracurricular programs, is organizational structure. Such a structure should make provision for delegated authority, as well as facilitating input from students, teachers, and the community. It is only within such a framework that a resultant program will be effective in attracting teacher sponsors, and student participants.

Supervision of Extracurricular Activities

An effective extracurricular program is made up of numerous activities, covering a wide range of interests and involving a large number of students and teachers. Given the accepted educational benefits of extracurricular activities, it seems logical that emphasis be placed on supervision and evaluation practices in order to maximize the effective-

ness of activities.

Responsibility for the supervision of an activities program rests upon the principal, any director(s) he may appoint, and the teacher sponsors. Gruber and Beatty (1954) include as part of the principal's duties the following supervisory practices:

- (1) Planning the schedule of the year's activities.
- (2) Consultation with directors of the student governing bodies regarding plans and procedures.
- (3) Supervision of home-room organizations.
- (4) Give general supervision to the board of student publications.
- (5) Secure a list of clubs that teachers desire to offer, and requests for new clubs from students.
- (6) Conduct educational research on cocurricular activities. (1954:41-43)

Douglass (1964) describes several guiding principles of sponsors' supervisory practices:

- (1) The supervision of activities should not amount to domination.
- (2) Supervision must circumvent the influence of immoral and unsocial practices.
- (3) Supervision should be, as far as possible, by suggestion rather than by authoritative direction.
- (4) Supervision must include co-operation with the central administration and the general activity program, especially in matters of accounting and in the management of activities in such a way as to ensure loyalty to the administrative policies.
- (5) Supervision must include recognition of the exploratory value of activities as a factor in guidance.
- (6) Supervision should have as one of its primary objectives the integration of curricular studies and extracurricular activities. (1964:225)

Notwithstanding the supervisory guidelines previously quoted, the literature describes two main elements of extracurricular supervision—sponsor workload, and sponsor suitability. Kratzman notes:

The problems are aggravated by the manner of assigning sponsorships and by the lack of a sufficient background of

experience which the average beginning teacher brings to his first teaching position. (1957:23)

The key to proper supervisory practices in extracurricular programming lies with teacher sponsor selection. It is important that all sponsors, whether or not they are teachers or members of outside community agencies, are chosen on the basis of background, training, interests, and abilities. In addition to these criteria, all staff sponsors must reflect a fair and judicious distribution of teacher load, taking into consideration classroom responsibilities and extraclass responsibilities.

Evaluation of Extracurricular Activities

Educators concerned with extracurricular programming all agree on the necessity of evaluation. Ovard (1966) noted that student activities are under constant surveillance by various interest groups, thus making the need for evaluation even greater.

Evaluative procedures in all areas of education are not without problems and criticisms. However, there are problems peculiar to the extracurricular program. Kratzman (1957) found that one of the glaring deficiencies within extracurricular programs was the lack of clearly formulated objectives. Jacobson et al. (1973) also believe this to be a major problem. Without well articulated goals, there is little on which to base evaluation procedures.

A study conducted by Edmiston (1966) revealed that there was a high degree of local school autonomy in the organization and administration of extracurricular activities. This means that close evaluation and coordination is essential in order to avoid duplication of the services

by outside agencies, as well as provide some degree of consistency, at least on a district-wide scale.

Another difficulty in evaluating the extracurricular program arises out of the very purpose of its activities. Kratzman (1957) recognized several characteristics of extraclass activities that make evaluation difficult. These characteristics include: (1) intangibility of the intended "results" of extracurricular activities; (2) large time span between when students are involved with extracurricular activities and when such education is utilized in adult life; and (3) other agencies within the community work toward the same goals and often it is difficult to assess the exact contributions of the school. Consequently, evaluation must be based largely on the subjective opinions of the parties involved.

Despite the intangible dimensions previously discussed, there are several measurable components of extracurricular activities. The extent of student and teacher participation can be measured. Opinions and ratings of students and teachers can be analysed. Anecdotal and cumulative records can be kept and utilized as profile information.

There is support for the importance of the students' needs in all evaluative attempts. Karlin and Berger (1971) stressed the necessity of determining and meeting the current needs of students. Reid (1972) discovered that extracurricular activities were teacher-oriented rather than pupil-oriented. Such programs were often irrelevant to the students' needs and interests. Ovard (1966) recognized the strain placed on both the prescribed curriculum and extracurricular programs by the increasingly sophisticated and specialized demands of society on

students. He noted that because of this, it is important that extra-curricular activities be evaluated in terms of the relevant needs of students, present and future.

In view of the characteristics and complexities of extracurricular activities, it is impossible to define a set of standardized procedures or tests with which to assess them. However, Ovard provides criteria on which this evaluation may be based:

- (1) Is the activity providing optimum educational value?
- (2) Is the activity satisfying student needs?
- (3) Does the activity meet socially acceptable standards?
- (4) Is the activity promoting democratic ideals?
- (5) Is the activity providing carry-over values?
- (6) Is the activity economical to the student and school?

(1966:324)

Teacher Sponsors

The participation of both the teaching staff and the pupil population is crucial to the success of any extracurricular program. Principals' participation will be mainly contingent upon the recognition of such a program's educational relevance and significance. Teachers' participation should be dependent on a similar professional basis, although board policies and regulations can play a significant part, especially with respect to acquainting new teachers with the expectations of their board, and their administrations.

The ideal extracurricular program would feature all teachers as interested sponsors, each assuming a share of the supervisory load. However, this is often not the case. Administrators constantly find a proportion of willing, enthusiastic teachers who usually end up being overworked because of the apathy and negativism of the rest of the

staff. Although the literature does not provide a definitive solution to this dilemma, there are several points that help clarify the options open to the administration.

Despite the fairly recent rise of negotiated agreements, the role of the teacher still must involve some responsibility beyond the classroom. Robbins and Williams record the following decision:

The Pennsylvania Supreme Court ruled that a board of education had the authority to assign teachers duties for which they were properly qualified and certified and that their failure to perform such duties would make them guilty of willful and persistent negligence, for which they could be dismissed. (1969:251-252)

Similar decisions to the Pennsylvania case have been recorded in other areas of the United States including Rhode Island, New York, and California. This is not to suggest that coercion is an acceptable means of forcing teacher participation. It does, however, place teacher responsibility for extracurricular activities in perspective.

Davis (1966) asserts that the most important criterion in obtaining adequate teacher sponsors lies with teacher preparation. Kratzman lists three sources of preparation:

- (1) Experience as a participant in extracurricular activities at high school and college levels.
- (2) Instruction at teacher-training institutions.
- (3) Formal or informal in-service training. (1957:22)

In view of the sources of preparation listed, two administrative considerations can be noted: (1) consideration of teacher suitability in the extracurricular program when hiring new staff; and (2) implementation of ongoing in-service training for teachers who feel unqualified to fulfil extracurricular duties.

A final question concerns an appropriate form of compensation for

teacher sponsors. If the ideal situation described at the outset of this section prevailed, then this would not be an issue. Unfortunately, this is generally not the case. Writers are divided into two camps, advocates of extra pay for extra duties, and advocates of equalized workloads. Gruber and Beatty (1954) and Karlin and Berger (1971) advocate extra pay. Townsend (1965) found both procedures in operation in the junior high schools of Pennsylvania. Jenkins' (1956) study recommended a balanced or equalized workload for teacher sponsors.

Student Participation in Extracurricular Activities

The management of student participation in extracurricular activities is a recurring administrative problem that continues to baffle principals. On the one hand, principals strive to provide the numerous relevant activities, yet at the same time, they must try to guard against over-participation among a few zealous students. However, if one accepts the educational values of extracurricular activities articulated earlier, then a primary consideration must be the stimulation of broad student participation.

Although instances where negative effects of excessive participation have been observed, no substantive evidence is available to indicate negative effects of moderate participation. Snyder (1969) found a positive correlation between academic achievement and participation in extracurricular activities. Furthermore, participation in extracurricular activities was found to be linked with educational occupational achievement in later life.

Providing a balance in students' curricular and extracurricular

activities is a legitimate concern of educators, and researchers vary in their opinion as to how to correct this. Davis (1966) recognizes the need for such a balance but argues against either forced participation or a totally voluntary approach. He suggests that methods of attaining balance may utilize scheduling procedures, a point system, and/or counselling techniques. Douglass (1964) and Longenhenning (1967) list several possible ways of correcting student apathy and encouraging general participation. A synthesis of these procedures includes:

1. Publicizing particular activities.
2. Utilizing questionnaires to ascertain student interests and analysis of the existing program.
3. Giving credits towards graduation.
4. Giving letters, awards, certificates or prizes based on participation.
5. Developing student approval of participation in activities.

Frederick (1965) maintains that a crucial consideration centres around student involvement in playing a decisive and advisory role in extracurricular organization and administration. He states: "Student governments are charged with initiating, supervising, regulating, financing, and evaluating student extracurricular enterprises" (1965:9).

Frederick (1965) perceives the role of the administrator as that of a guide and helper rather than a "veto-wielder." Howard (1969) concurs with this view. He sees the extracurricular program organized and operated on a democratic basis. Rizzo (1969) also asserts the necessity of responsible student involvement in the extracurricular

program's administration.

Studies conducted by Kratzman (1957), Morgan (1967), Gill (1972), and Hiscock (1972) provide one disquieting conclusion regarding student participation. A positive correlation was found between the level of participation in extracurricular activities and the distance students lived from school. Transported students consistently participated to a lesser extent than non-transported students.

Reid (1972) found that approximately one-third of the pupils studied were adequately involved in the extracurricular programs. Furthermore, there was a relationship between the level of participation and the variables year-group, sex, and social class. Lower participation was observed among senior students, female students, and students of lower "classes." Reid (1972) concluded that this was partly due to a teacher-run and teacher-led program, rather than a pupil-oriented program of activities. Additionally, Townsend (1965) found that only thirty-eight percent of the schools surveyed solicited student opinion regarding the activities offered.

Varying opinions exist on achievement of optimal levels of student participation, risking the negative results of overloading teacher sponsors, or creating excessive student participation. The following areas of attention were gleaned from the literature and provide some guidelines for school administrators in this regard.

1. Proper sponsor selection and training.
2. Meaningful student involvement in the organization and administration of the extracurricular program.
3. Activities based on expressed needs and interests of both

students and teacher sponsors.

4. Activities based on educational values.
5. Maintain anecdotal and cumulative records.
6. Provision for a managing body of teachers, students, and community for planning and policy-making decisions.

Scheduling Extracurricular Activities

The debate among administrators and writers over scheduling practices has centred around whether provision should be made for extracurricular activities within the regular time schedule or scheduled only during free time sessions, including lunchtime and after-school periods.

Research in this area reveals several findings worthy of consideration. Jacobson et al. (1973) cite the results of the Millhollen study which showed that eighty percent of parents, and ninety percent of students viewed some activities as worthy of inclusion in the school's regular schedule. Buser (1971) found a split between the two options (including extraclass activities in the regular timetable). Additionally, Buser found the following variations in scheduling:

- (1) Club meetings during evening hours in private homes.
- (2) Lengthening class periods one day each week to gain time for an activity period.
- (3) The use of a rotating schedule over an eight-period day with an activities period.
- (4) The replacement of the homeroom period with an activities period. (1971:6)

Crocker (1973) concluded that few Newfoundland schools included extracurricular activities in the regular school timetable. Most activities were carried on during out-of-school hours: Crocker found that one contentious issue in scheduling was pupil transportation, as des-

cribed in the following conclusion: "The most serious problem that the principals had was scheduling activities which were compatible with the bus schedule" (1973:145).

Tompkins listed three possible patterns of organization for extra-class activities:

- (1) The activity period, which is intended to provide for most extraclass activity within the daily schedule.
- (2) The core program, which consolidates most of the extra-class activities.
- (3) The before- and after-school program, which provides for most of the activity outside of the regular program.

(1952:13)

Frederick (1959) discussed several reasons for difficulties in scheduling. These reasons included the variety of activities, teacher availability, transportation of pupils, particular community mores, and interruption of homework and regular curriculum studies. Frederick proposed the following five criteria for any good schedule of extra-curricular programming:

- (1) No pupil should be excluded from an activity because of schedule difficulty.
- (2) No pupil should be denied the chance to participate in an activity because of the accident of residence or family circumstances.
- (3) Employment and transportation necessities should not limit participation.
- (4) The convenience of the staff must be considered.
- (5) A variety of scheduling schemes or plans must be used.

(1959:241)

In spite of the difficulties found in scheduling extracurricular programs, the literature has stressed the importance of well-planned scheduling and balancing practices. Jacobson et al. (1973) maintain that activities should be scheduled at such times as will permit the maximum use of school facilities and maximum participation of students.

Davis states:

Extraclass activities should be accepted and planned as an integral part of the instructional program. Since these activities are designed to help students develop their interest and abilities, they are not merely supplementary to the major objectives of the school. They are, instead, an inseparable part of the total educational process which is planned to help students develop mentally, physically, and spiritually, to their greatest potential. (1966:216)

Financing Extracurricular Activities

Extracurricular programs are endeavours which require relatively high financial commitments. Traditionally, the problem for administrators has been the procuring of sufficient funds. Ovard explained:

~~Since the program has traditionally been an extracurricular program, with the emphasis on extra, the program has been financed by the high school rather than from the operating budget of the district. . . . The principal thus must promote a fund-raising operation. (1966:308)~~

Putting aside such resources as special sponsorship by outside agencies, which cannot be generally counted as stable sources of revenue, there remain two sources from which extracurricular programs can draw. These two areas include: (1) grants from the board level (or for some specific sport areas, from the provincial level; and (2) fund-raising projects of individual student bodies. Mohler (1971) points out that schools have a right and an obligation to spend funds on extracurricular activities as long as they foster the educational development of students, and as long as they comply with the objectives of the program and of the school. He concludes:

A school district has a legal and ethical responsibility for the students it serves. Tax revenues can be legally used to finance school activities . . . schools are permitted to earn profits in connection with school activities. However, all

school activity funds should be handled and accounted for in the same manner as other school district funds. (1971:19)

Other writers pointedly place at least some financial responsibility on the shoulders of the board. Jacobson et al. state:

In view of the fact that there is undoubtedly a positive relationship between dropping out of school and family socio-economic status, and since the cost of participating in extra-curricular activities is relatively high, it appears that more extracurricular costs should be paid from tax funds. (1973:326-327)

In arguing for more board support, Raubinger et al. maintained:

A plethora of fund raising activities does not benefit the student and most surely does not endear the school to the community. Better ways to support school activities must be found. (1974:218)

Studies reported by Buser (1971) and Kratzman (1957) reveal that a high proportion of funds was raised by individual schools. There was evidence of board involvement in particular districts. Often board involvement took the course of a grant system. Crocker (1973) found that any board financing was through grants of earmarked funds for specific purposes.

Most proponents of extracurricular programs would assert the necessity of board-level financial support, but most would admit as well the necessity of fund-raising ventures as legitimate sources of revenue. A mistake that school administrators can make centres around their failure to recognize the negative effects that many individual fund-raising ventures have on the students involved. When individual sponsors are allowed to raise their own funds, the probable result is that the students participating often expend so much of their energies on fund-raising projects that the real purpose and objectives of the activity

is lost. Consequently, it is much wiser to organize all such efforts on a joint basis, involving as many in the school population as are willing to help out. Monies thus raised can be allocated on an acceptable, prearranged system that takes into account the needs of each extracurricular activity.

A final concern in the financing of extracurricular activities revolves around the concept of accountability. Mohler (1971) suggests an efficient and responsible procedure must be used in accounting for all funds raised, collected, and expended. All monies must be recognized as public funds and handled in the same manner as other school finances. Accurate methods of assessing the financial requirements of each activity must be developed and proper expenditure procedures initiated.

Summary

A review of related research studies and theoretical writings has been presented in this chapter. The literature review is divided into three sections, the first section providing an overview of extracurricular programming. The second section of this review related the educational values of extracurricular activities as espoused by the writers. The third section of the review contained the following subtitles: (1) organizational structure, (2) supervision, (3) evaluation, (4) sponsors, (5) student participation, (6) scheduling, and (7) financing extracurricular activities.

The sections through which this literature review was presented have formed a frame of reference for the objectives of this internship

study. Moreover, this review of research and literature served as the basis upon which the format of the focused interview was developed.

CHAPTER 3

THE INTERNSHIP

Type of Internship

In a Descriptive Statement of the Internship in Educational Administration (M.U.N., 1974) three types of internship are identified: the diversified internship, the specific internship, and the integrated internship.

The approach utilized in this internship is best described by the integrated approach and could be classified in the category of functional areas of educational administration. This type of internship combines the elements of both the diversified and the specific in that it emphasizes experiences of a broader nature in educational administration. It was assumed that an integrated approach would best permit this study of the organization and administration of extracurricular programs in the schools selected.

Placement and Duration

The internship took place in selected junior and senior high schools of the Strathcona County Board of Education, Edmonton, Alberta. The study was approved by Dr. G. Rancier, Superintendent of Strathcona County Board of Education. The internship was of six weeks duration, extending from April 24th, 1978 to June 4th, 1978.

Internship Objectives

The broad objectives of an internship are outlined by the Department of Educational Administration at Memorial University in a Descriptive Statement of the Internship in Educational Administration (M.U.N., 1974) and include the following:

1. To enable the intern to develop a more comprehensive view of educational administration.
2. To enable the intern to benefit from the experience of the cooperating administrator.
3. To provide the intern with the experience of carrying real responsibility.
4. To provide a testing ground for the beginning administrator whereby the adequacy of his training, probable success as an administrator, and the type of position for which he is best suited can be determined.
5. To instill in the intern a correct interpretation of the code of professional ethics.

The specific objectives of this internship relating to the organization and administration of extracurricular programming included the following:

1. To become familiar with the current status of extracurricular programming organization and administration as practised in an Alberta setting. Tied to this objective were the following sub-topics:
 - (a) To determine the administrative structure by which extra-

curricular programs operate.

- (b) To investigate the planning of extracurricular programs through analysis of the overall goals and objectives.
 - (c) To ascertain the procedures, regulations, and policies of extracurricular programs' supervision and evaluation.
 - (d) To investigate the assignment and training of professional personnel, student personnel, and non-professional personnel, including volunteers from the community.
 - (e) To investigate the methods of assessing needs and wants of students, as well as how student participation is promoted and controlled.
 - (f) To ascertain the funds required for extracurricular programs, the methods used in financing extracurricular programs, and how funds are distributed to the various activities.
 - (g) To investigate extracurricular scheduling policies and procedures of the Strathcona District.
 - (h) To ascertain the extent of student involvement in the administration of extracurricular programs.
- 2. To investigate and assess the aforementioned concerns of extracurricular programming in the light of the difficulties that may be caused by student busing.
 - 3. To formulate a report which would include guidelines and suggestions for the improvement of the administration of extracurricular programs in Newfoundland.

Methodology

This internship utilized a set of procedures which can be included under the social scientific method entitled participant observation. Lutz and Iannaccone (1969) state that the term 'participant observation' incorporates a number of different roles including participant as observer, observer as participant, and observer as non-participant. The "observer as participant" necessitates the occupation by the intern of a legitimate position within the social situation. In accordance with the data collections method chart presented by Lutz and Iannaccone (1969), the intern chose the role of "observer as non-participant," since this role best described the data collecting procedures utilized in this study.

McCall and Simmons (1969) state that participant observation is a valid social scientific method resulting from a blend of methods including case studies, statistics, and subjective interpretation. Furthermore, they recommend this method for studying complex social organizations. The modern public school system would certainly fall into the category of a 'complex social organization.'

Selltiz noted value in observation, both structured and unstructured. He stated:

Observation is . . . a primary tool of scientific inquiry. Observation becomes a scientific technique to the extent that it (1) serves a formulated research purpose, (2) is planned systematically, (3) is recorded systematically and related to more general propositions rather than being presented as a set of interesting curiosities, and (4) is subjected to checks and controls on validity and reliability. (1966:200)

The research method used in this study was selected because of the

diverse nature of the question of extracurricular programming. The term 'participant observation' is used to describe a blend or combination of techniques including focused interview, limited interaction observation, and document analysis. No single approach could fully realize the specific objectives as outlined. These three techniques complemented each other and gleaned unique data.

Several advantages and limitations of the observation and interviewing methods have been expressed by Eichhorn and Dean (1969). These methods make effective use of the relationships the researcher establishes with informants in the field for eliciting data. The field worker is not bound by prejudgment, but can reformulate the problem as he goes along. In this sense the researcher is the instrument and, along structured lines, can modify his categories, making them more suitable for the analysis of the problem. These methods are more satisfactory than the survey for getting at depth material, and can better use selected informants' skills and insights.

Eichhorn and Dean (1969) outline two major limitations to this type of research. First, because of the non-standardized way the data are collected, the data are not generally useful for statistical treatment. Second, because of the researcher's use of the relationship he establishes in the field, there is a strong likelihood of bias.

Two particular reasons for the utilization of the focused interview must also be pointed out. McCall and Simmons (1969) note that the interview gives the opportunity for appraising the validity of reports. Second, the interview is a good method for revealing information about complex subjects.

Likewise, McCall and Simmons (1969) list advantages and disadvantages for document analysis. They state that it can establish facts about events which the researcher is not able to observe directly. Documents are often the result of precise and regularized procedures and can therefore be more precise and far-reaching than an informant in certain areas. Several disadvantages are noted as well. The views conveyed by documents may be partisan. The information gleaned may be incomplete, unsystematic and tantalizing but tangential. Finally, documents are inanimate and cannot be subject to probing or cajoling to overcome the aforementioned deficiencies.

Steps were taken to ensure that the information obtained during this internship was as accurate and unbiased as possible. The interviews were structured and validated beforehand to minimize researcher bias. Permission was sought and obtained for the taping of all formal interviews. The observations were structured and the document analysis was restricted to what was deemed relevant as outlined in the proceeding section.

In summation, it is recognized that the report resulting from the internship method of research may be subject to criticism regarding its subjective and impressionistic nature. However, the approach adopted in this study reflected an attempt at providing safeguards against this. Document analysis, focused interviews, and limited interaction observation each provides perspectives on the subject under study and should therefore help to provide validity and objectivity to the data collected.

Internship Activities

The following activities revolved around the tripartite approach previously discussed. The activities were therefore classified under three categories and included the following procedures.

A. Document Analysis:

1. Examination of existing documents relating to extracurricular programs, including documents of board policy, school policies, and procedures, students' council constitutions and policies, relevant students' council meetings' minutes, time schedules, evaluation survey sheets, duties of sponsors, regulations for special boards, and audited accounts' records.

B. Limited Interaction Observation:

1. Attendance at appropriate meetings of the administrative cabinet of school staff, students' councils, administration-- student council executive, and other relevant meetings and/or conferences.
2. Observation of board-level discussions concerning extracurricular affairs.
3. Discussions with administrators of the board office involved in extracurricular programming; teachers who are mainly concerned with extracurricular activities; and with student council executives who are working with extracurricular programs.

C. Focused Interviews:

The structured interview was conducted with the principals and students' council executives of the selected schools. Where staff members were delegated administrative responsibility for the extracurricular program or some portion thereof, they too were interviewed. Based on a review of the literature the following questions were asked during the formal interview with principals.

A. Extracurricular Organization:

1. How is administration of the program organized?
2. What role and responsibility is delegated to the students' council in the administration structure?

B. Extracurricular Program Operation (including supervision, participation, evaluation, financing, and scheduling):

1. What guiding policy directs the supervision of extracurricular activities, including teacher-sponsor selection responsibilities?
2. Who is the overseer of the general operation of the program?
3. What percentage of each sex of the student population participates in at least one activity?
4. Is participation controlled? How? To what extent?
5. Is there an awards system for excellence in extracurricular activities?
6. Are there problems with participation by students who are bused to the school? How are they resolved?
7. Are all teachers involved in the extracurricular pro-

gram? Is there an unequal workload distribution? If so, how are teachers compensated?

8. On what basis are teachers involved--voluntary or forced?
9. Is there sponsorship by outside agencies or individuals? To what extent?
10. How are the goals of extracurricular programs formulated, and how is their achievement assessed?
11. What evaluative procedures are followed in assessing student participation?
12. How are activities scheduled on a weekly and daily basis?
13. Is there provision for activities in the regular schedule? What is the most common meeting time for activities?
14. Are there scheduling problems in accommodating students who are bused to and from the school? How are they accommodated?
15. Is there coordination between the school and outside agencies directed towards avoiding duplication of services?
16. What is the average yearly cost of operating the extracurricular program?
17. How is the cost distributed on an activity basis?
18. How are extracurricular finances organized and administered?

19. From what sources are funds obtained? Which source(s) is the most important?

20. What do you perceive to be the main obstacle to providing an adequate extracurricular program?

The following questions were asked during formal interviews with the students' council executive of each school:

1. Do you believe you have sufficient administration of extracurricular programming? In what ways are executive members involved?
2. What is the relationship between the principal, teacher sponsors, and students' council executive?
3. Are there specific areas where the students' council should give more input?
4. Does busing adversely affect students' participation in extracurricular activities? How has the administration tried to alleviate this problem?
5. What do you perceive to be the main obstacle to providing an adequate extracurricular program?

Summary

This chapter has described the broad and specific objectives of the internship study and has outlined in detail the methodology adopted. The chapter concluded with a list of activities undertaken by the intern during the data-gathering phase of the internship.

CHAPTER 4

THE SETTING AND ORGANIZATION OF THE COUNTY
OF STRATHCONA SCHOOL SYSTEMDescription of the System

Strathcona County has in its jurisdiction twenty-seven primary, elementary, and secondary schools plus one composite high school, with a professional staff of approximately 780, including 28 principals, 27 assistant principals, and 13 vice-principals. The system serves a total population of 12,035 students. Eleven of the schools are classified as urban. The types of schools found in Strathcona include primary, elementary, primary-elementary combined, junior high, senior high, and junior-senior high combined. Strathcona County covers an area which includes a small section of the city of Edmonton, Alberta plus a larger, surrounding rural area. As a result, a substantial number of students are bused into larger schools, giving a unique rural-urban student blend, particularly at the junior and senior high school level.

The Strathcona School Board is cognizant of the values of extra-curricular programs and is aware of the difficulties inherent in extra-curricular programming. Currently, the Strathcona Board is undertaking an internal-external evaluation of the physical education programs offered in all 28 schools within the system. It is their intention to include extracurricular programming in this evaluation. The board is

hopeful that this study might comprise an important element of the more encompassing internal-external study currently being undertaken.

Organization of the County of Strathcona
School System

The overriding philosophy of the Strathcona School Board is one of decentralization of school control and operation. Consequently, school principals are given full responsibility for all curricular and extra-curricular programs. The board has adopted no official policy towards extracurricular activities and, as can be seen in Figure 1, there are no board-level personnel responsible for the organization and administration of such activities. The collective agreement between the County of Strathcona and its teachers does recognize that a teacher's professional responsibilities extend beyond instructional duties. In view of this, the board holds principals responsible for the curricular and non-curricular programs provided, as well as the allocation of instructional and non-instructional duties of teachers.

As a result of the board's decentralized approach, considerable variation in many facets of extracurricular programming and organizational structure was noted among the schools studied. The only possible area of administrative concern for board personnel centred around the transportation of pupils for extracurricular activities. In this regard, individual schools are responsible for providing transportation. The board has developed a policy whereby schools may charter county buses for specified purposes if they so desire. Comparatively speaking, this service is often cheaper than chartering locally-owned buses. The rates

Enclosure 3

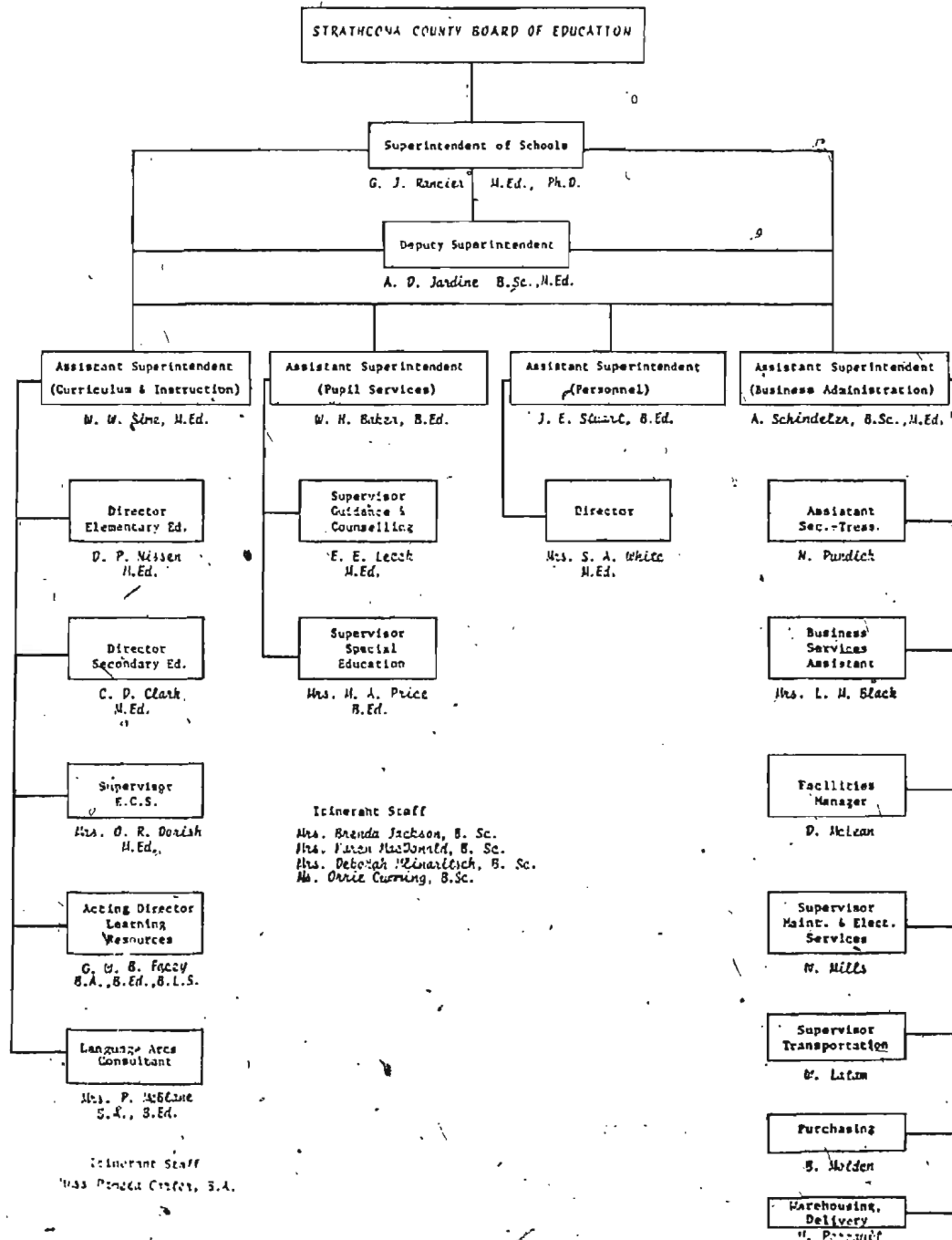


Figure 1. Organizational Chart of the Strathcona County Board of Education

and policies pertaining to the chartering of county buses are outlined in Figure 2.

CHARTERING COUNTY BUSES1. Rates:

- (a) Rate/mile by the Odometer (Bus Park to Bus Park) = \$.35/mile
- (b) Gasoline used at County pump cost
- (c) Minimum charge for (a) and (b), i.e., bus cost = \$15.00/trip
- (d) Driver at cost

2. Strathfort Festival:

County busses may be used free of charge for the Strathfort Festival but not for final festival programs.

3. Policies Pertaining to Chartering County Buses:

- (a) County busses, ordinarily, are available for school-arranged trips only when the hours for such trips do not interfere with regular bus runs.
- (b) Contract busses are to be used, but at times when there is a peak demand or no locally-chartered busses are available, County busses may be chartered at the rates quoted above.
- (c)
 - 1. Schools are responsible for any costs for transportation associated with activities such as Kiwanis Festivals, County Science Fairs, and Participatory Sports such as track meets, swimming, arenas, recreation centres, and basic physical education programs.
 - 2. Extended field trips, after-hours field trips and inter-school competitive sports are excluded from chartering services.
- (d) A Field Trip Form (TRA00877) must be forwarded to the Supervisor of Student Transportation a full three working days before the bus is required. This is in addition to the Field Trip Form which must be filed at the County Office.
- (e) Transportation Services will arrange to have the school invoiced for payment for the bus using information recorded on a County Bus Charter Form (TRA00477).
- (f) Early Childhood Services cannot use this chartering service.
- (g) Schools, if they wish, may subsidize the use of busses by levying a fee for Transportation.

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Rev. 21/4/78

Figure 2. Policy Statement on the Chartering of County Buses

CHAPTER 5

THE ADMINISTRATION AND ORGANIZATION OF EXTRACURRICULAR
PROGRAMMING IN STRATHCONA COUNTY

As indicated in Chapter 3, the major objective of the internship was to observe and assess the status of the organization and administration of extracurricular programming currently practised in Strathcona County. In order to properly present the data gathered during the period of this internship, this chapter is divided into seven major sections relevant to extracurricular programming outlined in the review of related research and literature.

Organizational Structure of Extracurricular
Programs within the Junior and Senior
High Schools of Strathcona County

Three types of organizational structure were observed in the five schools studied. These structures are outlined in Figures 3, 4, and 5 and will be discussed in turn.

The organizational structure depicted in Figure 3 existed in one of the senior high schools. Of the three structures observed, it was the most highly structured. Although the principal had overall responsibility for the program, an assistant principal was in charge of student affairs and controlled all such activities. The assistant principal worked with two groups, namely, students' council and athletic board. The students' council was an elected body, representative of

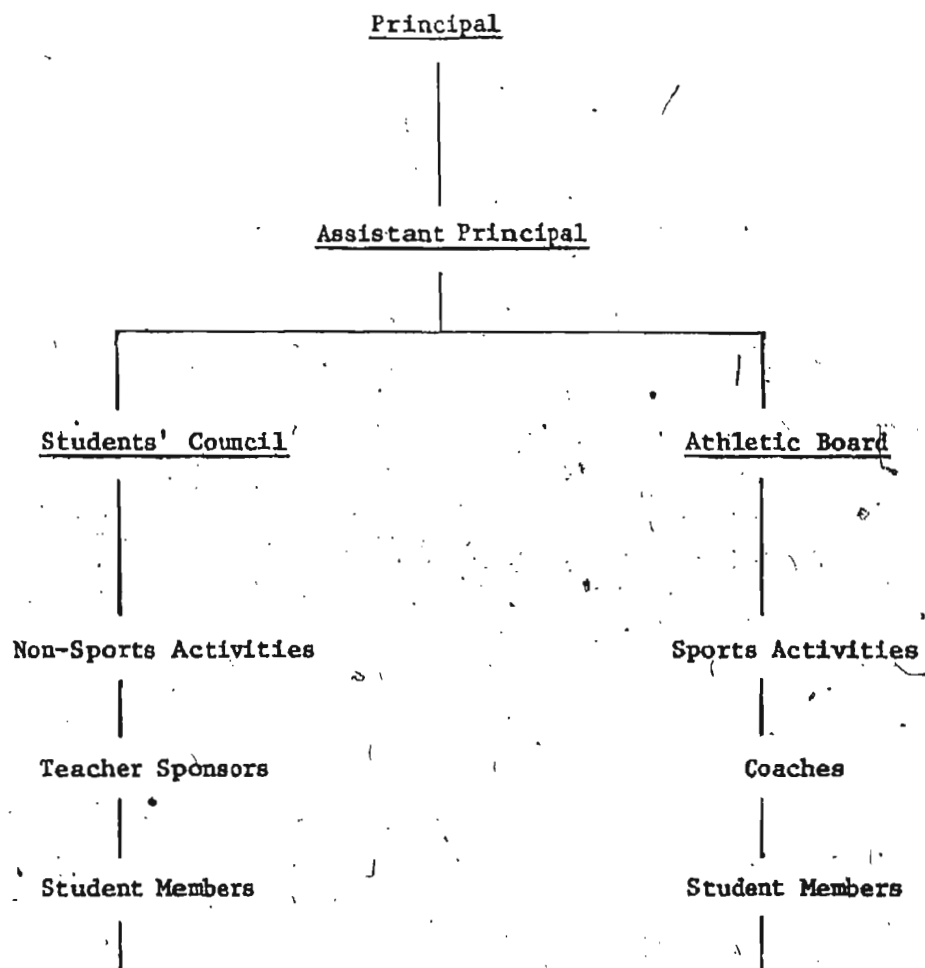


Figure 3. Organizational Structure for the Administration of the Extracurricular Program of the Senior High Schools of Strathcona County--Type 1

the student population, while the athletic board was composed of physical education specialists. A major function of both groups was the financing of various sport and non-sport activities. In this respect, even though individual activities operated in an autonomous fashion, they were financially answerable to the students' council. All sport and non-sport activities looked to the students' council for financial support. In this way, under the guidance of an assistant principal, the students' council wielded a powerful influence over extracurricular activities.

Figure 4 illustrates another highly structured extracurricular organization. It is, in many respects, similar to the organizational structure shown in Figure 3. An assistant principal was the active administrative leader, and again worked closely with the students' council and physical education department. In this structure the physical education coordinator had responsibility for the organization of all sport activities. The coordinator of sport activities received all financial support from the students' council. Again, the student representatives held a powerful financial influence over the operation of extracurricular activities.

Both organizational structures found in operation in the senior high schools of the County of Strathcona appeared to allow adequate operation of extracurricular activities. However, in both situations a similar problem was evident. Even though the students' council held an important responsibility in financing activities, in reality it appeared to be largely a perfunctory exercise. The physical education coordinator, or the athletic board, requested funds and such requests were inevitably granted. The various non-sport activities operated in a similar way.

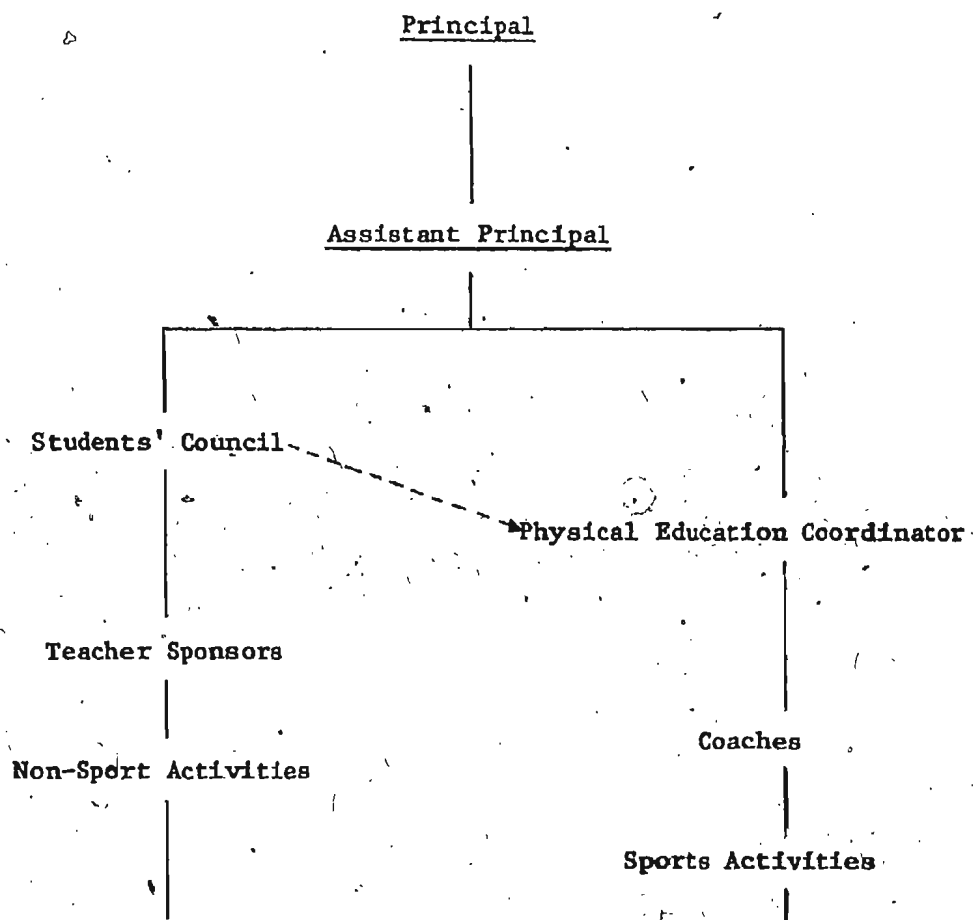


Figure 4. Organizational Structure for the Administration of the Extracurricular Program of the Senior High Schools of Strathcona County-Type 2

This problem was invariably expressed by all students' council executives. It was the students' councils' opinion that more control over how funds were allocated and utilized was necessary. This was considered to be extremely important in the area of intramural and extramural sports activities since this area required high financial backing. Aside from being an excellent vehicle through which fund-raising ventures can be organized, perhaps the students' council bodies should be given more responsibility in seeing that extracurricular funds are properly allocated and expended.

As illustrated in Figure 5, a significant difference between the junior and senior high school programmes is the absence of a "middle-man" between the principal and students' councils. Each principal believed it was important that he be directly involved with the student activities of his school.

A second difference between the junior and senior levels was the complete separation of sport and non-sport activities. In the junior high school, students' councils concerned themselves strictly with non-sport activities, primarily social activities of different types. In this regard, students' councils had a high degree of control over the organization and financing of social events. Interestingly, a recurring comment of the junior high school council executives concerned the lack of input into the activities under the auspices of the physical education specialists. Students' council members felt that the majority of students were more concerned and involved with the sport-related activities and, therefore, this should be a legitimate concern and responsibility of the students' council.

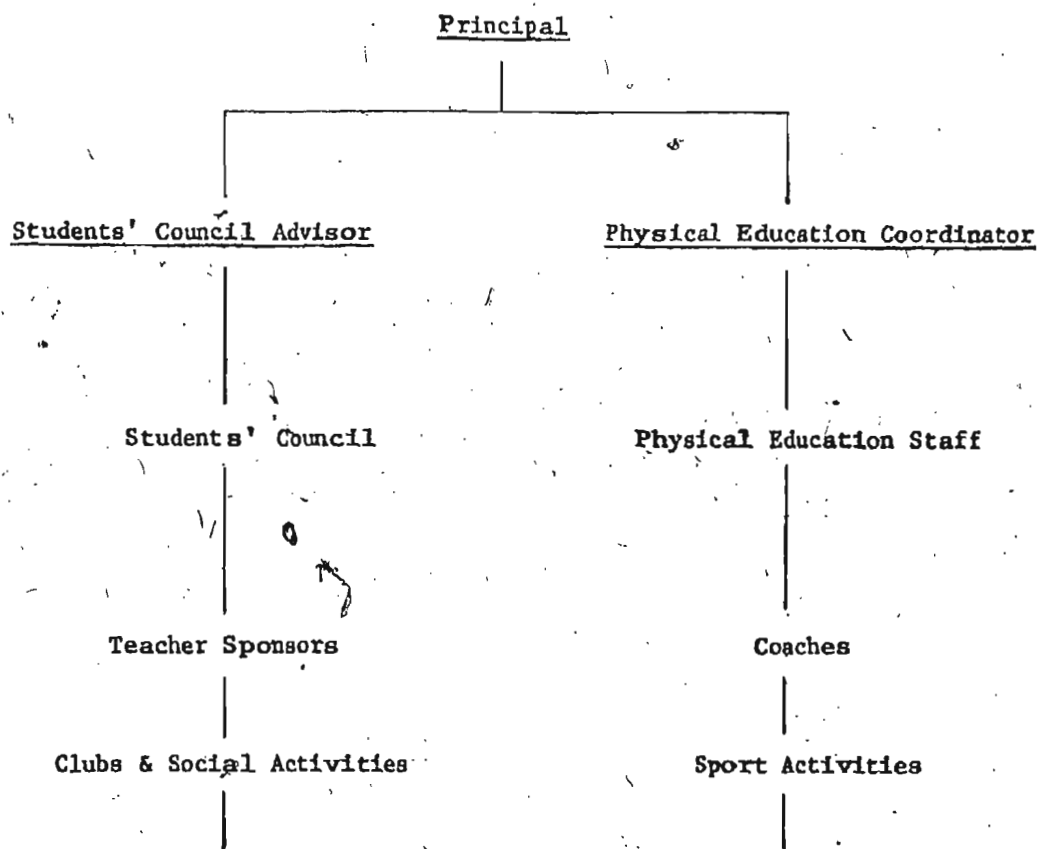


Figure 5. Organizational Structure for the Administration of the Extracurricular Program of the Junior High Schools of Strathcona County

Supervision of Extracurricular Programs within
the Junior and Senior High Schools
of Strathcona County

As indicated in the preceding chapter, Strathcona County's philosophy of decentralized school control precluded any direct supervision of extracurricular programs. In all schools, the board held the principal responsible for the supervision of all curricular and extracurricular activities.

In each junior and senior high school visited, different approaches to extracurricular supervision was evident. In four of the five schools no concrete supervision policy was found, although in each case a staff member (or more than one member) was responsible for supervision of at least the sports activities portion of the program. The following subsections attempt to synthesize the situations observed within the five junior and senior high schools into three techniques.

Technique 1. The administrative approach in three schools was the least organized and efficient. Here, principals occupied the position of general program overseers. However, responsibility for the operation of the students' council, intramural sports, varsity sports and club activities was delegated to different staff members who generally operated autonomously and in isolation from each other. Consequently, administrative supervisors of various components of the programs had little insight into the effectiveness of the total program. Principals were also in a difficult position in that supervision of the programs required an individualized approach to each staff coordinator concerned. As a result, there seemed to be less than ideal cooperation and concern for

the programs as a whole, and within this framework the position of the principal as chief administrative official appeared to be unimportant. Additionally, because of the fragmented format of extracurricular activities, students' councils had little input beyond providing financial resources and planning the monthly dances.

Technique 2. Within the organizational structure of one school, an assistant principal was clearly in charge of the supervision of extracurricular activities, including the functioning of the school's students' council. As such, this assistant principal was able to coordinate the efforts of the physical education department in both intramural and varsity sports. Furthermore, in acting personally as staff advisor to the students' council, the ability to exercise control over non-sport activities through the students' council was greatly facilitated. Not only could this supervisor maintain a knowledge of the interests and numbers of students and teachers involved, but the framework by which staff coordination and evaluation could take place was obviously present. Within such a framework, careful supervision could be carried on, and, perhaps more importantly, the inclusion of students' council members in this process was possible.

Technique 3. The nature of one school's extracurricular structure was such that practically all staff members were involved in some facet of the program. Hence, it seemed that everyone was interested in being part of the program's supervision and evaluation. Perhaps the most important aspect of this program was the total staff involvement in evaluation. Under the organizational structure of this school an assis-

tant principal was responsible for the extracurricular program. The primary staff members who worked with the assistant principal included the students' council staff advisor and the physical education coordinator. Overall planning of the sports program was undertaken by this trio at the beginning of the year and presented to the students' council and the entire teaching staff for amendments and approval.

The students' council had full control over the financial support of the program's activities and had the responsibility of examining the proposed budget for all extracurricular activities. Once a proposed yearly program was approved, and properly budgeted, the entire staff undertook to carry out the program through a comprehensive house system. Therefore, except in individual instances, the full staff of the school had some responsibility for the supervision and successful operation of the program of activities. Moreover, within this approach, elected student house leaders worked with several staff advisors to supervise activities on an ongoing basis.

Two exceptions to the house system of activities were the special interest clubs and varsity sports. The students' council did approve the budget of varsity teams' expenses and could control its loans to school clubs. However, the clubs operated under the guidance of staff advisors and were extraneous to the house set-up. Varsity sports were under the direction of the physical education department but could be considered to be under the supervision of the students' council to the extent that the teams' operation must fall within the financial constraints approved by the student council.

The program described in this school appeared to be superior in

many respects to the other programs observed. The primary component of this school's extracurricular program was the intramural program. The program was considered to be superior to the approaches previously discussed. Although the non-sport activities may not lend themselves to the same organization and supervision, perhaps if similar staff involvement and student input were sought, even more relevant programs could be in operation in this and other schools.

Before leaving the discussion of the supervision of extracurricular programming it should be pointed out that this study revealed several very positive findings applicable to both the junior and senior high school settings. Principals agreed that there was adequate interest and cooperation among school staffs. Most teacher sponsors interviewed agreed on the necessity for relevant extracurricular activities, and no need of administrative pressure or coercion was found necessary in obtaining sponsors. Although considerable imbalance of workload was noted in some instances, with physical education teachers appearing the most overburdened, teachers generally agreed on the value of and need for teacher involvement. Most teachers cited personal interest in the activity and professional duty as valid reasons for their involvement. One encouraging finding gleaned from administrators was the fact that when hiring new staff, the suitability of the potential teacher for involvement in extracurricular activities was a consideration. Apparently, both administrators and teachers in Strathcona County viewed extracurricular programming as an integral part of a school's educational services.

Evaluation of Extracurricular Programs within the
Junior and Senior High Schools of
Strathcona County

In three of the schools studied, no formal evaluation of the extra-curricular programs was being carried on. Two principals stated that goals for the schools' extracurricular programs centred around providing activities to meet students' non-curricular needs as well as the promoting of school spirit and school identity. However, no monitoring or assessing of these goals was practised. A record of students who participated in each intramural sporting event was kept in only two of these schools. One school did not attempt any form of assessment.

Two junior high schools carried on formal evaluation of certain non-sport activities due to the fact that these activities, traditionally considered extracurricular, were in fact offered on a restricted basis--only as curricular electives. Activities such as the students' council, arts and crafts, drama, music, choir and debating were included as curriculum options and were formally evaluated. Students in these schools could only register for a limited number of elective courses and, as a result, were unable to participate in more than two activities. Consequently, there were very few non-sport activities carried out in the form of extracurricular 'clubs.' The program of these junior high schools was primarily made up of intramural and varsity sport activities. These activities were not evaluated.

Though there was an absence of any well-defined policy or philosophy of evaluation in one senior high school, there was evidence of periodic evaluation in the form of student questionnaires and open forums. Both

forms of evaluation were initiated and carried out by the students' council, but were not formally evaluated by the school's administration. The questionnaires and student forums both attempted to ascertain students' extracurricular interests.

One of the five schools studied carried on a well-organized evaluation of its extracurricular program. This program of evaluation consisted of a five-fold approach involving the students' council and teaching staff, under the supervision of an assistant principal. At the beginning of each school year the teaching staff met and, taking into consideration the preceding year's activities, outlined the goals of the extracurricular program for the upcoming year. Early in the school year the students' council reviewed a proposed intramural and varsity sports budget which was submitted by the physical education department. In this regard the students' council's input appeared to be mainly financial. During the year the assistant principal carried on an organized evaluation which included the level of student participation, overall house members' participation, and subjective teacher-sponsor evaluations. At the end of the school year a formal written assessment by the assistant principal was compiled and discussed at a general staff meeting. The goals for the coming year generally emanated from the deliberations of this year-end staff meeting.

In summary, one finding should be reiterated. Among the five schools observed only one school had attempted a formal form of extracurricular evaluation. Educators throughout the Strathcona system indicated agreement with many of the commonly proposed values of extracurricular programs. Included in these values were development of

worthwhile friendships, citizenship training, and the improvement of school spirit and school identity. Despite this fact deliberate concern for the articulation and assessment of extracurricular program objectives was found in only one of five high schools.

Teacher Participation in Extracurricular Programs
within the Junior and Senior High Schools
of Strathcona County

Although the degree of teacher sponsorship varied considerably among the schools studied, the administration in each school expressed similar philosophies towards sponsorship, and all schools were identical in the following respects:

1. No sponsorship involving outside agencies (in the community) was found in any form.
2. No principals actively sought coordination between the schools and outside recreational agencies to avoid possible duplication of services.
3. Although all administrators recognized advantages of broad teacher participation, no evidence of coercion or forced sponsorship was seen.
4. With the exception of one senior high school, the majority of the schools' staffs were not active participants of their schools' extracurricular programs.
5. No instances of teacher compensation was found either through extra pay or extra free time. Physical education coordinators were responsible for fewer teaching periods however, their time generally being spent in coordinating the physical education

department's curricular pursuits rather than directed at extra-curricular administration.

In addition to the similarities found throughout all schools, several individual differences were noted. A synthesis of these differences includes the following:

1. In two schools, the onus was on interested students to choose or recruit suitable teacher sponsors for new activities. In these situations any new activities required formal chartering from the school's students' council.
2. Physical education specialists totaled 40 percent or more of the total staff involved in the extracurricular programs of two schools.
3. Policies in three schools provided for supervision by uninvolved staff members through either general out-of-class supervision or in-class supervision wherever extracurricular activities required travelling.
4. The problem of a possible unequal teacher workload was recognized by the administrators and staffs in four of the five schools. However, no attempts to remedy this problem seemed evident.

As indicated in the preceding section regarding extracurricular evaluation, one school displayed a very coherent and organized approach to its extracurricular programming efforts. In the area of teacher sponsorship this trend was also apparent. Although no administrative coercion was evident, full staff involvement had been achieved. In individual instances where this was impractical, staff members did con-

tribute time towards general supervision. Several direct results of this approach should be noted. Teacher workload was well-spaced and teachers appeared to be content with their extra-class duties. The house system had become a focus of school spirit and intra-school rivalry. The students' council felt much more important as an advisory and administrative body and expressed a feeling of broad teacher support for the social activities of the student population. A final, critical result of total teacher involvement was the increased teacher participation and interest in the planning and evaluation of the extracurricular activities.

Notwithstanding the foregoing observations, it should be noted that no complaints were expressed by any school administrator regarding insufficient teacher support for extracurricular sponsorship. Similarly, only one students' council executive expressed concern over teacher involvement. Concern over an unequal workload was expressed by several physical education and classroom teachers. In this regard the following observations seem significant:

1. Physical education teachers were generally responsible for the organization of all intramural and varsity sports.
2. Regular classroom teachers who assumed coaching duties did not receive extra planning time and often complained of having to choose between curricular and extracurricular duties.
3. Specialist subject teachers (e.g., art, music) spent more time in sponsoring extracurricular activities than most general subject teachers.
4. Extracurricular publications were often supervised by English

teachers.

5. No school-wide or system-wide policy covering an expected minimum or maximum level of extra-class supervision was found.
6. There was no inservice training for extracurricular sponsorship within Strathcona County.
7. School administrators indicated that suitability for extra-curricular sponsorship was one of the criteria considered when hiring new teachers.

Student Participation in the Extracurricular Programs
within the Junior and Senior High Schools
of Strathcona County

The results of this study indicated that, with one exception, none of the junior or senior high schools had a definite approach to the monitoring of student participation in extracurricular activities.

Schools did not exercise control over the level of student participation, although all schools instituted restrictions concerning eligibility for students' council positions, especially for executive positions. Generally speaking, students' council executive positions were restricted to senior students in good academic standing.

Control over participation was somewhat different in the two junior high schools which offered many activities only in the form of curriculum options. In these schools participation was limited to a maximum of two courses per semester.

One senior high school maintained a constant record of the number of activities each student participated in and rewarded participation by means of "house" points. Additionally, the level of participation

in each activity was recorded and formed part of a more comprehensive annual evaluation.

Extracurricular participation was encouraged in all the schools. The schools utilized combinations of public-address announcements, home room announcements, bulletin board displays, student handbooks, and assemblies. Three of the schools ran an orientation week at the beginning of the year for the benefit of new students. Apart from these endeavours, there was no indication that individual staff guidance was considered necessary or needed. Four of the five students' councils maintained that communications between teacher sponsors, the students' council, and the general school population was a problem which was revealed in low participation levels. Even though students' councils viewed themselves as a liaison and communications vehicle between students and staff, a lack of time was seen as the prime reason for the problem.

Four of the schools included in this study served a mix of rural and urban students and were therefore involved in pupil busing. The extent of busing ranged from approximately 25 percent to 100 percent. The fifth school did not have bused students. The administrators of the senior high schools did not believe that busing had a significant adverse effect on student participation. These principals maintained that senior high school students had a driver's license and either owned a car or had access to one. Furthermore, those students (mainly grade 10) who were not in this position had friends who could provide transportation. However, administrators suggested two other reasons for low participation among senior high school students--home chores required

of rural students, and a desire for part-time employment among urban students. Many teacher sponsors, coaches, and students' council members agreed with these reasons, yet there was a consensus in naming busing as a definite contributor to low participation. Despite the fact that there were no complaints from students or parents, administrators argued that because students had traditionally found their own transportation when necessary, those who could not do so simply were resigned to this fact and did not bother to try out for school teams or join other extracurricular clubs. Consequently, those students who experienced transportation difficulties would be unable to participate in any varsity, intramural, or non-sport activities that would meet at times other than the lunch or recess periods.

Administrators, teachers, and students interviewed in junior high schools agreed that busing was a determining factor in the formulation of extracurricular activities. Unlike senior high school students, junior high school students do not have the mobility made possible by the possession of drivers' licenses. Therefore, the only part of the school day in which extracurricular activities could be run was the lunch period. Unfortunately, this situation was further aggravated by the interlocking bus schedule in which all elementary, junior high, and senior high schools were scheduled. The result in the junior high schools was an inflexible lunch period of approximately 45 minutes.

In an attempt to alleviate this problem in the two junior high schools experiencing extensive busing, administrators have adopted two partial solutions. First, all junior high school varsity games are played during lunch hour and may pre-empt the periods immediately before

and after lunch depending on the travelling time required. However, this does not solve the difficulties students may face in attending pre- or post-school day practices. Second, principals have adopted individual school policies whereby special social activities and sports meets may be carried on during the regular afternoon sessions to a maximum of one-half day per month. These two policies, plus the provision of activities such as drama, band, outdoor education, and arts and crafts as curriculum options, have resulted in most junior high schools being exposed to at least a minimum of non-academic, extracurricular activities.

Each junior and senior high school surveyed had a policy for extracurricular awards. Although the schools differed in the extensiveness of awards, all awards took the form of school letters, pins, medallions, and trophies. The awards were given to the students who were chosen:

1. Male and female athletes of the year.
2. Outstanding contributors to the extracurricular program.
3. Outstanding participants in individual sports and non-sporting events.

All schools organized annual awards nights and presented both academic and non-academic awards. One school organized a special awards night with the emphasis on only sports and extracurricular activities.

Scheduling of Extracurricular Activities within the Junior and Senior High Schools of Strathcona County

A large proportion of extracurricular programs is comprised of intramural and varsity sports. As these activities are associated with

seasonal sports and are run parallel to specific seasons, there tends to be an ongoing series of athletic activities throughout the entire school year. Non-competitive sport activities run through club affiliation are also seasonal in nature but may meet throughout the school year. Other non-sport club activities exist for the entire school year.

Intramural and varsity sport activities were scheduled according to seasonal constraints in all schools. Wherever possible, intramural tournaments coincided with the regular physical education instruction and often provided a competitive culmination for a particular instructional block. Although intramurals and varsity games were seasonally scheduled, most activities were assigned regular times and places. Varsity schedules were published throughout the schools, and intramural schedules were often advertised on a tournament basis.

Generally, within the senior high schools, no provision was made for any form of extracurricular activities during the regular school day schedule. There was one exception, however. One school did allow a maximum of "a period or two" per month for special social activities. All intramural varsity and club activities were carried on outside class time. Students' councils also met during their free time. The most common meeting time in the senior high schools was lunch period. Intramurals, clubs, and students' council meetings were held at lunch time. Mornings and afternoons were utilized by only two schools and then only to a limited extent. Senior varsity games were all scheduled during afternoons and evenings. Varsity sports and all non-sport activities requiring extensive practice sessions were carried on at any available time, although after-school sessions were the most popular.

As indicated in the preceding section, extracurricular programs in most junior high schools were hampered by extensive student busing. In attempting to cope with this situation, principals provided limited regular curricular instructional time for certain extracurricular activities. In keeping with a system-wide policy regarding junior varsity sports, all varsity games were scheduled during lunch time. The periods immediately before and after lunch could be used as travelling time by the visiting team as needed. All intramural activities were scheduled at lunch time. Extracurricular clubs met weekly at lunch time as well. Practices for varsity and certain non-sport activities were held during lunch and after school. Students' council meetings were held weekly or bi-weekly and, in two of the schools surveyed, were scheduled during a specified class period. All social activities sponsored by students' councils were held once a month and were scheduled during the afternoon session of that school day. No junior high school dances were scheduled during evening hours.

The scheduling attempts of the junior high schools have been aimed at providing all students with the opportunity of participating in the school's extracurricular program. However, in scheduling the bulk of activities around an inflexible short lunch period, the extent of student participation in more than one activity was severely limited. The number of activities which could be offered was also restricted by the lack of physical facilities available.

Finally, the foregoing innovations found among the junior high schools have not dealt with a basic problem facing bused students--

namely, how to arrange transportation to or from school for the purpose of attending practices held in the mornings or afternoons by such activities as band, drama, and varsity sports. This problem has been recognized by junior high school administrators but it has not been solved. It was not viewed as a problem by senior high school administrators.

Financing Extracurricular Programs within the Junior
and Senior High Schools of Strathcona County

One of the problems encountered in extracurricular programming involved the level of expenditures required for many programs. Data gathered during this study indicated that, indeed, large amounts of money were spent on various extracurricular activities. Table 1 depicts approximate figures for the operation of extracurricular programs during the 1977-78 school year. However, due to the unavailability of concise figures, transportation costs are not reflected in this table. It should be noted, however, that all principals blamed the rapidly escalating costs of bus transportation as a prime reason for increased

Table 1

Extracurricular Program Costs of Five Junior and
Senior High Schools in Strathcona County for
the 1977-78 School Year*

High School A	\$9,000.00
High School B	8,500.00
High School C	4,400.00
High School D	2,300.00
High School E	2,000.00

*Transportation costs not included

extracurricular costs and, in some cases, curtailment of certain activities.

Cost distribution of the extracurricular programs in all schools was similar. Varsity sports activities absorbed the largest share of funds. In this regard, the major expenditures were transportation and equipment. A second major expenditure in two schools was caused by the annual yearbook publication. Generally, schools operated a self-sustaining program of social activities. Ironically, in the two areas of extracurricular programming that generally involved most students--intramural sports and clubs, the costs were relatively small. The major expenditures in intramural programs was equipment. The major expenditure for clubs was specialized equipment or facility rentals, and these costs were often met by the individual clubs through special fund-raising ventures or club membership fees.

In keeping with the school board's decentralization policy, no evidence of grant structures or other forms of financial support for extracurricular activities was found. Individual schools were responsible for the financing of all extra-class activities including varsity team transportation and equipment costs. The three major sources of funds for the majority of schools, in order of importance, were as follows:

1. Student union fees.
2. A major annual fund-raising campaign.
3. Individual team or club fund-raising ventures.

Table 2 illustrates the variety of fund-raising activities used by the various schools studied, and the frequency with which they were

Table 2

Fund-Raising Techniques Utilized by Five Junior and
Senior High Schools in Strathcona County

Method	Sr. High School	Jr. High School
Compulsory Student Union Fees*	2	1
Optional Student Union Fees*	1	1
Annual Fund-Raising Campaign	2	2
Vending Machine Profits	1	
Individual Team or Club Fund-Raising Ventures	2	1

* Student Union Fees ranged from a low of \$1.50 (junior high) to a high of \$7.50 (senior high).

used. Most schools utilized a combination of the methods included in Table 2.

Structures for handling extracurricular financing were similar in all high schools. Students' councils were the vehicles through which funds were generated and distributed. Dispersal of monies appeared to be carried on in a rather haphazard fashion in three of the schools, with the main concern being the funding of the varsity teams' expenses. Three schools had a policy of "chartering clubs" whereby a small annual grant (approximately \$50 per year) was given each club to aid in operating expenses. Beyond this, clubs were generally expected to be self-sustaining.

Theoretically, students' councils were charged with the financing of extracurricular activities. In practice it seemed that their financial input was limited. Students' councils did raise substantial amounts of money but the extent of their control over how these funds

were spent was difficult to determine. In this regard one could conclude that the students' council was much more a fund-raising agency than a fiscal monitor. In fact, this was a major complaint expressed by four students' council executives. Only one school gave its students' council the responsibility of approving, amending, or vetoing the proposed budgets of teacher sponsors.

In spite of the high costs of those aspects of extracurricular programming involving the transporting and equipping of varsity teams, most administrators did not feel that financial demands severely inhibited their schools' extra-class activities. Two schools did indicate that rising transportation costs forced restraints on team travel outside the system but only one school had actually been forced to seriously curtail varsity league participation. Principals and students' council advisors agreed that there was no real problem in raising the funds required for their extracurricular activities. In fact, two schools had each been able to raise sufficient funds to purchase and maintain a school-owned bus. This procedure appeared to be very successful in reducing travelling costs. Curiously, administrators expressed differing opinions regarding the implications of school-ownership of busses.

Summary

As indicated in the specific internship objectives outlined in Chapter 3, the purpose of this study was to investigate, assess, and report on the various administrative concerns of extracurricular programming found in Strathcona County. This chapter has been organized according to the major issues of extracurricular programming revealed

in the related literature and research. The intent of this chapter was to offer a report of the situation found within the selected schools studied in Strathcona County. Chapter 6 will draw conclusions from the investigation carried out during the internship period and, based on these conclusions, will offer suggestions for improvement of the administration of extracurricular programs in Newfoundland schools.

CHAPTER 6

CONCLUSIONS AND RECOMMENDATIONS

Conclusions Resulting from the Internship

Based upon exposure to the Strathcona County School system through the internship experience, and based on the data presented in this report, the following conclusions are considered to be significant.

1. Although there is a diversity of organizational structures for the administration of extracurricular programs in the high schools of Strathcona, each type seems to fit the philosophy of the individual school's administration and staff. Organizational structures seem to be a result of ongoing evolution within each school. The crucial position occupied by the principal in each organizational framework should be noted. Also, the theoretical position of the students' councils seems to be appropriate, although in reality these councils have little authority and responsibility for intramural and extramural activities.

2. There is no articulated board philosophy or policy to cover the operation, supervision, scheduling or evaluation of extracurricular programs. The principal in each school is responsible for the extracurricular policy developed therein.

3. The obtaining of sufficient numbers of teacher sponsors for extracurricular activities is not a problem in Strathcona County. It appears that teacher sponsors operate in a totally autonomous fashion

with very little guidance or supervision from school administration. Furthermore, the activities offered in some schools appear to be a result of teacher interest rather than student interest. These situations allowed little students' council input and, on the whole, these programs were often disjointed and divergent in nature.

4. The heavy workload of school principals is a definite factor in restricting their extracurricular involvement. Accordingly, it would seem that delegation of this responsibility to either an assistant principal or another appropriate staff member is necessary. In this regard, even though a large portion of extracurricular programs is comprised of intramural and varsity sports, care should be taken to insure that responsibility is shared by a staff member(s) who is not totally sports-oriented.

5. Complete teacher and administrator participation in the extracurricular program can be accomplished and can be effective in improving student participation as well as teacher supervision and evaluation.

6. With one notable exception, there was little evidence of clearly written extracurricular policies or procedures in the schools studied.

7. Teacher sponsorship of extracurricular activities is totally voluntary within Strathcona. Although a majority of teaching staff were not involved, and although physical education specialists did appear to be overworked, no evidence of animosity or ill-feeling was found. All administrators and students' council executives agreed that the level of teacher sponsorship was adequate.

8. Although records of student participation levels were generally not kept, student participation in all schools appeared to be in excess

of 50 percent of each sex. Substantial time, and considerable financial and human resources were devoted to varsity sports. However, these activities involved less than 10 percent of the total student population in each school.

9. Student participation was neither controlled nor actively encouraged in the majority of schools. Busing was a major factor limiting student participation in junior high schools. In an attempt to alleviate the adverse effects caused by busing, existing facilities were severely overused during lunch times and appeared somewhat inadequate.

10. The costs of extracurricular programs can be adequately borne by the high schools. The absence of financial support from the school board did not hinder most activities, with the possible exception of those varsity sports which required extensive travelling.

11. Assessment of student union fees appeared to be an excellent and equitable method of obtaining funds for the financing of extracurricular activities. However, such funds should be channeled into activities which appeal to a majority of participants.

Recommendations Resulting from the Internship

The following recommendations are based upon the information obtained during the internship experience as well as upon the conclusions in the preceding section. The researcher feels that, while these recommendations arise from the results of a study conducted in the Strathcona County school system, they are applicable to the school systems in Newfoundland, especially those which face similar problems.

due to extensive student busing, rural-urban blend in school populations, and overcrowded physical facilities.

1. The divergent approaches to extracurricular programming found among the schools studied suggest the possible advantages of board-level direction. It can be concluded that, while individual school programs must reflect local needs and conditions, a system-wide policy articulation would be useful. Furthermore, in areas where the development of extracurricular programming is a system-wide concern, the appointment of a temporary supervisor responsible for physical education and extracurricular activities would facilitate the development of consistency in broad areas of concern such as transportation, scheduling, supervision, and financing of extracurricular programs.

2. The results of this investigation does not allow one to make a definite recommendation regarding the "best" type of organizational structure for extracurricular programs. However, the following recommendations seem suitable for any school's organizational structure:

- i. Students' councils should play a definite role in all aspects of extracurricular organization. It is recommended that school administrators place more faith in the ability of elected student representatives to make mature decisions and accept responsibility.
- ii. A house system organization is very useful in the organizing of intramural activities. This house system can also be useful in increasing participation of staff, therein helping to equalize teacher workload. In any case, house systems should be set up so that bused students are given priority during

lunch time, with neighbourhood students having priority during early morning and afternoon sessions.

3. School administrators should ensure that staff members are not severely overworked because of involvement in extracurricular programs. Contributions to extracurricular activities should be a consideration when determining teacher workloads whenever possible. In an attempt to increase teacher sponsorship, relevant inservice training should be provided to those staff members who feel inadequately qualified to sponsor activities. Additionally, a teacher's suitability for extracurricular activities should definitely be a consideration when hiring new staff.

4. An examination of the percentage of the student population involved in varsity sports in comparison to the percentage of extracurricular funds expended gives rise to disquieting results. Varsity sports consume a large portion of the total monies spent on extracurricular programs and there seems to be insufficient justification for it. Therefore, administrators should examine the varsity program in the light of the educational returns for the funds spent in this area. As observed in one school, a de-emphasis of varsity sports in favour of intramural sport activities may well improve both staff and student participation while retaining a high level of school spirit and morale. Administrators and teachers should recognize the importance of student input in any deliberations regarding this important decision.

5. As is the case with curricular pursuits, extracurricular programs should offer participation and performance incentives. Schools should develop extensive awards systems for participation and achieve-

ment in extracurricular activities reflective of the interests and philosophy of individual school programs.

6. The following innovative procedures were observed in two of the junior high schools in Strathcona and are recommended as partial solutions to scheduling problems that may be caused by extensive student busing:

- i. Varsity sports may be played during the lunch period with the visiting teams using the periods immediately before and after lunch for travelling.
- ii. Student socials, including dances, may be held during the afternoon periods on a monthly basis.
- iii. Within the regular school curriculum, an optional course entitled "Social Studies Option" is offered. All elected students' council members must enroll in this course. Consequently, these students receive instruction in such relevant topics as governance and parliamentary procedures. Furthermore, all students' council meetings are held during class time, generally during one class per cycle, thus giving bused students additional opportunity to pursue students' council activities.

7. The adoption of a system of student union fees is recommended. These fees appear to be an excellent means of raising funds but should be optional. Where it is considered necessary, student union fees could be supplemented by an annual fund-raising venture in which all students would be encouraged to participate. These procedures seem superior to campaigns initiated by individual clubs and teams, provided the proceeds

are distributed in an equitable manner.

8. School boards should consider the development of a policy regarding school ownership of busses. Such a policy should include provisions covering such pertinent concerns as maintenance, insurance, driver eligibility, and financial liability.

9. At present, the status of extracurricular programming in many of the schools in Strathcona County, and perhaps elsewhere, results from an unsystematic and unorganized growth of activities not necessarily based on well thought out educational priorities. It is time for administrators of all levels to examine and analyse the purpose and value of extracurricular activities in the light of established educational guidelines. When this has been accomplished, objectives must be formulated and procedures established for evaluating the extent to which these aims are being realized. It is not until a school has a clear idea of what it wants to achieve that it can conceive proper methods of meeting and assessing those objectives.

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APPENDIX

2001 - SHERWOOD DRIVE
SHERWOOD PARK, ALBERTA
T8A 3W7
TELEPHONE 464-3833

County of Strathcona No. 20

December 30, 1977

Dr. D. L. Treslan
Assistant Professor
Memorial University of Newfoundland
St. John's
NEWFOUNDLAND
A1C 5S7

Dear Dr. Treslan:

Re: Your Letter of December 15, 1977 to Dr. Rancier

Dr. Rancier has asked me to respond to your request to have Mr. Paul Matthews conduct a study on the topic: "A Study of Selected Schools Regarding the Organization and Administration of an Extracurricular Program."

For your information, the Strathcona County Board of Education has approved an external-internal evaluation of the Physical Education and Health Programs presently being offered in all twenty-eight schools within the system. It is our intention to include intra-mural and extra-curricular programs within the survey, as well as associated supervision and administration components. The actual timing of our study is not established at present but it is our hope to have it completed by the end of May 1978.

I am not certain how much overlap there may be between our study and the one proposed by Mr. Matthews, but I would be concerned if there was too great a demand being made on the principals' and teachers' time.

The County of Strathcona School System is supportive of the study you propose and I have attached the supporting information you have requested. I would sincerely appreciate further communication with you prior to your decision to proceed with the selection of schools. I would also appreciate a copy of your survey instrument.

Yours very truly,

Wm. W. Sime
Assistant Superintendent
Curriculum & Instruction

WS:b

Attachment

p.c. Dr. G. Rancier

County of Strathcona No. 20

March 15, 1978

Dr. D. L. Treslan
Assistant Professor
Dept. of Educational Administration
Memorial University of Newfoundland
St. John's
NEWFOUNDLAND
A1C 5S7

Dear Dr. Treslan:

Re: Your Letter of March 7, 1978

As indicated in Mr. Sime's letter of December 30, 1977, I am interested in the study of "Administration and Organization of Extra-curricular Programming in an Alberta School Jurisdiction," being undertaken by Mr. Matthews. Please be advised that permission is granted for Mr. Matthews to gather data within the County of Strathcona School System.

Mr. Sime has provided you with a list of all of the schools and administrators. Mr. Sime will be the contact person for Mr. Matthews and since he is presently working with Regional Office in regard to the external Physical Education Assessment, he will be able to advise Mr. Matthews as to the input his data may have in relation to the larger study. It should certainly be of value.

I wish Mr. Matthews success in his endeavors and will be looking forward to the results of his work.

Yours sincerely,

G. J. Rapcier
Superintendent of Schools

p.c. Mr. W. Sime

2001 - SHERWOOD DRIVE
SHERWOOD PARK, ALBERTA
T8A 3W7
TELEPHONE 464-8111

County of Strathcona No. 20

June 6, 1978

Dr. Dennis L. Treslan
Assistant Professor of Ed. Admin.
Memorial University of Newfoundland
St. John's
Newfoundland, A1C 5S7

Dear Dr. Treslan:

It was a pleasure to work with Mr. Paul Matthews and I am looking forward to reading his thesis. As I indicated in earlier correspondence, the County of Strathcona is having an external-internal assessment of its Physical Education Program and Facilities. Mr. Matthews' research and probing questions have been beneficial to me already, and I am certain that the survey team shall benefit from his completed thesis.

Please accept this letter as confirmation of my willingness to serve as External Examiner on Mr. Paul Matthews' thesis.

Yours very truly,

WM. W. SIME
Assistant Superintendent
Curriculum & Instruction

WS:b

COUNTY OF STRATHCONA SCHOOL SYSTEM

<u>Names of Schools</u>	<u>Location</u>	<u>Student Population</u>	<u>Administration</u>
Ardrossan Elementary	Rural	487	Prin., A/Pr., V/Pr.
Ardrossan Jr.-Sr. High	Rural	982	Prin., A/Pr., V/Pr.
Ardrossan Primary	Rural	215	Prin., A/Pr.
Brentwood Elementary	Urban	517	Prin., A/Pr., V/Pr.
Broadmoor Elementary	Urban	37	Prin.
Campbelltown Elementary	Urban	238	Prin., A/Pr.
Castle School, Elem.-Jr. High	Rural	34	Prin.
Clover Bar, Jr. High	Urban	405	Prin., A/Pr., V/Pr.
Colchester Elementary	Rural	298	Prin., A/Pr.
Ellerslie Elem.-Jr. High	Rural	395	Prin., A/Pr.
Ellerslie Primary	Rural	103	Prin.
Fort Saskatchewan Elem.	Urban	329	Prin., A/Pr.
Fort Saskatchewan Jr. High	Urban	388	Prin., A/Pr.
Fort Saskatchewan Park Elem.	Urban	118	Prin., A/Pr.
Fort Saskatchewan Sr. High	Urban	525	Prin., A/Pr., V/Pr.
Fultonvale Elem.-Jr. High	Rural	538	Prin., A/Pr., V/Pr.
Glen Allan Elementary	Urban	558	Prin., A/Pr., V/Pr.
F. R. Haythorne Jr. High	Rural	498	Prin., A/Pr., V/Pr.
Rudolph Henning Elem.-Jr. High	Urban	517	Prin., A/Pr., V/Pr.
Wes Hosford Elementary	Urban	438	Prin., A/Pr.
Mills Haven Elementary	Urban	624	Prin., A/Pr., V/Pr.
Ministik Elem. School	Rural	83	Prin.
Pine Street Elementary	Urban	475	Prin., A/Pr., V/Pr.
Salisbury Composite High	Urban	1,617	Prin., 4 A/Prs's.
Sherwood Heights Jr. High	Urban	678	Prin., A/Pr., V/Pr.
Westboro Elementary	Urban	431	Prin., A/Pr., V/Pr.
Win Ferguson Elementary	Urban	233	Prin., A/Pr.
Wye Elementary	Rural	274	Prin., A/Pr.
28		12,035	28 27 13

NOTE: Early Childhood Pupils (approximately 1,000) not included in the above figures.



