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ABSTRACT

During the spring of 1973, an indepth survey of the status of pupil personnel services in New York school districts was conducted as part of the State Education Department's regular program for such studies. The survey was a cooperative effort of the Division of Pupil Personnel Services, the Bureau of Educational Data Systems, and the Bureau of Statistical Services. This primarily statistical report summarizes the results of the survey and is concerned with the management of pupil personnel services. It should be useful to local school officials in contrasting their programs with others around the State. (Author)

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PUPIL SERVICES

NEW YORK STATE

1973

**The University of the State of New York
THE STATE EDUCATION DEPARTMENT
Division of Pupil Services
Albany, New York 12224
August 1974**

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FOREWORD

During the spring of 1973, an indepth survey of the status of pupil personnel services in New York State school districts was conducted as part of the State Education Department's regular program for such studies. The survey was a cooperative effort of the Division of Pupil Personnel Services, the Bureau of Educational Data Systems, and the Bureau of Statistical Services.

This report summarizes the results of the survey and is concerned with the management of pupil personnel services. It should be useful to local school officials in contrasting their programs with others around the State.

Further information concerning this report may be obtained from the Division of Pupil Personnel Services.

Stanley L. Raub
Associate Commissioner for Educational
Finance, Management and School Services

I INTRODUCTION

Every five years, the Department's Basic Educational Data Systems, in cooperation with Department units, undertakes an "indepth survey" of the status of the educational speciality which is the responsibility of a unit, in New York State schools. This document reports the results of a survey of pupil services (pupil personnel services) conducted during the 1972-73 school year.

The survey was mailed to 772 school districts. Results are reported for 660 districts. The number and percent of responding districts by enrollment size are listed below.

<u>Enrollment Size</u>	<u>Districts Surveyed</u>	<u>Districts Responding</u>	<u>Percent Responding</u>
1 - 749	160	121	76
750 - 1,499	148	136	92
1,500 - 3,499	224	196	88
3,500 - 5,999	106	92	87
6,000 - 9,999	58	54	93
10,000 - 25,000	39	37	85
over 25,000	37	24	65
TOTAL STATE	772	660	86

The percent responding for the entire state, 86, must be considered a most satisfactory rate of return. Therefore, the results reported can be regarded as substantially representative of the status of pupil services in New York State public school districts.

The New York City Community School Districts are included in the "over 25,000" category, as individual districts.

The report has two major sections: the pupil services administrator and the pupil services program.

For each of the items in the survey, percents are reported, based on the number of responding districts, by enrollment size.

A very early review of the results made apparent that the pupil services program tends to become more sharply defined as the enrollment size of the districts increases. To capture the operation of this "size phenomenon" (SP) and to avoid excessive listing of statistics, where appropriate for particular items, "SP" is entered followed by figures for those enrollment size ranges which illustrate points on an essentially consistent continuum across all of the ranges. For example, see the following:

SP

1 - 749	12 percent
10,000 - 25,000	47 percent

This indicates a fairly regular increase in the incidence of the characteristic described by size of district between the enrollment sizes listed. Any large variation from the pattern will be noted if the SP procedure is followed.

For the purposes of this report, pupil services include guidance (school counseling), school psychology, school social work, school attendance, pupil accounting, and school health. In the Department, all but school health are administered in the Division of Pupil Services. School health services are administered through the Health Services Unit of the Division of Drug and Health Education Services.

II THE PUPIL SERVICES ADMINISTRATOR

The following paragraphs describe pertinent attributes of the administrator of pupil services.

A. Administrative Level

Considering level one as the chief school officer and the second, third, and fourth levels as successive hierarchical layers reporting upward, 47 percent of those responsible for administering pupil services were located at the second level. Twenty-eight percent were found at the first level and 22 percent at the third.

In smaller school districts, the chief school officer was quite often directly responsible for administering pupil services. In districts in the smallest enrollment size range, this was true of 49 percent. The proportion of districts in which the responsibility for administering pupil services was located at the third level increased from 9 percent among those in the smallest enrollment size, quite regularly to 46 percent in districts of between 10,000 and 25,000 pupils. Among the largest size districts, over 25,000, only 17 percent lodged responsibility at the third level and 58 percent at the second level.

B. Negotiating Group

The administrator of pupil services was a member of the teachers' group in 26 percent of the districts, of the administrators' group in 49 percent of the districts and of other groups in 12 percent of the districts. Examination of the distribution by enrollment size does not reveal marked differences from those percents except that 63 percent of the pupil service administrators in districts in the 6,000-9,999 enrollment range, 75 percent of those in the over 25,000 enrollment range, but only 30 percent of those in the 10,000-25,000 enrollment range belonged to the administrators' group.

C. Contract Duration

The contracts of the majority of administrators of pupil services (54 percent) have a duration of 12 months. Thirty-five percent have 11 month contracts and 11 percent, 10 month contracts. In districts with a pupil population in excess of 25,000, 46 percent of the administrators have a 10 month contract.

D. Full or Part-Time

Roughly two of every three pupil service administrators perform other duties in addition to administering pupil services, as illustrated below.

<u>District Enrollment Size</u>	<u>Percent of Districts with Full-Time Pupil Service Administrators</u>
1 - 749	15
750 - 1,499	26
1,500 - 3,499	20
3,500 - 5,999	44
6,000 - 9,999	65
10,000 - 25,000	81
over - 25,000	75
TOTAL STATE	33

E. Elementary vs Secondary Responsibility

Those most responsible for the administration of pupil services are likely to be responsible for services at both elementary and secondary levels. This was true in 82 percent of the districts. In 14 percent of the districts, the person administering pupil services was responsible only at the secondary level and in 4 percent, at the elementary level only. It was noted that in three smaller size categories of districts, ranging up to 3,499 pupils, 16 percent, 26 percent, and 15 percent of the administrators were responsible for secondary level pupil service programs, only.

F. Certification

These are the certificates held by the person in the district most responsible for the administration of the pupil services program.

<u>Certificates</u>	<u>Percent</u>
Attendance Teacher	3
Guidance Counselor	53
School Nurse Teacher	2
School Psychologist	10
School Social Worker	1
Elementary School Teacher	19
Secondary School Teacher	49
Special Education Teacher	2
School District Administrator	49
School Administrator and Supervisor	41
Statement of continued eligibility as director of pupil personnel services	14
Other	7

III THE PUPIL SERVICES PROGRAM

A. Establishing A Direction

1. Philosophy, goals, objectives

Only 29 percent of the districts reporting indicated that they have a written statement concerning the philosophy, goals, and objectives of their pupil services programs.

2. Policies and procedures

Of the reporting districts, 39 percent indicated that they have written policies and procedures for pupil services personnel to follow.

<u>SP</u>	
1 - 749	12 percent
over 25,000	70 percent

3. Policy in particular

The districts indicated that they have a written policy in various areas as listed below:

<u>Policy Area</u>	<u>Percent of Districts</u>
Drug use by students	60
Education of unwed mothers	28
Confidentiality of pupil records	50
Matters relating to students and VD	9
Cooperation with community agencies	21

<u>SP</u>	<u>Drugs</u>	<u>Unwed Mothers</u>	<u>Confidentiality</u>	<u>VD</u>	<u>Agencies</u>
1 - 749	43 percent	15 percent	31 percent	4 percent	15 percent
10,000 - 25,000		46 percent		22 percent	41 percent
over 25,000	88 percent	83 percent	96 percent	74 percent	71 percent

4. Advisory Councils

Pupil services advisory councils have been established in 23 percent of the districts. There is a regular increase in the proportion of districts with such councils by size. In the smallest districts, 12 percent report such councils, and 71 percent of the largest districts. Parents were members of 29 percent of the councils, pupils of 15 percent, teachers of 62 percent, administrators of 80 percent, pupil service staff members of 92 percent, and the remaining membership was from

other groups. The advisory council met monthly in 40 percent of the districts, weekly in 8 percent, quarterly in 15 percent, semi-annually in 11 percent and annually or irregularly in the other districts which have councils.

B. Determining Program Quality

1. Local estimates of program quality

Of the combined reporting districts, 14 percent rated their program of pupil personnel services as very good, 39 percent good, 29 percent average, 12 percent fair, and 3 percent poor. If the "very good" and the "good" ratings are combined, 54 percent of the districts rated their programs as at least "good."

<u>SP</u>	<u>At least "good"</u>
1 - 749	40 percent
10,000 - 25,000	78 percent
over 25,000	67 percent

2. Evaluation programs

Only 14 percent of the districts reporting, or 92, have a program to evaluate the extent to which pupil services staff are meeting their stated goals and objectives.

<u>SP</u>	
1 - 749	8 percent
6,000 - 9,999	24 percent
over 25,000	54 percent

3. Annual reports

Annual reports were written in 42 percent of the reporting districts to describe the extent of pupil services activities performed.

<u>SP</u>	
1 - 749	25 percent
6,000 - 9,999	70 percent
10,000 - 25,000	46 percent
over 25,000	88 percent

5. Sources of assistance in improving program quality

The following resources were reported as helpful in improving the quality of the pupil services program by the percent of districts indicated.

<u>Resource</u>	<u>Percent</u>
Division of Pupil Personnel Services, State Education Department	82
Other state education department divisions or bureaus	39
College and university consultants	34
Private consultants	10
Pupil Personnel Services Directors in local area	59
Board of Cooperative Educational Services	60
Local pupil personnel services staff	62
Other	12

Variation by district size was not particularly marked.

C. Services and Functions

1. Services included under pupil service administrator

The distribution of services under the jurisdiction of the administrator primarily responsible for pupil services is reported below.

SERVICES UNDER PUPIL SERVICES ADMINISTRATOR
PERCENT OF DISTRICTS

Service	Enrollment Size							TOTAL STATE
	1 - 749	750 - 1499	1500 - 3499	3500 - 5999	6000 - 9999	10,000 - 25,000	Over 25,000	
Attendance	66	76	77	76	83	89	92	76
Guidance	90	95	94	86	86	86	100	91
Psychology	78	82	91	96	93	95	88	88
Health	65	74	79	34	83	78	67	76
Social Work	41	40	45	50	65	73	95	49
Speech and Hearing	47	47	60	74	89	95	33	62
Special Education Mentally and Physically Handicapped	69	75	82	90	94	95	92	82
Other	69	66	74	71	78	70	67	70

2. Distribution of functional responsibility

Due to the great variation in the materials describing pupil personnel services, it was necessary to make a choice of a classification system for the functions of pupil personnel services. The classifications below are from Gordon P. Liddle and Arthur M. Kroll, Pupil Services for Massachusetts Schools: A Summary Report; Boston: Massachusetts Advisory Council on Education, 1969, p. 6 (as reported in Focus on Guidance, June, 1971, p. 4).

1. Feedback to the System:

The impact of the school structure, climate, and educational programs on pupils is assessed. Recommendations regarding organizational modification to facilitate pupil development are proposed as needed.

2. Staff Consultation:

Consultation is provided for teachers in the areas of mental health and human growth and development in order to foster better understanding of the pupil.

3. Parent Consultation:

Individual and group meetings are held with parents to enlist their cooperation by helping them to become knowledgeable about and actively related to the pupil's school progress.

4. Remedial and Special Help:

The pupil who has special learning needs which cannot be met in a group instructional program is given individual help and attention.

5. Pupil Counseling:

The pupil is provided with the opportunity to explore his personal feelings with peers or an adult counselor within a sympathetic noncritical environment.

6. Pupil Guidance:

The pupil is given relevant educational and occupational information and is helped to understand his own ability and limitation in order that he may be better able to make decisions about his life.

7. Research and Experimentation:

Studies of pupil needs and characteristics are conducted, and the outcomes of the school's programs intended to meet those needs are evaluated.

8. Pupil Study:

The pupil is screened, information necessary for understanding him is gathered and evaluated, a method for correcting any problem is established, periodic followups are made to check progress and to see if any modifications in plans are necessary.

9. Pupil Progress Monitoring:

The pupil's progress is monitored so that signs of learning difficulties can be spotted and the validity of his placement can be checked.

10. Pupil Admissions and Placement:

The pupil's present stage of development is evaluated so that he may be placed in a program that is appropriate for him.

The functional responsibilities for various aspects of pupil services which were performed by certain pupil service workers and others within the school system are indicated below.

Responsible Person	Percent of Districts									
	Feed-back to the System	Staff Consultation	Parent Consultation	Remedial and Special Help	Pupil Counseling	Pupil Guidance	Research and Experimentation	Pupil Study	Pupil Progress Monitoring	Pupil Admissions and Placement
Directors or Asst. Supt. for PPS	52	50	44	23	27	25	44	33	31	35
Attendance teachers	40	34	47	9	30	14	6	15	11	10
Guidance counselors	80	85	92	54	93	93	50	82	82	89
School Nurse-Teachers	63	76	80	34	60	27	12	43	22	21
School Social Workers	24	27	29	14	27	15	6	21	14	11
School Psychologists	72	82	83	65	81	44	43	72	56	59
Directors or Asst. Supt. for Instruction	33	28	16	9	5	4	29	12	13	10
Principals	82	80	82	38	51	41	57	53	62	60
Other	20	20	22	21	13	11	14	18	18	16

3. Earliest Implementation

The districts indicated the school level at which various pupil service functions were initiated.

<u>Function</u>	<u>Present</u>			
	<u>Pre-K Level</u>	<u>Elementary Level</u>	<u>Middle School or Junior High Level</u>	<u>Senior High Level</u>
Feedback to the System	28	62	4	1
Staff Consultation	25	68	4	1
Parent Consultation	40	55	3	0
Remedial and Special Help	18	76	2	0
Pupil Counseling	8	54	35	1
Pupil Guidance	6	40	50	2
Research and Experimentation	17	60	5	2
Pupil Study	24	67	4	0
Pupil Progress Monitoring	15	77	4	0
Pupil Admissions and Placement	32	54	9	3

Districts with more than 25,000 pupils are more active than other districts in activities at the pre-K level.

4. Developmental/preventive programs

Responding districts reported the existence of the following preventive-developmental programs in the percents indicated:

<u>Program</u>	<u>Enrollment Size</u>		
	<u>Total State</u>	<u>1-749</u>	<u>Over 25,000</u>
Drug abuse prevention	73	63	96
Dropout prevention	54	43	75
Parent education	50	31	100
Early identification of learning disabilities	81	66	92
Pupil information monitoring	47	42	54
Interracial relations	15	5	79
Prekindergarten screening	51	40	62
Other	6	2	37

5. Committees for Handicapped Children

The combined reporting districts indicated that their committees for handicapped children met weekly in 6 percent of the districts, monthly in 18 percent, quarterly in 11 percent, semiannually in 13 percent, annually in 7 percent, never in 8 percent, irregularly in 34 percent. If it can be presumed that committees for handicapped children, to be effective, should meet weekly or at least monthly, we find that 25 percent of the reporting districts did meet that frequently.

SP	weekly or monthly meetings
1- 749	11 percent
10,000-25,000	73 percent
over 25,000	38 percent

In the reporting districts, the following proportion of the districts indicated that a particular pupil service was represented on the committee for handicapped children: attendance teacher-17 percent, guidance counselor-57 percent, school nurse-teacher-66 percent, school psychologist-82 percent, school physician-66 percent, school social worker-19 percent, teacher of special education-52 percent, administrator of special education-48 percent, and other-45 percent.

6. Home visits

The table describes the percent of districts in which various pupil service workers spent more than 10 percent of their time in home visits.

SP	Percent of districts More than 10 percent of time in home visits				
	Att. Tchr.	Sch. Coun.	Sch. N.T.	Sch. Psy.	Sch. S.W.
1- 749	7	7	17	6	3
750- 1,499	10	1	16	4	10
1,500- 3,499	26	1	12	6	20
3,500- 5,999	43	1	16	6	38
6,000- 9,999	65	7	6	4	54
10,000-25,000	65	8	22	14	70
over 25,000	96	12	21	4	46
TOTAL STATE	30	3	15	6	24

7. Liaisons with community resources

Districts reported the community agencies or services with which their pupil service program has effective working arrangements. The percents with

arrangements with particular agencies for the combined reporting districts are listed below:

<u>Agency</u>	<u>Percent</u>
Social Services Department	88
Mental Health Clinic	87
Probation Department	81
State Employment Service	64
Family Court	75
Private child caring agencies	30
Other	19

<u>SP</u>	<u>Soc. Svcs.</u>	<u>M.H.</u>	<u>Prob.</u>	<u>SES</u>	<u>F.C.</u>	<u>P.C.C.</u>	<u>Oth.</u>
1-749	79	73	58	53	51	10	6
over 25,000	92	100	96	96	95	38	41

D. Pupil Services Staffing

1. Distribution by BEDS title

Listed below are the numbers of personnel in the several pupil services specialities as reported by BEDS (Basic Educational Data System) for 1972-73. This is an unduplicated count of positions, for the entire State, some of which may be part-time.

a. attendance services.....	673
district supervising attendance officer	62
division supervising attendance officer	5
supervisory attendance teacher	45
attendance teacher	561
b. psychological services.....	1734
supervising school psychologist	46
chief school psychologist	33
school psychologist	1655
c. social work services.....	717
supervising school social worker	32
school social worker	685
d. guidance services.....	5749
guidance director	407
guidance coordinator	193
supervising counselor (multi-building)	39
supervising counselor (single-building)	35
elementary school counselor	732
secondary school counselor	3791
guidance teacher	502
e. health services.....	2587
consulting psychiatrist	80
supervising school nurse-teacher	83
school nurse-teacher	2321
dental hygiene teacher	103
f. total, all services.....	11,460

2. Major assignment area

An attempt was made to determine, for the positions listed in "one" above,

their level and/or location within the organization of the school districts. Again, the data are from BEDS and are for 1972-73.

BOCES	831
Central Office	7236
K-12	176
Junior-Senior high school	580
Senior high school	1032
Junior high school	567
Middle school	340
Elementary	698
Total	11,460

The above is not an unduplicated count of positions since some BOCES personnel also appear at levels and locations within the school district in the data collection process. Of the 831 pupil services workers, 434 were school psychologists. Approximately one-half of the 831 positions were located in BOCES special education programs.

The "central office" figure indicates the number of respondents who served in two or more buildings.

3. Selected staffing ratios, 1972-73

Some data are available concerning the number of pupils assigned to pupil service workers. These ratios are based on the total number of pupils in a district (K-12) and the number of full-time equivalent personnel in the speciality in the district.

Note that personnel here vary somewhat from those reported in "one" above. For programming purposes within BEDS, these definitions apply:

guidance counselor - supervising guidance counselor (single and multi-building), elementary school counselor, secondary school counselor.

nurses - supervising school nurse-teacher, school nurse-teacher

psychologists - supervising school psychologist, chief school psychologist, school psychologist.

dental hygienists - dental hygiene teacher

other - librarian aides, various categories of pupil service administrators, all attendance positions, certain psychology aides and administrators, all school social workers, directors and coordinators of guidance, guidance teachers, certain administrators of health services.

Librarians are included because they are included in the BEDS "total pupil services" calculation.

Pupils per full-time equivalent staff members at selected percentiles, New York State, 1972-73

<u>Pupil Service</u>	<u>Districts Reporting</u>	<u>10th</u>	<u>25th</u>	<u>50th</u>	<u>75th</u>	<u>90th</u>
guidance counselors	522	522	664	845	1191	1671
nurses	638	592	719	913	1297	1979
psychologists	551	1280	1909	2935	4370	6227
dental hygienists	212	1158	1528	2167	3618	5884
other	596	605	852	1410	2348	3922
librarians	614	551	699	927	1217	1920
Total pupil services	716	168	203	250	312	404

It may be of some interest to list the median pupil load for the same services for the State in 1970-71.

<u>Service</u>	<u>Median Pupil Load</u>
guidance counselors	381
nurses	878
psychologists	2874
dental hygienists	2276
other	1297
librarians	870
Total pupil services	242

4. Staffing from BOCES

The proportion of districts reporting that they obtained professional pupil personnel services from the Board of Cooperative Educational Services is listed below:

<u>Enrollment Size</u>	<u>Percent</u>
1-749	74
750-1499	75
1500-3499	61
3500-5999	47
6000-9999	56
10,000-25,000	41
Over 25,000	0
Total state	61

Districts reported the services they purchased from BOCES and the number of days of such service. Except for school psychology and "other," the number of districts reporting BOCES pupil services was not significant. The proportion of districts obtaining up to three days of service for school psychology and for "other services" is reported below:

<u>Enrollment Size</u>	<u>Percent School Psychology</u>	<u>Other</u>
1-749	49	25
750-1,499	65	37
1,500-3,499	39	26
3,500-5,999	15	18
6,000-9,999	7	19
10,000-25,000	11	19
Over 25,000	0	0
Total state	37	25

5. Quality of preservice preparation

The districts reported their assessment of the general quality of the pre-service preparation of the various pupil service workers. The proportion reporting their assessment of each service is good, fair, or poor, or which have no opinion, is listed below.

<u>Pupil Service</u>	<u>Percent</u>			
	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	<u>No Opinion</u>
School attendance	32	16	4	48
Guidance	62	18	4	15
School psychology	62	15	3	20
School social work	22	10	2	65
School health	64	15	2	19

6. Paraprofessionals

The number of paraprofessionals employed in the various pupil services is reported below. Note that these are the number of paraprofessionals employed, not the number of districts employing them.

<u>Enrollment Size</u>	<u>Psychological Services</u>	<u>Social Work Services</u>	<u>Health Services</u>	<u>Attendance</u>	<u>Guidance</u>
1-749	11	4	17	16	76
750-1,499	9	4	38	46	13
1,500-3,499	13	6	80	80	36
3,500-5,999	12	12	73	43	19
6,000-9,999	1	17	68	9	23
10,000-25,000	13	30	30	6	123
Over 25,000	12	363	114	230	628
Total state	71	436	420	430	918

7. Student involvement in delivery of services

The districts reported the involvement, under supervision, of students in the delivery of various pupil personnel services. Below, the proportions are reported for the combined districts.

<u>Pupil Services</u>	<u>Percent</u>
School attendance	28
Guidance	26
School psychology	7
School social work	4
School health	23

F. Major Concerns

The districts reported their major concerns related to improvement of their district program of pupil personnel services. Below, the proportions of districts reporting particular concerns is indicated as well as the proportion in the smallest size category and the largest size category. These last two items are included to display the range of proportion of concerns which increases fairly regularly by enrollment size.

<u>Major Concerns</u>	<u>Percent</u>		
	<u>Total State</u>	<u>1-749</u>	<u>Over 25,000</u>
Development of a district program which operates consistently in all district buildings	53	19	75
The development of the understanding of pupil personnel objectives and procedures among administrators	44	27	88
The development of the understanding of pupil personnel objectives and procedures among district instructional staff	71	67	67
The development of the understanding of pupil personnel objectives and procedures among district pupil services staff	36	21	54
The development of the understanding of pupil personnel objectives and procedures among district pupils	53	52	67
The development of the understanding of pupil personnel objectives and procedures among district residents	62	49	87

The development of the understanding of pupil personnel objectives and procedures among district board of education	57	54	71
Evaluation of the district pupil service program	47	27	75
Evaluation of the district's attendance program	31	20	62
Evaluation of the district's guidance program	54	47	75
Evaluation of the district's school psychology program	41	32	71
Evaluation of the district's social work program	24	21	70
Evaluation of the district's school health program	34	29	67
Evaluation of an effective pupil information system	44	37	67
Coordination of the efforts of itinerant pupil service workers	20	9	62
Accomplishment of program objectives by obtaining personnel service workers in adequate numbers	49	26	88
Accomplishment of program objectives by obtaining pupil personnel service workers with adequate skills	34	25	75

G. State Education Department, Division of Pupil Services

1. Assessment of Division Services

In the combined reporting districts, services of the Division of Pupil Services were found to be useful in the proportion of districts indicated: publications-75 percent, newsletters-77 percent, consultation in the school district-17 percent, annual conferences-19 percent, area workshops-28 percent, phone conversations-40 percent, correspondence-28 percent. For these services of the division, there is a regular increase in the proportion of districts reporting them as useful, ranging from the smallest to the largest except that for each service, except publications and newsletters, there was a marked drop in

the proportion appreciating the services between districts with a population of 10-25,000 pupils and those over 25,000.

2. Collaborative topics

Districts reported that they would like to explore with the Division of Pupil Services and with representatives of other school districts. The percent reporting such an interest for the total state, among the smallest districts and among the largest districts is reported below.

<u>Topic</u>	<u>Total State</u>	<u>1-749</u>	<u>Over 25,000</u>
Pupil personnel services team building	27	11	50
Evaluation (accountability)	60	52	83
Program management	30	21	62
Inservice education for pupil workers	31	18	70
Program planning	38	36	58
Pupil information systems	35	27	62
Differentiated staffing	26	16	42
Pupil services and the ESEA I priorities	28	28	79

