

THE SUPERINTENDENCY AND BOARDS OF EDUCATION

by

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CHAPTER I

INTRODUCTION

The Nature of the Problem

This investigation is concerned with relationships between boards of education and the superintendents of schools they employ. While a vast amount of literature is available on efficient administration of modern public school systems, there is evidence that a wide discrepancy exists between knowledge and practical application of recognized principles of school administration.

The relationship developed between the board of education and the superintendent of schools largely determines the degree of success achieved in any public school system.

On accepting a position as superintendent of schools, the new school head should be charged with the responsibility of providing courageous, educational leadership for the board of education.

Board members who have an understanding of proper functions in discharging the duties pertaining to their office contribute in a wholesome manner to the educational progress of their community.

Unfortunate indeed is the arrangement found

occasionally in some communities where boards of education employ superintendents solely to satisfy legal requirements. In those instances the so-called professional leaders of school systems become mere figureheads with boards of education retaining executive control of the schools.

In localities where such practices occur boards of education deny themselves the services of trained, professional counsel in facilitating modern educational programs. Superintendents who find themselves in these precarious positions should feel the challenge to bring about proper recognition for their important office.

This study was conducted by carrying out an investigation relative to administrative practices in fifty Kansas school systems situated in cities with population ranging from 2,500 to 25,000. Administrative procedures investigated were those specifically dealing with board of education-superintendent relationships.

A brief history of boards of education and the public school superintendency is included in the study to provide background information for current practices found in school administration.

To serve as a foundation for congenial working relationships between boards of education and superintendents a suggested set of policies and regulations has been

evolved for interested school officials.

Importance Of Study

That harmonious working relationships be developed and maintained is a prime concern of every superintendent and his board of education. That an atmosphere conducive to co-operation and teamwork does not always prevail is evident by lack of tenure in the public school superintendency. As a result little evidence of educational progress may be noted in a good many school systems throughout the country. Few schools have defined the duties of the superintendent of schools and board of education.

During the annual meeting of the National School Boards Association held in February, 1952, it was found through discussion groups that of two-hundred-sixty-five school districts represented only ninety-three or thirty-five per cent had written policies.¹

After the article prepared by this writer entitled "Board Policies and Regulations are in Writing at Humboldt," was published numerous requests originating from more than eighteen states were made for copies of the

1 Edward M. Tuttle. "National Association Finds Growing Interest in Written Policies for Boards of Education." American School Board Journal, 124 (June 1952) 5-6,8.

booklet.² Many letters received expressed the need for defining areas of authority to be delegated to the superintendent and powers which should be retained by the board of education.

Because of the need for better relationships among school officials, school board associations, and accrediting agencies are encouraging school boards to publish their policies so all concerned will know how to proceed with confidence.

This study is important because it points up the fact that there are many discrepancies between the procedures reported by superintendents of schools and the presidents of their boards of education as found through questions to which they responded in this survey.

Relative to desirable relationships between the school board and its executive officer the Commission on School Boards in its book, School Boards in Action, agrees:

No one appreciates a good board of education more than the superintendent of schools. Upon its members falls responsibility for making many decisions and the formulation of major plans. A board that

2 John W. Gilbaugh. "Board Policies and Regulations Are In Writing At Humboldt." American School Board Journal, 124 (June 1952) 53.

lacks vision and courage endangers a community with the harmful effects of indecision, indifference, and inconsistency. A board ignorant of its proper functions precipitates countless impediments and dissensions. The superintendent of schools is the executive officer of the board. . .³

Related Literature

There is an abundance of literature bearing on school administration covering phases of responsibilities of superintendents of schools and members of boards of education. Many school systems have written board policies in mimeograph form. Some of the latter, however, are better described as superintendents' procedure handbooks issued to teachers which in reality are not adopted policies of the board of education. A number of schools keep written board policies recorded in the minutes of board proceedings only.

School Boards in Action, Twenty-Fourth Yearbook of the American Association of School Administrators, has an excellent, general treatment of the qualifications and responsibilities of school board members.⁴

3 American Association of School Administrators. School Boards In Action, Twenty-Fourth Yearbook. Washington, D. C.: The Association, A Department of the National Education Association, 1946. p. 5.

4 Ibid., p. 1-260.

The American School Superintendency, Thirtieth Yearbook of the American Association of School Administrators, traces the evolution of the public school superintendency from its inception with limited responsibility to the present day superintendency with its many facets of responsibility.⁵

The Origin And Development of the Power And Duties of the City-School Superintendent by Thomas McDowell Gilland is the title of a Doctoral investigation made in 1935.⁶ The author of the study undertook as his problem the tracing of the rise and development of the powers and duties of the superintendent in city-school systems.

Suggestions for Procedure for Missouri Boards of Education by Carpenter, Capps and Townsend suggests procedures for Missouri Boards of Education with division of powers and duties of the school board, the superintendent, the principal and the teacher.⁷

Davies and Hosler set forth in their book, The Challenge of School Board Membership, the nature and

5 American Association of School Administrators. The American School Superintendency, Thirtieth Yearbook. Washington, D. C.: The Association, A Department of the National Education Association, 1952. p. 1-444.

6 Thomas McDowell Gilland. The Origin and Development of the Power And Duties of the City-School Superintendent. Chicago: The University of Chicago Press, 1935. p. 1-277.

7 W. W. Carpenter and Others. Suggestions for Procedure for Missouri Boards of Education. Columbia: The University of Missouri, 1950. p. 1-88.

importance of serving on boards of education with proposals for orienting new board members.⁸

Practical School Board Procedures by Davies and Prestwood includes literature on the selection of the superintendent and how to work with him after his employment. It also has suggestions for new board members.⁹

Much related literature has been found in periodical articles carried in magazines bearing on school administration. Among those examined were the American School Board Journal, The School Executive, and The Nations Schools.

Ward G. Reeder's School Boards And Superintendents has a wide coverage of the phases of school administration pertaining to relationships between boards of education and the superintendent of schools.¹⁰

Much other literature has been published in books and periodicals which is related to this investigation in

8 Daniel R. Davies and F. W. Hosler. The Challenge of School Board Membership. New York: Chartwell House, Inc., 1951. p. 1-195.

9 Daniel R. Davies and E. L. Prestwood. Practical School Board Procedures. New York: Chartwell House, Inc., 1951. p. 1-195.

10 Ward G. Reeder. School Boards And Superintendents. New York: The Macmillan Co., 1945. p. 1-274.

a general way, but the original research in this study pertaining to administrative practices observed in fifty Kansas school systems will show to what degree the mass of knowledge in the field is applied.

The National Education Association in a recent Research Bulletin reviews a study made on the "Status and Practices of Boards of Education."¹¹ The facts presented in this bulletin are summarized from a questionnaire developed cooperatively by the Research Division and the Twenty-Fourth Yearbook Commission of the American Association of School Administrators. The inquiry was distributed to 4343 school districts: to all city districts above 10,000 in population and to a representative sample of smaller districts situated in small towns and rural areas of various types.¹²

The Problem and Method of Procedure

The problem with which this investigation is concerned is divided into several closely related areas. An early section in the study is devoted to the presentation of the school board's role in public education;

11 Research Division of the National Education Association. "Status And Practices of Boards of Education." Research Bulletin, 24 (April 1946) 47-83.

12 Ibid., p. 49.

followed by a chapter on the status of the superintendent of schools. Another division is given to the treatment of the board and its executive officer, the superintendent of schools.

In the foregoing portion of the study the historical method in the collection of data was used. An extensive survey of literature described earlier was required in securing adequate material to bring the study to completion.

The fifth chapter of the investigation presents the findings of data collected by means of a questionnaire sent to school officials of fifty Kansas School systems. Cities ranging in population from 2,500 to 25,000 were selected as participants in the study. To each of the school systems situated in the cities described a questionnaire was sent to the superintendent of schools and a second questionnaire with identical questions was sent to the president of the board of education. Superintendents and board members were asked not to confer in filling out the questionnaire since a phase of the study would be the comparison of responses made by lay board members with those of their professionally trained school officials.

From a comparison of questionnaires it is possible to estimate how effectively superintendents of schools

are training boards of education to discharge their duties properly and efficiently. The board member's concept of his role, whether in accord or out of alignment with accepted principles of school administration, is revealed.

To a high degree an approximation of the quality of leadership of a superintendent may be made by comparing his responses to items listed on the inquiry with those made by the president of his school board.

Data for chapter five were collected by employing the normative survey method of research.

Chapter six is a suggested set of board policies and regulations presented for consideration and possible adoption by boards of education.

All schools that participated in the study of administrative practices were invited to submit their written and adopted policies and regulations of the board of education. Officials of only a few systems reported that such policies were in effect in their schools.

Sets of policies and regulations submitted in response to the writer's request by school officials from many states were examined and analyzed for the purpose of finding data usable in the preparation of the proposed policies and regulations for boards of education.

CHAPTER II

THE ROLE OF SCHOOL BOARDS IN PUBLIC EDUCATION

Upon entering his first meeting the new board member is greeted with a maze of educational terminology, usually unfamiliar philosophy, and a great variety of projects and procedures.¹

A most difficult problem facing the individual school board member is that of understanding his task.² It is important that the present day school board member have a modern concept concerning the important position he fills. Within wide limits of available resources, the quality of the schools in each community accurately signifies the caliber of its school board. Consequently, any community is sure to be disappointed if it hopes to maintain good schools without taking the trouble to select and put into office representative and capable school board members.³

Some qualities a good school board member should possess include a sincerity of interest in education, ability to think independently, and ability to work

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- 1 Martin Essex and Staff. "Keeping The Board Informed." *The Nation's Schools*, 47 (March 1951) 48.
 - 2 American Association of School Administrators. School Boards In Action, Twenty-Fourth Yearbook. Washington, D. C.: The Association, A Department of the National Education Association, 1946. p. 5.
 - 3 Research Division of the National Education Association. "Status and Practices of Boards of Education." Research Bulletin, 24 (April 1946) 49.

co-operatively. An individual's motives for accepting board membership should be carefully analyzed.⁴

The American Association of School Administrators in a recent Yearbook points out:

Service on a board of education is a public trust of the highest order - trusteeship at its best. Hope for the extension, improvement, and lasting success of democracy rests heavily upon free public education and, in turn, on the stewardship of the school board member, who is, at the same time, custodian of the rights of every American child.

Trusteeship in education is serious and important business - an all-American institution. It is not cheered by thousands meeting in a stadium on an autumn afternoon. It is not the kind of thing for which bands parade and play, but it is American to the very core. The responsibilities of the office are large; the opportunities for service to childhood and to the nation are unlimited.⁵

School board membership is a distinctive honor which may come to any qualified citizen in the course of a lifetime. It is a voluntary service of great responsibility.

School boards have in their keeping one of the most important instruments of our representative democracy, the education of America's children and youth. The quality and extent of education will determine, with

4 Ibid.

5 American Association of School Administrators, op. cit., p. 14-15.

inevitable certainty, the character, prosperity, happiness, and leadership of this nation.⁶

The modern school board is a direct descendent of the committee of selectmen chosen by the town meeting of colonial status. Unified school districts were non-existent in American communities at the time of the adoption of the Federal Constitution. Schools were of the local community type which were administered by the entire community in town meetings or by the representative officers of the local communities. Management of local community schools was a simple matter. Crude school houses were built or existing buildings were used, a master was hired and fuel provided. Remaining administrative duties, if any, were performed by the master. Results achieved in the school by the master were judged by the local community.⁷

The first organization which came into existence and resembled present-day boards of education was the committee of selectmen. New England colonies in the early period of the town meeting commissioned the selectmen with authority to designate teachers, supervise instruction and make reports regularly to the meeting.

6 Edward M. Tuttle, "The Unique Functions of School Boards." The School Executive, 71 (March 1952) 19.

7 Thomas McDowell Gilland. The Origin and Development of the Power And Duties of the City-School Superintendent. Chicago: The University of Chicago Press, 1935. p. 6.

As powers and duties increased these committees of selectmen came to resemble a pattern which could be traced to contemporary boards.

Relative to powers and duties of early boards a recent publication describes activities in the following paragraph:

Early boards were compelled to exercise rather complete control over the schools. There were no trained superintendents, principals, or supervisors, and few trained classroom teachers. Of necessity, the school committee selected the teacher, gave him his license, and supervised his work in great detail. The school committee visited classes, heard the children read and spell, questioned them about their work, and examined the writing and ciphering books. If they were not pleased with the school, they told the teacher how to discipline his pupils and, perhaps, how to conduct his classes .⁸

These boards were created when school matters became so complex they couldn't be handled directly by the town meeting itself.

Because of the nature of the organization and responsibility of a school board there is no other country in which there is a similarity in the pattern of control of public education.

The control of education in the United States is close to the people. The Federal government seldom exercises authority over a local board of education.

8 American Association of School Administrators, op. cit., p. 11.

Throughout the history of education in the United States the responsibility for its promotion and development has been defined as a function of the state. It has been upheld as a state function by court decisions and provision for education has been written into state constitutions and legislative acts.

States generally have broad policies set for public education. Sources of revenue, compulsory attendance, pupil transportation, standards for certifying teachers, length of school term, accreditation, school bond issues, tuition, length of terms for board members, requirements for graduation from high school and duties of boards of education are areas defined by a majority of the state departments of education, and state school laws.

While the state department co-operates with local schools to assist them in carrying out the general policies the major responsibility for local education is delegated to local boards of education. The board of education represents the local community and exercises direct control of the schools within the provision of the framework of laws of the state. Areas of authority granted to local boards of education by the state usually include power to levy taxes for current operation as well as for the erection of buildings and purchase of

equipment. Employment of individuals for the certified and non-certified personnel is within the province of the local board of education. Since the local board of education is a branch of the state government it has power to condemn and acquire private property for school purposes. Local boards may exclude from attendance in schools those pupils who habitually violate rules and regulations of school authorities.

America is committed to a system of universal public education from grades one through twelve. In some localities, public support is being extended below first grade to nursery schools and kindergarten, extending the upper limits through the thirteenth and fourteenth grades. Public schools are taken for granted by a great many individuals in the United States. In fact, they are so often taken for granted that they suffer by reason of apathy and neglect.⁹ Many groups in the guise of patriotic organizations have sought to undermine public schools by declaring textbooks and teaching personnel subversive. One purpose of some of these organizations may be to undermine public confidence in the democratic concept of universal, tax supported education for all the children of all the people. They know that

9 Edward M. Tuttle, op. cit., p. 19.

an educated, alert, informed citizenry will resist any efforts to deny it the right to govern itself.

Defense from those unfriendly to public education is staunchly provided by local boards of education. They are pledged to carry out the will of the majority of the people in promoting the interests of the public schools.¹⁰

In this connection the American Association of School Administrators in its Yearbook, School Boards in Action writes:

. . . Democrats, Republicans, Socialists, or Communists, as such, are not wanted on school boards in this country. Neither New Dealers, nor labor leaders, nor capitalists, nor Americans First, as such, are needed to assume responsibility for public education in the United States. Interestingly enough, motives of candidates for membership on the school board are not too difficult to discover. Often the motive is apparent in the attitudes of the group which supports the candidate, as well as in the manner in which the election campaign is carried on No one has any moral right to subordinate the education of our children and youth to any partisan principle, group interest, or personal ambition.¹¹

Usually only one legal requirement must be met before a citizen may become a candidate for membership on a board of education. That is to be a qualified elector in the district where the election takes place. Similarly, there is only one ethical requirement for

10 Ibid.

11 American Association of School Administrators. op. cit., p. 26.

membership on a school board, and that is a sincere and honest desire to serve the school.¹²

On being elected to a school board the new member should feel a sense of personal satisfaction for the honor derived from a public trust and expression of public confidence in his ability. Acceptance of the responsibilities involved, usually without compensation, is evidence of his interest in performing a public service.

A recent study made by Richard Barnhart attempts to examine the behavior of school board members as they carry out their duties. He asked superintendents and school board members to describe incidents in which the behavior of board members was so critical as to be responsible for good or bad effects on board action or on the school program. Superintendents and board members from communities of 2500 and over in twelve midwestern states reported 741 of the critical incidents. From these incidents nearly one-half showing ineffective behavior fell in the area of board unity - acceptance of the principle of board unity and subordination of self interests:

The largest number of acts leading to harmful or ineffective results occur when board members allow personal interests to

12 Ibid.

take precedence over the needs of the school. There were many reports of board members seeking special favors for their children, manipulating board affairs for the benefit of their own or other business firms, seeking employment for friends or relatives, or attempting to fulfill commitments of various kinds.¹³

A list of requirements for effective board membership was derived from the behaviors reported. Each requirement listed illustrates behavior marking the difference between success or failure in a significant number of instances. For effective results, a board member should strive to attain and observe:

Board unity:

1. Subordinate personal interests.
2. Adhere to the policy-making and legislative functions of the board.
3. Accept and support majority decisions of the board.
4. Identify self with board policies and actions.
5. Refuse to speak or act on school matters independent of board action.¹⁴

Leadership:

6. Suspend judgment until the facts are available.
7. Make use of pertinent experience.
8. Help to identify problems.
9. Have the ability to determine satisfactory solutions to problems.
10. Devote time outside of board meetings as board business may require.
11. Be willing to accept ideas from others.
12. Have enthusiastic interest in the welfare of the children.¹⁵

13 John M. Parsey, Editor. "Effectiveness of School Board Members." Midwest Administration Center Administrator's Notebook, 1 (September 1952)

14 Ibid.

15 Ibid.

Executive Function:

13. Understand the desirability of delegating administrative responsibility to the chief executive officer.
14. Support the executive officer in his authorized functions.
15. Encourage teamwork between the executive officer and his board.
16. Recognize problems and conditions that are of executive concern.¹⁶

Staff and Group Relationships:

17. Have ability to speak effectively in public.
18. Believe firmly in democratic processes and in the right of all groups to be heard.
19. Work tactfully and sympathetically with teacher groups and committees.
20. Understand how groups think and act.
21. Assist others in working effectively.
22. Have mature social poise.¹⁷

Personal Relationships:

23. Be willing to work with fellow board members in spite of personality differences.
24. Display both tact and firmness in relationships with individuals.
25. Treat patrons and teachers fairly and ethically.
26. Foster harmonious relationships.¹⁸

Courageous Action:

27. Be able to weather criticism.
28. Maintain firm convictions.
29. Be willing to take sides in controversies.
30. Share responsibilities for board decisions.¹⁹

Additional qualities needed for effective board membership suggested by the study are indicated by the following:

16 Ibid.

17 Ibid.

18 Ibid.

19 Ibid.

When actual situations are analyzed, superintendents and board members rate most highly the exercise of initiative and informed leadership. The effective board member is a person who requires facts to support decisions and considers it a part of his job to secure facts. From his understanding of community attitudes and needs, he makes suggestions that are important in shaping policy. In order to interpret the school program, he is especially active in community affairs. As the need exists, he works with groups of teachers and other school personnel. He is, on the whole, a member of a board which shares the responsibility for educational planning rather than merely reviewing proposals presented by its executive officer.²⁰

In recent years much thought has been given by those engaged in the teaching profession and lay groups interested in better schools to the proper function of school board members. In March, 1941, the Phi Delta Kappan magazine presented a creed for school board members:

A. As a member of the school board

- I will listen.
- I will recognize the integrity of my predecessors and associates and the merit of their work.
- I will be motivated only by a desire to serve the children of my community.
- I will recognize the fact that it is my responsibility, together with that of my fellow board members, to see that the schools are properly run - not to run them myself.
- I will work through the administrative employees of the board - not over or around them.

20 Ibid.

I will recognize the fact that, except in the case of executive sessions, school business may be legally transacted only in open meetings legally called.
I will not "play politics."
I will attempt to inform myself in regard to the proper duties and functions of a school board member.

B. In performing the proper functions of a school board member

I will deal in general educational policies, unless necessity requires otherwise.
I will function, in meeting the legal responsibility that is mine, as a part of a legislative, policy-forming body - not as an administrative officer.
I will consider myself a trustee of public education and will do my best to protect and conserve it and to advance its progress

C. In maintaining desirable relations with other members of the board

I will respect the right of others to have and express opinions.
I will recognize the fact that authority rests with the board in legal session - not with individual members of the board except as authorized by law.
I will make no disparaging remarks, in or out of board meeting, about other members of the board or their opinions.
I will recognize the fact that to promise in advance of a meeting how I will vote on any proposition which is to be considered is to close my mind and agree not to think through other facts and points of view which may be presented in the meeting.
I will make decisions in board meetings only after all sides of debatable questions have been presented.
I will discourage the use of standing committees and insist that all members of the board participate fully in board action, delegating details to administrative employees.

- I will insist that special committees be appointed only to serve in an investigating and advisory capacity.
- I will consider unethical and will avoid "secret" sessions of the board members held without the presence of the head of the school.
- I will vote for an executive session of the board if the situation requires it.
- I will not discuss the confidential business of the board in my home, on the street, or in my office, the place for such discussion being the school board meeting.

D. In meeting my responsibility to my community

- I will attempt to appraise fairly both the present and future educational needs of the community.
- I will attempt to procure adequate financial support for the school.
- I will interpret the needs and attitudes of the community and do my best to translate them into the educational program of the school.
- I will consider it an important responsibility of the board to interpret the aims and methods of the school and its activities to the community.
- I will insist that business transactions of the school district be on an ethical, open and above-board basis.
- I will not buy for personal use at "school" prices.
- I will not consider a position on the school board as a "stepping stone" to political power.

E. In working with the superintendent of schools and his staff

- I will hold the superintendent responsible for the administration of the school.
- I will give the superintendent authority commensurate with his responsibility.
- I will expect the school to be administered by the best-trained technical and professional people available.

- I will vote to elect employees only on the recommendation of the superintendent.
- I will participate in board legislation only after considering the recommendation of the superintendent and then only after he has furnished complete information supporting his recommendation.
- I will expect the superintendent to keep the school board adequately informed at all times through both oral and written reports.
- I will expect in board meetings to spend more time on educational programs and procedures than on business details.
- I will give the superintendent friendly counsel and advice.
- I will refer all complaints to the proper administrative officer or insist that they be presented in writing to the board as a whole.
- I will present any personal criticisms of employees to the superintendent.
- I will provide adequate safeguards around the superintendent and other employees so they may perform their proper functions on a professional basis.²¹

Success of boards of education, and to a great extent of public education, reflects the care with which the public elects its representatives for the board of education. Where the public is alert it selects wise and capable citizens for board membership. Such persons bring to the board's deliberations a wholesome, unselfish, community viewpoint.²²

A major lesson to be learned by a new board member is how to operate with the other board members as a team. While not at board meeting the individual board

21 Epilson Field Chapter, Phi Delta Kappa. "The School Board Member's Creed." The Phi Delta Kappan Magazine, 24 (March 1941) 255.

22 American Association of School Administrators. op. cit., p. 5.

member is a private citizen who cannot properly make any official statement for the board. He should not make promises with respect to his own future decisions in board meetings. The board member who understands his responsibilities realizes the purpose of meetings of the school board are deliberation and group decision.²³

A genuine interest in and devotion to public education should be requisite as qualification for school board membership. Genuine interest should be an ideal for board member selection. Personalities do not come with but a single attribute. Even with the good trait of genuine interest, people may still be lacking in a sense of humor. They may lack in courage and ability to think for themselves. They may be snobs, devoted to fads, loyal to peculiar cults, or unwilling to learn and grow. Some cannot take criticism; others are poor losers; and some may lack a sense of good judgement.²⁴

More than average ability in a number of ways is necessary for the really good school board member. He is open-minded and broad-minded. He is willing to give a substantial amount of his time in performing his functions as a board member. He accepts the delegation of

23 Ibid.

24 Ibid. p. 27.

executive authority to someone other than himself, and he is devoted to a cause and a program directed by a superintendent of schools. To the superintendent he yields on professional matters and he recognizes him as the school executive, the head of the school system.²⁵

Summary

School board membership is an honor which might come to any qualified citizen in the course of a lifetime. It is a voluntary service of great responsibility.

Modern school boards are direct descendants of the committee of selectmen chosen at town meetings in colonial days. Unified school districts were nonexistent in communities at the time of the adoption of the Federal Constitution. Schools were of the local community type which were administered by the entire community at town meetings. Management of local community schools was a simple matter. Crude houses were built or existing buildings were used, a master hired and fuel provided.

When management of schools became so complex that matters could not be handled by town meetings, school

25 Ibid.

boards or committees were authorized by the town meeting - responsible to the town meeting.

Throughout the history of education in the United States education has been defined as a responsibility of the state. States generally have broad policies set for public education. While the state department cooperates with local schools to assist them in carrying out general policies the major responsibility for local education is delegated to local boards of education.

Usually one legal requirement must be met before a citizen may become a candidate for membership on a board of education; that is to be a qualified elector in the district where the election takes place. Similarly, there is only one ethical requirement for membership on a school board - a sincere and honest desire to serve the school.

CHAPTER III

THE STATUS OF THE PUBLIC SCHOOL SUPERINTENDENT

For the past century the school superintendent has been a part of the public school picture and has had an established place for the past seventy-five years. It has been during the past quarter century, however, that the modern professional concept of that office has evolved and become clear.¹

During the rapid growth of population in our nation education was expanded to include kindergartens, high schools, colleges and a host of special services. As schools became more complex in organization and administration it became less and less possible for the local community to exercise direct control over its schools. School boards were formed to meet the need at first and at one period numerous board committees administered school systems as they increased in complexity.²

As the number of special and standing committees began reaching unwieldy dimensions, school boards slowly delegated some of their functions to a specialist - a superintendent of schools. Grudgingly diverse boards over the country have progressed at different

1 Herold C. Hunt, "School Administration As a Profession." The Nation's Schools, 51 (January 1953) 45.

2 Ibid.

rates in varying directions in relinquishing control to the superintendent. In accordance with the findings of the study related in Chapter V numerous examples can be found today of every type of relationship between the superintendent of schools and his board of education.

For the past twenty-five years the school superintendency has grown in public acceptance as a recognized profession. Universal recognition, however, has not developed in so short a time.³

The superintendency is a unique position in any community. The superintendent of schools directly or indirectly in discharging the duties of his office deals with everyone in the community. The superintendent's office is a focal point of public interest. In his spotlighted position, the superintendent stands in the crossroads of all community currents, and undercurrents of thought. Any action he may take, positive or negative, upon any problem will be met with both acclaim and denunciation.⁴

Cubberly sums up the importance of the superintendency as follows:

3 Ibid., p. 45.

4 Ibid., p. 46.

What the schools are in organization, administration, instruction, spirit, and purpose, and the position which they occupy in the eyes of the community, they are largely as the result of the action, labors, manliness, courage, clear vision, clean living, and common-sense of the superintendent of schools. About him and his work the schools revolve, and it is largely he who makes or mars the system. What he is, the schools, under proper administrative conditions, become; what he is not, they often plainly show.

His is the central office in the school system, up to which and down from which authority, direction, and inspiration flow. He is the organizer and director of work of the school in all of their different phases, and the representative of the people of the community. He is the supervisor of the instruction in the schools, and also the leader, adviser, inspirer, and the friend of the teachers, and between them and the board of education he must, at times, interpose as an arbiter. Amid all his various duties, however, the interests of the children in the schools must be his chief care, and the larger educational interests of the community as a whole he must keep constantly in mind.⁵

Rise of complex problems in school administration is credited to rapid growth of school population. Lay school management realized early in American education that to cope with the new problems in administration was beyond its capacity and capability. Consequently, the assistance of professionally trained and qualified administrators was sought and the first superintendents of

5 Ellwood P. Cubberly. Public School Administration. New York: Houghton-Mifflin Company, 1929. p. 222.

schools were chosen.

Cleveland was one of the early cities to appoint a single person to act in the capacity of superintendent of schools. Appointed by the city council in 1841, his chief function was to handle the business operations of the school system. His title was "acting school manager."⁶

In Baltimore the board of education appointed one of its members in 1849 to be treasurer. His duties were clerical, statistical, business, financial, school visiting, maintaining office hours, and supplying information to the public. At his request he was relieved in 1857 of much of the business and financial aspects of his office to allow more time on the improvement of instruction. In 1866, because of the capabilities displayed in discharging the duties of his office, the treasurer was designated by the title of superintendent of schools by the mayor and council of Baltimore in 1866.⁷

While born of tensions, the role of the superin-

6 American Association of School Administrators. The American School Superintendency, Thirtieth Yearbook. Washington, D. C.: The Association, A Department of the National Education Association, 1952. p. 51.

7 Ibid., p. 52.

tendent continues to be modified by them. Like his predecessors, today's superintendent is the focal point of severe and conflicting demands upon the schools. Powerful social and economic forces upon public schools have been ever present. The westward movement of population to new frontiers until the Pacific coast was reached; the industrial revolution, with its resulting mass production; improved transportation facilities, railroads, the automobile and airplanes; pressures brought by growth of big business, government and labor on the public schools. All these and a host of other developments in our dynamic society modified the schools.⁸

Responsibilities delegated to superintendents by early boards of education in most instances were few, but as the office evolved to its present day complexities duties were gradually added until the scope of functions associated with the office today is not definitive.

Many of the responsibilities of today's superintendency are steeped with tradition of nearly a century ago. Practices found among schools employing superintendents during the early inception of the office varied from system to system. Collectively the practices observed in

⁸ Ibid., p. 39.

the various school systems relative to the functions of the superintendents were representative of many of the practices found within any single system which today applies modern administrative techniques.

Typical of practices found scattered throughout early superintendencies, varying in number from system to system, were some of the following responsibilities: assume charge of school plant; submit annual, quarterly, monthly reports, and reports on request of board; assist in examining applicants for teaching staff; conduct teachers meetings; fill temporary vacancies; report incompetent teachers; assist in teacher education; recommend teachers for election; supervise the schools instructional program; visit the schools; classify pupils; assist in textbook selection; enforce compliance with course of study; aid teachers with discipline; provide books for indigent pupils; assist in or conduct examinations for promotion of pupils; make pupil promotions; devise a system for student accounting; suspend incorrigible pupils; transfer students from one district to another; admit pupils to school; maintain office hours; communicate directions to teachers and pupils; keep a record of his own activities; study local school system; and other responsibilities of minor

detail in administering the school system.⁹

A number of reasons are evident for the slow development of the superintendency. It was an innovation and there was no charted path to follow. The growth of teaching as a profession was also slow. A number of the earlier superintendents knew little more about education than the lay board members. The superintendents, if capable educationally, were often forced to spend many years in a struggle with both principals and teachers who did not approve of the new authority. Scholarly executives had little interest in some of the supplementary administrative activities. They knew little of finance, buildings, and the service of supplies, and the rest of the executive activities other than instructional, therefore had little interest in them.¹⁰

Another stage of executive authority started with the beginning of the twentieth century and continues to the present. The office of superintendent has not yet emerged in its final form and will probably undergo profound modifications in the future. Chief characteristics

9 Thomas McDowell Gilland. The Origin and Development of The Power And Duties of the City-School Superintendent. Chicago: The University of Chicago Press, 1935. p. 90.

10 Arthur B. Moehlman. School Administration. New York: Houghton-Mifflin Company, 1940. p. 247.

of the first thirty years of this century have been the gradual change of the concept of unity in the executive activity, the need for its complete delegation to professionally trained personnel, and the belief that the lay board of education should restrict its activities wisely to the legal planning of educational policy and to the appraisal of the results of executive activity.¹¹

New concepts have passed beyond mere recognition and acceptance by the teaching profession into actual statutory enactment. Some states have set forth in their school codes legal definitions of the power and authority of the professional school head, and in general, local boards tend to respect these duties in their relations with superintendents.¹²

Reasons for the development of the single professional school head concept in executive activity, since World War I, are the rapid development of professional training in graduate schools of education, the move to the functional point of view, and the resulting greater emphasis on the chief purpose of the schools - instruction of children and adults, the growth of the scientific movement in education, a more informed citizenry relative

11 Ibid., p. 248.

12 Ibid.

to the educational processes, and the increased complexity of public school administration.¹³

School superintendents are harassed at one time or another in their positions. Frequently as their tenure is threatened the wise planning and execution of educational programs is jeopardized. Since lay boards find it advisable to employ a superintendent of schools to serve in an executive capacity charging him with the responsibility for the administration and supervision of the educational program, it is around this relationship that many of the hazards of the superintendency develop. Some of the more serious problems in most cities arise from having a professional person responsible to a lay group which is constantly changing and which often has in it the various community pressures and factions. The superintendent is sometimes placed in a very difficult position because each board member is trying to accomplish his particular end, which frequently is not in the best interests of the total program of education of the schools. It is the responsibility of the administrator to oppose the board member if he feels the proposed action might be detrimental to the welfare of the schools. After taking stands against certain pro-

13 Ibid.

posals by board members which do not appear to be in the best interests of education, a superintendent may be placed in the precarious position where one board member's vote can be the deciding factor in his re-election. It may also tie up some important phase of the educational program.¹⁴

There is the hazard in which the superintendent is made the scapegoat for conflicting board currents. Pressures often lead to personal breaks, to lack of cooperation, and to a low moral tone in public relations and lack of confidence. In those systems where the board has a problem of agreeing, the superintendent carries on his administrative and supervisory responsibilities with much difficulty and sacrifice of efficiency.¹⁵

Some issues which confront the superintendent of schools are: the requirements for capital outlay for new buildings to provide housing for the ever expanding educational program and increase in student population; conservative attitudes on spending for education; shortage of qualified teachers; the action of labor-affiliated

14 Harold E. Moore. "The Big City Superintendent." School Executive 71 (November 1951) 43-45.

15 Ibid.

groups of teachers; the competition of non-public educational institutions with public schools; and the action of groups unfriendly to public education.¹⁶

A most significant problem facing the modern school superintendent is that of administering his school system democratically. The concept that schools should contribute to the preservation and growth of the democratic way of life has been universally accepted, or nearly so. There is a high degree of agreement on the desirability of democratic school administration but considerable disagreement on how to attain goals. Few areas in modern education reflect so much confusion and so many misconceptions. Autocratic leaders in school administration often disguise their dominant behavior characteristics under the mantle of democratic administration. Teachers are often quite vocal concerning their rights, but say little or nothing about responsibilities involved in democratic procedures. Listening to teachers expound upon the privileges due them with little thought as to their duties might tend to lead one to believe they sometimes confuse anarchy with democracy.¹⁷

16 Ibid.

17 Clyde M. Campbell. "School Board and Professional Staff." The Nation's Schools 49 (March 1952) 49-50.

The skillful superintendent makes use of the suggestions which originate in the faculty, giving due credit for them, and blends them into the educational program of the school if they are appropriate.

Superintendents have played major roles in the growth and development of American Public Education. There is unmistakable evidence that the work necessary to establish a graded system of schools was done by early superintendents. These professionally trained executives took office when laymen who had administered the school were ready to recognize that the problems of school gradation were beyond their capabilities since they were untrained in the management of schools. On taking office superintendents found the schools in a chaotic state with teachers trying to find time to instruct in one room large numbers of pupils who varied widely both in ability and in achievement. Courses of study found in use were poorly organized and standards for promotion were inadequate or entirely lacking.¹⁸

Superintendents were often called upon to justify the necessity of their office with school boards, the teachers and the public. Before much could be done in establishing graded schools superintendents frequently

18 Thomas McDowell Gilliland, op. cit., p. 98.

had to work for many changes of existing conditions. Buildings had to be revised and altered and revolutionary changes had to be made in plans for the erection of new buildings. Because superintendents had little or no recognized authority in the matter of buildings and facilities their work was made extremely difficult.¹⁹

Examination, promotion and classification of pupils in many schools throughout the country prior to and during the early days of the superintendency were activities cherished by lay members of examining committees. The promotion exercises and often the examinations had been used as vehicles to place the schools on dress parade. To gradually change procedures so deeply rooted in traditions of the people was an undertaking which required much skill, tact and patience. Because of their tenacious qualities capable superintendents have been able to bring about systematic procedures to replace haphazard practices which characterized the efforts of lay boards of education.²⁰

Hazards confronting superintendents limit them in efficient performance in discharging the duties of their office. Nearly half of those who leave the superintendency

19 Ibid.

20 Ibid.

do so during the first or second year according to a recent study made of the status of the superintendency in twelve midwestern states. The study reveals the following facts:

1. There are 5782 superintendents of schools in twelve Midwestern states.
2. Two-fifths of these, or more than 2150, are in districts employing one to 30 teachers.
3. One-fifth, or about 1200, are serving their first year in their present districts, and one-seventh, or about 800, are serving their first year as superintendent anywhere.
4. One-seventh, or about 800, drop out of the superintendency in a year.
5. The 40 per cent of superintendents in school districts with one to 10 teachers account for: 57 per cent of the total annual turnover; 64 per cent of those leaving the superintendency.
6. The 20 per cent of superintendents in districts with 31 or more teachers account for only 10 per cent of the annual turnover; 9 per cent of those in their first year as superintendents; 10 per cent of the drop-outs.²¹

The study reveals a situation detrimental to educational progress. It points an accusing finger at small school districts as the graveyard for superintendents and the hopes of citizens for sustained, effective educational leadership. It places doubt in the adequacy of preparation of superintendents, and even more doubt as to the ability of boards of education in small districts

²¹ Francis S. Chase and Robert E. Sweitzer. "Swiftly Come And Swiftly Go." The Nation's Schools 51 (March 1953) 55-58.

to select and retain competent superintendents.²²

The successful superintendent in the modern school system must have a number of competencies if he is to keep pace with the demands made of him in our dynamic society. Some of his important functions are, to see that competent teachers and other personnel are employed to staff the schools under his supervision; to see that conditions are maintained which are conducive to effective working conditions; to be instrumental in directing the resources of the school and community in the development of an integrated and balanced instructional program; to activate the dormant educational energies of the people of the community and to direct these energies toward the development of the total educational program.²³

The school superintendent is now engaged in building the finest possible long-range defense against the voices that would doubt his motives, question his competence, or cripple his program. That defense is the professionalization of his position as a public school superintendent. Mortality of the position has never been higher, and in this category can be included both personnel turnover and physical breakdown - even death on the job. Charged with unwieldy social and educational

22 Ibid.

23 W. A. Early. "How Superintendents Develop Competencies." School Executive 71 (December 1951) 39-41.

responsibilities and confronted on all sides by pressure groups, superintendents today almost universally find their position too burdensome to continue for extended periods. A 60 hour working week and a 50 week working year are typical. The superintendent, a key figure in American public education, whose work necessitates time for quiet reflection and planning, is actually burdened with one of the heaviest work loads in our entire economy.²⁴

Summary

The position of superintendent of schools in American public education is approximately one-hundred years old. When the position was established it gave little promise of growing into an office of importance. Early superintendents were employed to act as head teachers and were expected to handle problems related to instruction and the teaching staff. Board members cherished much of the authority they had over teachers and the school's program and grudgingly relinquished responsibilities of an executive nature. Schools had been managed by lay boards of education for nearly two-hundred years before the office of superintendent of

24 Herold C. Hunt, op. cit. p. 46.

schools was created. As cities became more populous and the number of children, school buildings and facilities, employees and the financial outlay increased, the responsibilities associated with administration became more complex and technical. Superintendents by careful analysis of the problems connected with the administration of schools demonstrated their ability to deal successfully with changing conditions. Capable management of the schools established confidence in the office of the superintendency and gradually boards assigned more and more responsibilities to the office. Today's superintendents have become responsible leaders of the public schools in all phases of school administration.

CHAPTER IV

THE BOARD AND ITS EXECUTIVE OFFICER AT WORK

Establishing a clear and harmonious working relationship is a function for which the school board members and the superintendent cooperatively should be responsible. Through harmony lies the hope of the community for more effective teamwork, necessary for the fulfillment of obligations implicit in the purpose of education. More effective schools can be assured by the acceptance of the board of the responsibility of representing the people of the district in educational matters.

Participation in co-operative studies and conferences involving the superintendent, the board, the school staff, and the community through reciprocal advisory relationships in which each feels free to seek advice from the other through established channels is requisite to smooth operation and efficient administration of the public schools.

It is of primary importance that these relations prevail between the community and the board; the board and the superintendent; the superintendent and the staff; and in appropriate areas, between teachers and parents.¹

1 Keats R. McKinney. "Retaining The Successful Superintendent." The School Executive, 72 (March 1953) 75.

An important step in the development of proper working relations between the board and the superintendent is to define the duties of the executive officer. Official policies should be established by the board setting forth the duties for the guidance and support of the superintendent. This should be done on the recommendation of the superintendent after cooperative study of the elements included in determining the procedures to be followed.

A number of sources might be investigated in the process of defining the executive function of the superintendent. These would properly include: a study of current periodical literature and books with reference to the responsibilities and duties of boards and superintendents, assistance of professional educators, and conferences between board and superintendent prior to official action by board. The final definition of the functions of the superintendent should be included in the written policies of the board of education.²

A major function of the board of education is appraisal of the work of the superintendent. Procedures to facilitate this function should be set up by the board. Among those areas in which the superintendent

2 Ibid., p. 75.

might be judged effectively by the board are the following: the manner in which board policies are interpreted and executed, the type of leadership shown in school, community and professional organizations, the degree to which favorable public understanding of the schools is achieved, the extent to which the superintendent and his family fit into the community and the ability to bring about desirable changes with a minimum of conflict with precedent and tradition.³

In meeting its responsibilities to provide competent administrative leadership, the school board has the opportunity to encourage long tenure for the capable superintendent. The board should provide for the superintendent adequate clerical help and allow appropriate salary increases. Specified leaves of absence and reimbursement for all expenses incurred in performing school business.

A policy of the board should provide that the superintendent's contract be renewed each year on a continuing basis or a term basis so long as his services are in the best interests of the schools. With these equities, the superintendent will find long tenure to

3 Ibid.

to his advantage. With the opportunity to develop a harmonious and productive relationship with the school system, the superintendent should feel impelled to devote his professional life to the attainment of educational needs of his community.⁴

In maintaining harmony the superintendent and members of the school board must be committed to some obligations necessary for efficient school administration. In this connection Cecil D. Hardesty points out the following obligations:

| <u>Board of Education</u> | <u>Superintendent of Schools</u> |
|-------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------|
| 1. To select a competent professional man as superintendent | 1. To give the district competent administration and effective educational leadership always on a professional basis. |
| 2. To serve as a policy-making body | 2. To recommend sound policy |
| 3. To let the superintendent administer the schools | 3. To make board policy effective through efficient administration |
| 4. To exercise sound judgment in business affairs of the district | 4. To keep the board informed on financial matters, do sound long-range planning, and keep current expenditures within the approved budget |

⁴ Ibid., p. 75.

- | | |
|------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 5. To deal always in an ethical, honest, straightforward, open, and above board manner with the superintendent and community | 5. To deal always in an honest, professional, straightforward, open, and above board manner with the board, the staff, and the community |
| 6. To provide within budget limitations necessary personnel | 6. To present all personnel needs to the board |
| 7. To approve the assignments for each position | 7. To recommend assignments for each position, and keep employees at work on their assignments |
| 8. To employ all personnel on recommendation of the superintendent | 8. To recommend for employment only on basis of merit and fitness for the position |
| 9. To offer information and reasons when a nominee for position should not be appointed | 9. To accept board viewpoint when there are reasons previously unidentified by the superintendent for not employing a proposed employee--and without resentment to seek further for a candidate. |
| 10. To take legal action required by law | 10. To recommend to the board all action required by law |
| 11. To examine and approve an annual budget | 11. To recommend an annual budget with necessary supporting data |
| 12. To function as a board rather than as individuals | 12. To deal with the board as a whole rather than with individual members |
| 13. To adopt rules regulations for guidance of the board and staff | 13. To recommend rules and regulations reflecting sound procedures |

- | | |
|--------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------|
| 14. To keep superintendent informed of community reaction to the school program and assist avoiding community dissension | 14. To keep the board informed regarding the school operation, pupil attendance, employee morale, business management |
| 15. To counsel with the superintendent when his recommendations or actions seem ill-advised | 15. To accept board counsel in good grace |
| 16. To seek the superintendent's counsel on how they may serve most effectively | 16. To advise the board members of ways in which they could improve their effectiveness |
| 17. To support the Superintendent | 17. To support the board |
| 18. To keep the superintendent out of trouble | 18. To keep the board out of trouble |
| 19. To hold the superintendent accountable for results | 19. To accept responsibility for results |
| 20. To remember that schools exist for the benefit of boys and girls | 20. To remember that schools exist for the benefit of boys and girls. ⁵ |

The good school board member is willing to give his devotion to a cause and a program of activities. In the superintendent he places his confidence in professional matters. Some board members do not have the ability to turn over to others the management of a program to which

5 Cecil D. Hardesty. "Some Obligations of Board and The Superintendent." The American School Board Journal 124 (April 1952) 35.

they give their chief devotion. Such persons should not be on the public school board.⁶

In its organization the board of education should determine its relationship with the superintendent of schools. If the superintendent is to have full charge of directing the work of the schools and is to be responsible for all the details of school administration he must have commensurate status with the board of education. It is now agreed among authorities on school administration that the superintendent should be the chief executive officer of the board and this practice is carried out in the best public-school systems.⁷

Only one standing committee should be recognized by a board of education, the committee of the whole. A great deal of evidence has been collected against the usefulness of small standing committees. All but unanimous are the conclusions reached on the usefulness of such committees, namely, that the board impairs its efficiency when it divides its members into committees; and the committee plan makes difficult, if not impossible, the proper functioning of the superintendent of

6 American Association of School Administrators, School Boards In Action, Twenty-Fourth Yearbook. Washington, D. C.: The Association, A Department of the National Education Association, 1946. p. 27.

7 Ibid., p. 40.

schools. A board which divides itself into small committees is in effect creating small boards of education for special purposes. While these small committees are not authorized to act for the board they sometimes do act for the board and assume executive power which rightfully belongs to the superintendent of schools. In this connection the American Association of School Administrators in its Twenty-Fourth Yearbook cites hazards of standing board committees as follows:

. . .(a) individual board members are interested chiefly in the work of the committees to which they belong, and (b) they bow and accede to the superior knowledge of the committee that is reporting. The best results are reached when trained, full-time school administrators investigate problems and make recommendations to the entire board. Then all board members may have all the information they desire, since (a) trained full-time employees can gather more information than men and women who are untrained in school administration and who have other things to do, and (b) board members will not hesitate to speak frankly to their employees, whereas they might not wish to ask questions that would seem to slight their fellow board members.⁸

Lack of clear understandings on the part of board members and school administrators of their duties and responsibilities may become a serious obstacle to intelligent and friendly, cooperative action. Differences in

8 Ibid., p. 40.

personality, in ability, and in ways of working sometimes become matters of grave concern to those whose responsibility it is for developing harmonious working relationships. The personality of the superintendent and the methods he employs in the administration and supervision of the schools may become sources of annoyance to his co-workers. The boastful superintendent who talks of his personal accomplishments, prestige and authority often impedes progress in the schools he administers and impairs the development of the right kind of working relationships within the schools.⁹

Sometimes an individual board member happens to have the kind of personality that makes him want to derive to the fullest extent the prestige which election to office in the community has given him. This type of individual enjoys impressing other board members and the superintendent with his own importance in the community. He may make the mistake of assuming responsibilities which should be delegated to the professionally trained superintendent and his assistants.

Members of boards of education and superintendents of schools have to work with people who are outside their official group. Their relationships must be maintained on a congenial level with state department of education

9 Arthur W. Clevenger and Others. "Ways to Better High Schools in Illinois." University of Illinois Bulletin 38 (April 1941) 8-9.

officials, county superintendents, teachers, pupils, patrons, taxpayers, institutions of higher learning, and organizations and agencies interested in the welfare of youth.¹⁰

Essential to proper working relationships between the superintendent and the board is a procedure upon which there is mutual agreement for the employed personnel to deal with the board through the superintendent.

It should be the practice of the board of education to deal with teachers, janitors, and other employees of the school district only through the administrative head of the school system. Violations of such a policy usually result in seriously undermining the superintendent. If it becomes necessary for a board of education and the employed personnel to deal directly with each other rather than through the head of the school, the time has probably arrived when the board should employ a school administrator in whom all concerned have confidence. Any time a board of education makes it a practice of dealing directly with pupils and with various employees such as heads of departments, teachers, and janitors, the final result invariably has been one that has led to the spreading of confusion and to the lowering of the general educational and moral tone of the school

¹⁰ Ibid., p. 9.

system.¹¹

In its book, School Boards In Action, the American Association of School Administrators presents a list of classified examples which clarifies the distinction between legislative or policy-forming functions and executive functions, properly belonging to the board and superintendent respectively:

I. General Functions

Board: Legislates and established general policies, such as the scope of the educational offerings to be maintained, from nursery school to junior college; sets length of school year and vacations; decides extent of expenditures to be made for education; decides upon buildings to be provided; uses effort to secure state legislation to meet local needs; employs a professional school executive to administer the schools and evaluates and appraises his services.

Superintendent: Assumes immediate charge of the entire school system, as the board's chief executive officer in large school systems and often as its only executive officer in smaller school systems; coordinates the work of all administrative departments, preferably as a superior officer under whom business and other executives in the system serve; executes the policies of the board or assumes responsibility for seeing that they are executed and recommends policies for the board to consider in improving the system and its educational service to the pupils and the community.

II. Functions in Connection with Major Phases of the System

11 Ibid., p. 40.

A. Professional and nonprofessional employees

Board: Adopts pay scales; elects or rejects employees on the nomination of the superintendent; determines principles of treatment for employees, such as those in connection with sick-leaves, leaves of absence, preservice and in-service training, retirement, and so on.

Superintendent: Nominates all certificated and non-certificated employees; recommends for discharge any employees rendering unsatisfactory service, within the limits of the law and board regulations; with his staff assigns, directs, and supervises the work of all employees with due respect for any individual rights involved; proposes adequate salary scales for different classes of employees.

B. Curriculum offerings

Board: Decides the general scope of the local educational offerings, in addition to those required by law, and passes upon instructional procedures related to controversial matters, such as those sometimes connected with religion, science, social and governmental organization, and so on, within the limits of the law and the requirement of adequate academic freedom of instructors.

Superintendent: With his staff, purchases approved textbooks and other instructional guides and equipment; schedules classes for the various types of training and assigns space for them; assigns appropriate instructors for the various curriculum offerings; decides the general methods of instruction to be used; provides for the continuous revision of courses of study to meet changing conditions, by appointing teacher and possibly citizen course-of-study committees and directing the work of any curriculum experts the system may employ.

C. Finances

Board: Approves and adopts an annual budget; votes tax levies if fiscally independent or, if

not, recommends adequate levies to those who have the final power in the matter; decides upon the size and the time of bond levy proposals to the electors; adopts regulations for the accounting of all school funds; and so on.

Superintendent: Presents his proposed annual budget and interprets it for the board; administers the budget after it is adopted and keeps expenditures within its limits; provides for all possible economies that do not endanger educational results; directs the accounting of all school funds; makes proper financial reports to the board.

D. Plant

Board: Decides what buildings shall be built, when and where, and what equipment shall be purchased for them; decides upon extensions of buildings and any major alterations; selects and purchases school sites for future plant expansion; selects and employs school architects as needed; decides the number of caretakers for the buildings and the general quality of care to be given--all with the counsel of the superintendent.

Superintendent: Directs the planning of all educational features of new buildings or alterations of old buildings and counsels the architects in the general plans for such building erection; assigns caretakers to all buildings and maintains general supervision over their work; provides for needed experimentation in determining economical and otherwise efficient methods for building care and upkeep.

E. Pupils

Board: Determines policies regarding age of school entrance, within the law; authorizes the establishment of special schools or classes or other facilities for pupils who are physically or mentally handicapped; determines the general requirements for

graduation from the various units of the system; provides for protection of health by use of school lunches, medical and dental clinics, and school nurses; makes regulations regarding corporal punishment, truancy, and delinquency.

Superintendent: Administers all schools and classes established by board action; directs the instruction, guidance, and discipline of all pupils; directs classification, promotion, and graduation of pupils; directs research to determine resulting effects of instruction upon pupils; promotes organizations, such as pupil or student councils and Junior Red Cross, for training pupils in democratic and socially adjusted living.

F. Public relations

Board: Represents the community's attitude toward the kind of facilities to be provided for education and interprets these to the superintendent; upholds the administration of the schools before individual citizens and citizen groups; intercedes for proper and adequate state legislation and financial support for schools.

Superintendent: Directs a program for reaching the citizens of the community with adequate information about the activities of the schools, the reasons for the activities, and the results obtained; interprets the schools and the policies back of them in addresses before civic groups when called upon and as available time permits; works with parents' organizations and other groups interested especially in school welfare and progress; fits himself, with his family, into the civic, social, and religious life of the community in a constructive way.¹²

When misunderstandings and difficulties arise between the executive and his board of education, the trouble often may be traced to failure on the part of the

¹² American Association of School Administrators. op. cit., p. 49-51.

administrator to follow accepted principles of administration in dealing with his governing board or the failure on the part of the board or some of its members to adhere to proper policies of administration in dealing with the superintendent of schools. In dealing with his board the superintendent should assume an honest, forthright attitude at all times. Nothing should be concealed although embarrassment might be experienced at the time in calling attention to some matters. It is advantageous to the superintendent if the board receives from him first hand information rather than from unofficial sources.¹³

Keeping the board informed is emphasized by the alert superintendent. Some methods of getting information to board members are as follows: (1) use of monthly reports, (2) informal and special board meetings held for information purposes, (3) summaries of educational articles and events sent to board members along with agenda well in advance of the next board meeting, (4) carefully planned, periodic, visits to various school plants, (5) use of abstracts of research, articles from professional magazines, and other pertinent material mailed to individual board members, (6) attendance at

13 I. D. Weeks. "Nine Rules For Working Effectively With The School Board." The Nation's Schools 48 (August 1951) 39-40.

regional school board conferences, (7) use of newsletter to board members, (8) effective pipeline to the board ahead of press or radio release of important school information, (9) establishment of open-door policy for all board members and other citizens, (10) promotion of respect for board members and the importance of their office.¹⁴

Summary

In the school systems where modern concepts in school administration are found in practice the superintendent of schools and board of education have defined the areas in which each shall properly function. After employing a superintendent the board of education largely confines its activity to policy making or the legislative function and appraisal activities. The superintendent of schools is the executive officer of the board.

Through an understanding of duties the board of education and the administrative head can work together most effectively in bringing about the proper solution to various kinds of problems commonly found to be frequent sources of trouble for those responsible for the

14 Mildred E. Whitcomb, "Convention Digest A. A. S. A. at Atlantic City." The Nation's Schools 47 (March 1951) 49-56.

administration and supervision of a modern school system.

A great amount of emphasis has been placed on the importance of developing clear understandings on the part of school superintendents and board members, and their functions, duties and responsibilities. It is important to good administration and to the welfare of the school that the board of education be properly organized and that there be created and maintained friendly and co-operative working relationships.

The board of education of a modern school system which is expected to operate in a democratic manner and to prepare youth for living in a society that is ever increasing in its complexity cannot long continue to formulate policies without considering the school staff. Mere communication through the principal of policies for execution by the staff is not consistent with democratic administration. The board of a democratically operated school system not only formulates policies and refers them to the principal and faculty for their consideration but also passes upon policies which have been worked out through co-operative efforts of the principal, teachers and other school employees, pupils, patrons, and other individuals and organizations interested in the welfare of youth. Following such procedures on the part of the board of education would seem to be in harmony with the modern concepts of the ways democracy functions.

CHAPTER V

ADMINISTRATIVE PRACTICES OF FIFTY KANSAS SCHOOL SYSTEMS IN CITIES WITH POPULATION RANGING FROM 2,500 to 25,000

This chapter interprets the responses made to the various items listed on an administrative practices questionnaire circulated among a random sampling of fifty school systems located in first and second class cities of Kansas. The schools were situated in communities with population ranging from 2,500 to 25,000. In each school system used in the study identical questionnaires were sent to the superintendent of schools and to the president of the board of education. These two key persons were asked not to confer in executing the questionnaires since a phase of the study involved a comparison of their responses made to items listed therein.

Of the twelve first class cities of Kansas, questionnaires were sent to seven, excluding Hutchinson, Kansas City, Salina, Topeka, and Wichita, because of population in excess of 25,000.

Questionnaires were sent to forty-three of the seventy-eight school systems located in second class cities - those with populations between 2,500 and 15,000.

All questionnaires were returned by superintendents who head school systems in cities of the first class,

while six of the seven board presidents in the same cities responded.

Forty of the second-class city superintendents executed and returned questionnaires, while three of the forty-three failed to reply. Thirty-eight of the forty-three second class city board presidents participated in the study by completing and returning the questionnaires.

A total of forty-seven or ninety-four per cent of all superintendents to whom questionnaires were sent completed and returned them. Thirty-nine or seventy-eight per cent of the presidents of boards of education returned the administrative practices query. Thirty-six or seventy-two per cent of the school systems represented in the study included responses to the questionnaire by both the superintendent and president of the board of education. A total of three superintendents and eleven board presidents did not return their questionnaires, although every school system included in the study had questionnaires returned either by the superintendent of schools or the president of the board of education or both.

The questionnaire used in the study covered several phases of school administration. See appendix for complete questionnaire. Each phase had a variety of items from which a respondent selected the practice or

practices closely descriptive of those observed in his own school system. Each section in the questionnaire had from three to twelve items from which the respondent checked one or more according to instructions.

Administrative techniques sampled by the questionnaire included: (1) Personnel Practices, (2) School Budget Practices, (3) Functions Of Board Members, (4) Board of Education Committees, (5) Written Policies and Regulations, (6) Superintendent-School Board Relations.

In tabulating the results of the returned questionnaires the responses of the superintendents and board presidents were checked separately and tallied in like manner. Responses were plotted on a chart so it would be possible to check items marked by the superintendent and board president against each other for comparison.

Personnel Practices

Interviews With Teachers. Diverse and varied practices are observed by different school systems in procedures employed in interviewing prospective teachers seeking positions in the public schools as illustrated in Table 1. Not only is there a lack of established procedure between school systems, but there is evidence that no policy exists for handling this important personnel matter in at least forty-two per cent of the

Table 1

TEACHER INTERVIEW PRACTICES

| <u>Practice</u> | <u>47 Super-</u> | <u>39 Board</u> | <u>Differ-</u> | <u>36</u> |
|-----------------------------------------------------------------------------------|--------------------|-------------------|----------------|-----------------------------|
| | <u>intendents</u> | <u>Presidents</u> | <u>ence</u> | <u>Systems</u> ¹ |
| | <u>Percentages</u> | | | |
| 1. Teachers interviewed by all board members individually at latter's convenience | 19 | 33 | 14 | 11 |
| 2. Teachers interviewed by board during executive session | 2 | 5 | 3 | 3 |
| 3. Teachers interviewed by members of teachers committee of board | 13 | 25 | 12 | 14 |
| 4. Teachers interviewed by superintendent and administrative assistants only | 62 | 32 | 50** | 31 |
| 5. No set procedure observed for teacher interviews | 4 | 5 | 1 | -- |

** Significant at the one per cent level of confidence. (Differences in percentage in this table and others to follow were tested for significance by the Omega method as outlined in mimeograph form in the Bureau of Education research files.)

¹ Thirty-six of the fifty schools included in the study were represented by responses from both the superintendent and board president. The percentages include those systems in which these two officials were in accord in their responses.

schools reporting.

The technique most commonly followed as indicated by twenty-nine of the forty-seven superintendents and twelve of thirty-nine board presidents, was the practice of having teachers interviewed only by the superintendent of schools and any other administrative officer designated by the superintendent and later awarded contracts by the board of education on recommendation of the superintendent. Of the thirty-six systems from which responses were returned by both superintendents and board presidents thirty-three per cent were in accord on the foregoing method of handling interviews.

The method which ranked second in favor and on which there was some degree of harmony between board presidents and superintendents in their reporting was the teacher committee procedure in which one or more members of the board acted as a teachers committee for the purpose of interviewing teachers and acted in accordance with the recommendation of the superintendent of schools on teacher selection and final employment. Approximately fourteen per cent of the thirty-six school systems that had returns sent by two school officials reported the committee method of interviewing. Only six of forty-seven superintendents indicated this procedure

while twelve of the thirty-nine board members reported the committee method was utilized.

A method which ranked third in degree of use as reported by nine of forty seven superintendents, thirteen of thirty-nine board members, and agreed upon by the superintendents and board presidents in only four school systems, was the routine of a teacher making personal application for a position and interviewed by all members of the board of education - separately, at home or place of business depending on time of day and convenience of board members.

In only one school system was the practice observed of having teachers appear before the board for interviews during executive session. A superintendent and board president from a single system were in harmony on this procedure as indicated by their responses. One other board president indicated that interviews during executive session were in effect in the school system he represented, but the superintendent did not concur in his response.

Two superintendents and two board presidents representing four different school systems reported no set procedures were followed in handling the interviewing of prospective teachers who were interested in employment in their respective schools.

There is much to be said relative to the manner in which interviews are accomplished during the process in selecting teachers for public school teaching staffs. It should be remembered that members of boards of education are laymen who have had little, if any, training which would qualify them to pass judgment on the fitness of any applicant for a teaching position.

Accrediting agencies and state departments of education have standards which must be met relative to the subject-matter preparation of teachers. Investigation of teachers past performance, if experienced, or quality of educational attainment, if inexperienced, are responsibilities delegated to the professionally trained school superintendents and their administrative assistants, by open-minded boards of education.

The practice of asking teachers to report for interviews with individual board members, either at the latter's home or at place of employment, is often embarrassing to the teachers and board members alike. Many board members admittedly know little or nothing relative to techniques requisite to the successful interview.

Board members are usually busy people. They have to care for their own businesses and professions. To interview teaching applicants often takes exorbitant amounts of time which many board members cannot afford

to give. Teachers frequently have to wait for hours before board members have time to see them in schools where the entire board membership insists on interviews separately as teachers apply.

In accordance with the best thinking in school administration and in compliance with minimum standards set by state departments and accrediting agencies the board of education should deal with staff members only through the superintendent of schools. If this policy is adhered to, the practice of individual board members interviewing teacher applicants is not consistent since it sets a precedent for a beginning teacher in having direct contact with board members which might well continue after employment.

Interviewing of teaching applicants is an executive function and should be delegated to the superintendent and his administrative assistants by the board of education. After due consideration is given to all applicants for a given position, all those deemed not suitable by the school administrators should be eliminated as candidates. After the number of applicants has been reduced to two or three and if the board members have a desire to interview them - such interview should be held during executive session of the board with all arrangements made in advance by the school superintendent. When

such interviews for the given position have been concluded, followed by a discussion of board members and superintendent relative to merits and liabilities of each candidate, the superintendent of schools' recommendation for filling the vacancy is in order, with the board's approval endorsing the recommendation of the superintendent by granting employment.

Employment of Certified Personnel - Except Superintendent. The line is finely drawn between interviews and actual employment. As there are a variety of systems used by schools for interviews, there also are as many variations found in employment practices of certified personnel as shown in Table 2.

While a majority of boards of education employ certified personnel only on the recommendation of the executive head of the school system, there are some boards that extend contracts to teachers without the endorsement of the superintendent.

To extend a contract to a teacher who hasn't been recommended by the board's executive officer, the superintendent of schools, is a direct violation of a policy set by the North Central Association of Colleges and Secondary Schools for its member schools, which states, "The policies of the board of education are such as to attract and retain the services of well-qualified and

Table 2

TEACHER EMPLOYMENT PRACTICES IN FIFTY
KANSAS SCHOOL SYSTEMS

| <u>Practice</u> | <u>47 Super- intendents</u> | <u>39 Board Presidents</u> | <u>Differ- ence</u> | <u>36 Systems¹</u> |
|----------------------------------------------------------------------------------------------------------|---------------------------------|--------------------------------|-------------------------|-----------------------------------|
| | <u>Percentages</u> | | | |
| 1. All certified personnel employed by board of education on recommendation of superintendent of schools | 98 | 87 | 11* | 86 |
| 2. Certified personnel usually employed on recommendation of superintendent with occasional exception | 2 | 13 | 11* | 3 |

* Significant at the five per cent level of confidence.

¹ Thirty-six of the fifty schools included in the study were represented by responses from both the superintendent and board president. The percentages include those systems in which these two officials were in accord in their responses.

competent staff members and a well-trained school administrator who is capable of providing effective educational leadership. It is the policy of the board under which an accredited high school operates to employ, promote, demote, and discharge staff members and other employees only upon the recommendation of the administrative head of the school system."¹

All schools invited to participate in this study were members of the North Central Association of Colleges and Secondary Schools and were Class A schools as rated by the State Department of Public Instruction.

Forty-six of the forty-seven or ninety-seven per cent of the superintendents reporting indicated that employment was granted to certified personnel in their respective systems only on their recommendations. Several board members responding from some of the same school systems indicated that occasionally contracts are extended to certified personnel without the superintendent's endorsement.

Thirty-four or eighty-seven per cent of the thirty-nine board presidents reporting on employment practices agreed that certified personnel was added to their

1 The North Central Association of Colleges And Secondary Schools. Policies, Regulations, and Criteria for the Approval of Secondary Schools. The Association, 1951-1952. p. 18.

school systems only on recommendation of the professional head of the school.

One superintendent or two per cent of the forty-nine respondents indicated that teachers were occasionally granted employment without his recommendation. The president of his school board also confirmed the report by marking his questionnaire to harmonize with the superintendent's.

Thirty-one of the thirty-six, or eighty-six per cent of the school systems from which returns were received from both the superintendent and board president showed agreement in the policy of granting employment to certified members of the school's professional staff only on recommendation of the superintendent.

The presidents of five boards of education reported that certified personnel were occasionally granted employment without the superintendent's approval. This is thirteen per cent of the thirty-nine board presidents who participated in the study.

On selection of teachers for Kansas Schools the State Department of Public Instruction has set forth a set of general policies on classification of schools which specifically supports the practice of teacher employment only on recommendation of the executive head of the school system. In this phase of school

administration the department advises:

The administrator of a school should be given the responsibility of the selection and recommendation of teachers to the board of education for their approval or rejection.

It is encouraging indeed for school men to plan curricula for boys and girls but it is mandatory in the selection of teachers for such courses that they have a minimum training which represents some knowledge of the field in which they are to teach. Just another course which might be added does not mean an enlarged or expanded curriculum - it may even weaken the existing curriculum. The responsibility of recommending teachers, therefore, should belong to the head of the school.²

Many pitfalls confront the board of education that does not take advantage of the professional counsel and training of the superintendent in employment matters. When employment is motivated by extending favors to friends and relatives without regard for fitness for a given position the effectiveness of the educational program may be jeopardized.

Favors granted to fellow church members, contacts through fraternal societies, and political connections, may not always serve the best interests of education.

Beward of open testimonials! What applicant will

² State Department of Public Instruction. Kansas Secondary School Handbook, Topeka: Fred Voiland, Jr., State Printer, 1952. p. 31.

present an open letter of recommendation to a prospective employer which places the applicant in an unfavorable light? What employer will turn over to any individual a letter containing a critical analysis of that individual's employment performance during any stated period?

Certified workers in public school systems generally have confidential credentials on file in placement offices of the schools from which they received their professional training. College placement officials are only too glad to be of assistance in making these credentials, which are never - for obvious reasons, shown to the applicant, available to prospective employers.

Employers of certified school workers should move cautiously in dealing with commercial teachers employment agencies. In this connection the Kansas State Department of Public Instruction in its Secondary School Handbook suggests:

The administrator recognizes the value of teachers' agencies only with sound professional practices. The profession should condemn teacher agencies that encourage teachers to break contracts, that work for the appointment and promotion of unqualified teachers, that make recommendations for positions not known positively to be vacant, or that make any move to discredit the incumbent. Knowledge of such actions

should be reported to the profession.³

During periods of critical shortage of qualified teachers it hardly should be necessary for good teachers to pay commissions to teacher agencies for placement, except perhaps, in instances where the geographical location desired may be beyond the influence of colleges where given teachers received their training.

Most of the teacher training institutions charge little, if anything, for placement of their graduates.

Employment of Non-Certified Personnel. Although a number of methods were employed in the selection and employment of professional employees of the public schools, a study of the methods used in employing non-certified persons for work in the schools reveals a far greater lack of systematic selection and employment as indicated in Table 3.

While the practice most commonly reported by both superintendents and school board presidents was the granting of employment on recommendation of the superintendent of schools only, many schools reported other less desirable methods of selection and employment. Of the forty-seven superintendents reporting, thirty-nine or eighty-three per cent indicated non-certified

3 Ibid., p. 12.

Table 3

EMPLOYMENT OF NON-CERTIFIED PERSONNEL IN
FIFTY KANSAS SCHOOL SYSTEMS

| Method | 47 Super- | 39 Board | Differ- | Systems ¹ |
|-----------------------------------------------------------------------------------------|------------|------------|---------|----------------------|
| | intendents | Presidents | ence: | |
| Percentages | | | | |
| 1. Board employs on recommendation of superintendent | 83 | 48 | 35** | 40 |
| 2. Board feels professional advice unnecessary and employs at own discretion | 2 | 15 | 13* | |
| 3. Board usually employs on recommendation of superintendent with occasional exception. | 8 | 31 | 23** | |
| 4. Board has no set procedure for employment of non-certified personnel | 6 | 5 | 1 | |

* Significant at the five per cent level of confidence.

** Significant at the one per cent level of confidence.

¹ Thirty-six of the fifty schools included in the study were represented by responses from both the superintendent and board president. The percentages include those systems in which these two officials were in accord in their responses.

employees of the board of education were employed on recommendation of the superintendent.

A much lower percentage of the board presidents reported that non-certified employees were placed on school payrolls by recommendation of the superintendent only. Nineteen of the thirty-nine board presidents represented agree this practice was observed. This amounted to forty-eight per cent who reported the latter practice was observed.

Of the thirty-six schools represented by complete returns with board president and school superintendent included only fifteen or forty per cent in harmony in reporting the procedure observed in their respective systems.

Twenty-one of the thirty-six schools which had complete returns showed board presidents and superintendents were in disagreement by their reports indicating different procedures practices in any given school among the twenty-one. Discrepancies which existed in reporting amounted to sixty per cent of the thirty-six systems.

One of the forty-seven or two per cent of the superintendents reporting indicated a feeling existed in his school system that professional opinion was less necessary in selection of non-certified personnel so the

board employed at its own discretion.

Fifteen per cent or six of the thirty-nine board presidents who responded to the questionnaire reported the board employed at its own discretion since it felt professional counsel was unnecessary.

It is significant to note that not a single system had both a board member and superintendent agreeing that professional advice was unnecessary in selection and employment of non-certified personnel.

Eight per cent or four of the forty-seven superintendents reported their systems observed the practice of usually employing on the superintendent's recommendation with occasional exception.

Thirty-one per cent or twelve of thirty-nine board presidents reported their systems observed the practice of usually employing on the recommendation of the superintendent with occasional exception.

Six per cent or three of the forty-seven superintendents suggested no set procedures were followed in the selection and employment of non-certified personnel. By the same token five per cent or two of the thirty-nine board presidents representing systems other than those reported by six per cent of the superintendents, indicated no set procedures had been established or followed in their school systems relative to employment of

non-certified personnel.

Applicants for the various positions of a non-professional nature in the public school systems should be required to channel their applications through the office of the superintendent of schools. It is often difficult to impress on some employees the importance of dealing with the school's executive officer rather than with individual board members who do not concern themselves with details.

Many superintendents have had their administrative efficiency impaired by janitors who reported regularly on the daily events occurring at school. Later, board members attended regular board meetings having been fully informed of the school's professional problems from a janitorial point of view.

Non-professional employees of public school systems by necessity are usually local residents, frequently friends, neighbors or relatives to members of school boards. It follows quite naturally, therefore, that certain school employees may enjoy more prestige and their opinions carry more weight than non-local administrators and teachers.

Office clerks, janitors, cooks and bus drivers comprise the large percentage of the list of non-certified employees of boards of education.

Board Members Relationships With School Personnel.

As in other phases of the administration of public schools a variety of practices is observed in the fifty Kansas school systems included in this study. See Table 4. Extremes ranging from no established policy to definite procedures were reported by both superintendents of schools and presidents of boards of education. It is important to the harmony which should exist in all schools that sound policy be formulated and understood by all employees of the board of education.

Four per cent or two of forty-seven superintendent respondents indicated that members of their schools' professional staffs are encouraged to present problems and complaints to board members who in turn present them to the board in executive session.

Of the thirty-nine board presidents one, or two per cent, reported all employees were encouraged to present problems to individual school board members.

The most common policy followed in a majority of schools represented in this study was that which required that all complaints and problems first be referred to the superintendent of schools. If satisfactory settlement could not be made, the superintendent then arranged for the employee to appear in person for a hearing before the board in executive session. Reports subscribing to

Table 4

BOARD MEMBERS' RELATIONSHIPS WITH SCHOOL PERSONNEL

| <u>Relationship</u> | <u>47 Super- intendents</u> | <u>39 Board Presidents</u> | <u>Differ- ence</u> | <u>36 Systems¹</u> |
|---------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------|--------------------------------|-------------------------|-----------------------------------|
| | Percentages | | | |
| 1. Board encourages employees to present problems directly to individual board members who later present them to board during executive session | 4 | 2 | 2 | - |
| 2. All complaints are first presented to superintendent of schools and later to board if satisfactory settlement cannot be made by superintendent | 85 | 95 | 10 | 77 |
| 3. School employees visit socially with board members but do not discuss school affairs | 30 | 25 | 5 | 14 |
| 4. Board has no set policy relative to relationships with school employees | 13 | 7 | 6 | - |

¹ Thirty-six of the fifty schools included in the study were represented by responses from both the superintendent and board president. The percentages include those systems in which these two officials were in accord in their responses.

this policy included eighty-five per cent or forty of the forty-seven superintendents and ninety-five per cent or thirty-seven of thirty-nine board presidents.

seventy-seven per cent or twenty-eight of the thirty-six sets of reports indicated harmony between board presidents and superintendents in following the policy that all complaints and problems were first referred to the superintendent of schools, after which it was presented to the board in executive session in the event the superintendent could not accomplish satisfactory settlement.

In another area relative to school board - school employee relations, thirty per cent, or fourteen of forty-seven superintendents reported that while school employees, professional and non-certified, visited socially, with board members - school matters of a controversial nature were not discussed. Twenty five per cent or ten of the thirty-nine board presidents reported observance of the practice.

Fourteen per cent or five of the thirty-six schools from which reports were returned from both superintendent and board president followed the practice of first referring complaints and problems to the superintendent.

Six superintendents and three board members representing nine different school systems marked their

questionnaires to suggest that no boards of their respective schools had any policy governing relationships with employees.

School board members would profit by the formulation of and adherence to a sound policy relative to the handling of school problems between board meetings.

Much embarrassment and misunderstanding could be avoided if school board members would listen quietly to complaints and tactfully suggest that problems be referred to the school's executive officer or other professional staff member directly concerned. In this manner the possibility of making commitments by the board members may be easily avoided and the problems can, in a majority of cases, be handled capably by a member of the school's professional staff who is paid to handle such situations.

When the many facets of a given problem are presented and discussed by all members of a school board it is often viewed in a different light from that in which it was placed by an individual making a complaint. It is, therefore, wise for an individual board member to refrain from committing himself or the board of education until after the benefit of a board discussion in executive session.

School Budget Practices

Preparation of Budget. In a majority of the schools polled on practices observed in the preparation of the school budget, the superintendents of schools prepared the budget and presented it to the board. After careful study and usually minor adjustments, if any changes were felt necessary, the boards adopted the budget. Following this procedure in accordance with reports received were forty-two of the forty-nine, or eighty-nine per cent of the superintendents. Thirty-two of the thirty-nine, or eighty-two per cent of the board presidents reported the practice, while systems from which reports were received from both the superintendent and board president - twenty-nine of the thirty-six or eighty per cent were in harmony.

Only a small number of school systems showed a tendency to cling to the obsolete, board committee method of budget preparation. Using this method according to data from the questionnaires were five of the forty-seven superintendents and seven of the thirty-nine board members, or eleven per cent of the superintendents and eighteen per cent of the board presidents. Three school systems represented in reporting by both of the latter officials were using the committee-superintendent method

of budget preparation as indicated by responses. Eight per cent of the school officials were in this group.

Various budget practices are shown in Table 5.

Since budget preparation is a continuous process the executive officer of the board, the superintendent of schools, is the obvious person to whom budget preparation should be delegated. He has day-to-day contact with the development of financial needs and has information on the sources of revenue as well as expenditures associated with school finance.

Purchasing Procedures. A host of practices relative to procedures followed in purchasing school supplies and equipment may be found in checking into this area of school administration as shown by Table 5. Janitors and teachers are often delegated authority, in some poorly organized systems, to make purchases without clearance through the office of the superintendent of schools or a designated purchasing agent for the board of education. In some instances employees of certain school districts assume authority to obligate the board of education by purchasing items for their respective departments.

The better school systems, however, have definite channels through which requests for supplies and equipment are directed. One person, usually the superintendent

Table 5

PREPARATION OF BUDGET AND PURCHASING PROCEDURES

| <u>Method</u> | <u>47 Super-</u> | <u>39 Board</u> | <u>Differ-</u> | <u>36</u> |
|-----------------------------------------------------------------------------------------------------------------------------------------------|--------------------|-------------------|----------------|-----------------------------|
| | <u>intendents</u> | <u>Presidents</u> | <u>ence</u> | <u>Systems</u> ¹ |
| | <u>Percentages</u> | | | |
| 1. Budget is prepared by superintendent and presented to board for approval | 89 | 82 | 7 | 80 |
| 2. Budget is planned by committee of board members with superintendent acting as consultant and approved by entire board | 11 | 18 | 7 | 8 |
| 3. Purchasing of school supplies and equipment is delegated to superintendent | 83 | 74 | 9 | 64 |
| 4. A board member is purchasing agent for the board | - | 2 | - | - |
| 5. Purchasing is accomplished through one central office with one person responsible as purchasing agent | 25 | 18 | 7 | 8 |
| 6. Superintendent is delegated authority to make purchases necessary for the day-to-day operation of the schools without prior board approval | 32 | 41 | 9 | 11 |
| 7. The board has no set procedure for purchasing school supplies and equipment | 2 | 5 | 3 | - |

¹ Thirty-six of the fifty schools included in the study were represented by responses from both the superintendent and board president. The percentages include those systems in which these two officials were in accord in their responses.

of schools, is designated by the board as the purchasing agent. All financial transactions are approved through his office. Larger purchases - those not within the realm of day-to-day operation of the school, are first presented by the superintendent to the board of education for approval or rejection. If the board approves the recommendation to secure items requiring large expenditure, the superintendent as executive officer of the board, arranges the details to accomplish the purchase.

In this study it was found that of the forty-seven superintendents reporting, thirty-nine or eighty-three per cent indicated that in their respective systems all purchasing of school supplies and equipment was delegated to the superintendent of schools or to an employee of the board of education responsible to the superintendent.

Twenty-nine, or 74% of the thirty-nine board presidents reported observance of the same procedure relative to purchasing.

In only one system was a board member the authorized purchasing agent as reported by one of the thirty-nine board members. No superintendent indicated that a board member acted as purchasing agent - an executive activity.

Twenty-five per cent or twelve of the forty-seven

superintendents reported that in cases where the superintendent was not the procurement agent that all buying was done through a central office with approval made by the purchasing agent.

In the same manner of purchasing eighteen per cent or seven of the thirty-nine board presidents were in agreement.

Only eight per cent or officials of three schools of the thirty-six from which complete returns were received from board president and superintendent agreed that all purchasing of school supplies and equipment was accomplished through one central office.

Of those schools with complete returns received from both the superintendent and board president - sixty-four per cent or twenty-three of the thirty-six indicated that all purchasing of school supplies and equipment was delegated to the superintendent of schools or to an employee of the board responsible to the superintendent.

In still another phase of purchasing thirty-two per cent or fifteen of the forty-seven superintendents reported that they were delegated authority by the board to make purchases necessary for the day-to-day operation of schools without prior board approval. The amount which superintendents were allowed to expend for single purchases ranged from fifty dollars to one-thousand

dollars - the sums varying from system to system.

Still a larger percentage of the board presidents, forty-one per cent, reported that superintendents were authorized to make purchases as indicated in the preceding paragraph. This included sixteen of the thirty-nine board presidents reporting.

Thirty-two per cent of the superintendents and forty-one per cent of the board presidents reported the delegation of authority to the superintendent to make necessary purchases for the day-to-day operation of the school without prior board approval. Only officials of four schools with complete returns from both president and superintendent, out of the thirty-six in this category were in accord that the practice was observed in their respective systems.

Reports from three school systems indicated that no set procedure was observed for purchasing school supplies and equipment. Of the three one report came from a superintendent and two from school board presidents. No schools were represented in a group where board presidents and superintendents were in accord in their responses within given schools.

Bids And Contracts Relative To Purchasing. Although Kansas law sets certain legal requirements and control on the expenditure of school funds when certain figures are

exceeded, it is apparent that a good many school superintendents and board presidents are not aware of the law. See Table 6.

In response to the item stating that no expenditure involving an amount greater than five-hundred dollars is made by the board of education except in accordance with the provisions of a written contract, sixty-six per cent of the superintendents and fifty-six per cent of the board presidents checked the affirmative indicating observance of the procedure.

This included thirty-one of the forty-seven superintendents and twenty-two of the thirty-nine board presidents returning the questionnaire.

Forty-seven per cent of the superintendents and board presidents in schools from which both school superintendent and board president sent completed forms were in agreement in their reporting.

It is interesting to note that although the law requires that any single expenditure involving an amount greater than five-hundred dollars made by the board be in accordance with the provision of a written contract, less than fifty per cent of the schools had both the superintendent and board president reporting compliance with the law.

Forty-seven per cent or twenty-two of the forty-seven

Table 6

BIDS AND CONTRACTS RELATIVE TO PURCHASING

| <u>Practice</u> | <u>47 Super- intendents</u> | <u>39 Board Presidents</u> | <u>Differ- ence</u> | <u>36 Systems¹</u> |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------|--------------------------------|-------------------------|-----------------------------------|
| <u>Percentages</u> | | | | |
| 1. No expenditure involving an amount greater than five-hundred dollars is made by the board except in accordance with the provisions of a written contract. | 66 | 56 | 10 | 47 |
| 2. No contract involving an expenditure of more than one-thousand dollars is made except upon submission of sealed proposals and to the lowest responsible bidder. | 47 | 46 | 1 | 31 |
| 3. Local business men are favored with the school's business, though the same quality merchandise might be purchased for less money elsewhere, on the basis they are taxpayers and therefore, deserve the business. | 11 | 33 | 22* | 5 |

Table 6 (Continued)

| <u>Practice</u> | <u>47 Super- intendents</u> | <u>39 Board Presidents</u> | <u>Differ- ence</u> | <u>36 Systems¹</u> |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------|--------------------------------|-------------------------|-----------------------------------|
| | <u>Percentages</u> | | | |
| 4. The board assumes the attitude that tax money for schools is raised to provide the best educational opportunities for boys and girls and in keeping with this philosophy makes purchases where the highest quality merchandise for the lowest price prevails, regardless of geographical location of seller. | 66 | 56 | 10 | 33 |

* Significant at the five per cent level of confidence.

¹ Thirty-six of the fifty schools included in the study were represented by responses from both the superintendent and board president. The percentages include those systems in which these two officials were in accord in their responses.

superintendents reported that no contract involving an expenditure of more than one-thousand dollars is made except upon submission of sealed proposals, and to the lowest responsible bidder. Forty-six per cent or eighteen of the thirty-nine board presidents reported observance of the practice.

Of those schools from which reports were received from the superintendent and board president only thirty-one per cent of the officials were in agreement in their respective schools. This shows a total of approximately one-third of the systems that are apparently not complying with the state law which requires all single expenditures of more than one-thousand dollars to be made after submission of sealed proposals, and to the lowest responsible bidder.

A number of board members felt, according to their responses to the questionnaire, that it was more important to spend money with local businessmen, though it meant sacrificing the quality of educational opportunities offered to boys and girls. Some members indicated that business was kept on the local level although superior merchandise could be secured elsewhere at a lower price on the basis that local merchants were taxpayers and therefore deserved the business.

Board members and school superintendents would do well to recognize that money raised through taxation is to finance the best educational opportunities for youth in their respective school districts that can be secured for the amount of money involved. This often means purchasing school supplies and equipment from non-local sources, with resulting pressure of local business men.

Eleven per cent or five of the forty-seven superintendents participating in this study reported local business men were favored with school business, though the same quality merchandise might have been purchased for less money elsewhere, on the basis that they were taxpayers and deserved the business. Concurring in this practice were thirty-three per cent or thirteen of the thirty-nine school board presidents. Five per cent or officials of two school systems were in accord in reporting the practice of favoring local business men even though prices were higher and quality inferior on the basis that local tax payers should be patronized.

Encouraging were the returns from officials of schools where the boards assumed the attitude that tax money for schools was raised to provide the best educational opportunities for the boys and girls. In keeping with this philosophy, procurement of the highest quality merchandise where the lowest price prevailed without

regard to geographical location of seller was indicated.

Subscribing to the philosophy were sixty-six per cent of the superintendents and fifty-six per cent of the presidents of school boards. Included numerically were thirty-one of the forty-seven superintendents and twenty-two of the thirty-nine board presidents.

One-third or thirty-three per cent of the school officials representing those districts with complete returns were in harmony in their responses. The number included twelve of the thirty-six schools from which both superintendent and board president reported.

Functions Of Board Members

Areas of Activity For Board Members. What individual board members believed to be their duties varied from one member to another and from one system to another as suggested by Table 7.

Educational authorities over the nation usually place the functions of board members in three well-defined areas which include: (1) Selection and employment of a superintendent of schools, (2) The legislative function, and (3) Appraisal activities.

In response to questionnaires as to what individual board members and superintendents felt were proper functions for board members, a wide variety of opinions was

Table 7

FUNCTIONS OF BOARD MEMBERS

| <u>Function</u> | <u>47 Super-</u> | <u>39 Board</u> | <u>Differ-</u> | <u>36</u> |
|-------------------------------------------------------------------------|--------------------|-------------------|----------------|----------------------------|
| | <u>intendents</u> | <u>Presidents</u> | <u>ence</u> | <u>Systems¹</u> |
| | <u>Percentages</u> | | | |
| 1. Personally supervise the school's instructional program. | - | 5 | - | - |
| 2. Employ a superintendent of schools. | 96 | 100 | 4 | 94 |
| 3. Supervise non-certified employees | 2 | 7 | 5 | - |
| 4. Act as a legislative group to formulate policy. | 94 | 90 | 4 | 86 |
| 5. Maintain executive control of the schools. | 4 | 40 | 36** | 5 |
| 6. Appraise or pass judgment on any or all phases of school's progress. | 36 | 40 | 4 | 19 |
| 7. Provide finances for adequate facilities and qualified teachers. | 92 | 87 | 5 | 83 |

Table 7 (Continued)

| <u>Function</u> | <u>47 Super-</u> | <u>39 Board</u> | <u>Differ-</u> | <u>36</u> |
|---------------------------------------------------------------------------------------------------------------------|--------------------|-------------------|----------------|-----------------------------|
| | <u>intendents</u> | <u>Presidents</u> | <u>ence</u> | <u>Systems</u> ¹ |
| | <u>Percentages</u> | | | |
| 8. Ascertain that local business men get their share of the school's business since they are taxpayers | - | 23 | - | - |
| 9. Protect the welfare of children from pressure groups and politicians. | 81 | 66 | 25 | 62 |
| 10. See that teachers don't smoke, drink alcoholic beverages, or violate any social standards expected of teachers. | - | 18 | - | - |

** Significant at the one per cent level of confidence.

¹ Thirty-six of the fifty schools included in the study were represented by responses from both the superintendent and board president. The percentages include those systems in which these two officials were in accord in their responses.

expressed.

Five per cent of the board members, or two of the total of thirty-nine reporting felt it was a duty of board members to personally supervise the instructional program. This of course, in modern educational systems is delegated to professionally trained school administrators who keep the boards of education informed on the quality of instruction in progress.

Board members and superintendents were in a high degree of accord in believing that a function of the board was to employ a superintendent of schools. One-hundred per cent of the thirty-nine board presidents and ninety-six per cent or forty-five of the forty-seven superintendents concurred in this point of view. Ninety-four per cent of the thirty-six systems from which reports were received from both board president and superintendent showed these two officials to be in agreement relative to the function of employing a superintendent of schools. It is interesting to note that although employing a superintendent of schools is quite an obvious function of the board, two superintendents refrained from recognizing the fact.

One superintendent and three board presidents felt that a function of the board was to supervise non-certified employes. This amounts to two per cent and seven

per cent respectively.

To formulate policy through legislative action was an area with a high degree of affirmative responses. Ninety-four per cent or forty-four of the forty-seven superintendents and ninety-percent or thirty-five of the thirty-nine board presidents indicated a belief the board was a legislative body. Of the thirty-six systems with responses of two school officials eighty-six per cent showed superintendents and board presidents to be in harmony in endorsing the belief. This included thirty-one of the thirty-six schools.

Usually schools which adhere to modern educational principles in school administration delegate all executive authority to the superintendent of schools. Two superintendents, however, indicated a belief that the executive function was a responsibility of the board. Fifteen board presidents expressed the view that school boards should retain executive control of the schools. On a percentage basis those entertaining the belief that executive control was a board function included two per cent of the forty-seven superintendents and forty-per cent of the thirty-nine board presidents. Fortunately, only five per cent of the school officials of the thirty-six schools with complete returns were in accord in supporting this belief.

Although the appraisal function of the board is an area which authorities in school administration agree should be exercised by the board, superintendents and board members responding to the questionnaire used in this study were generally reluctant to agree. Thirty-six per cent of the forty-seven superintendents and forty per cent of the thirty-nine board presidents affirmed the appraisal function of the board. The number included seventeen superintendents and fifteen board members.

In only seven of the thirty-six schools with both superintendent and board president reporting were these two officials in accord that to appraise or pass judgment on any or all phases of the school's progress, was a function of the board.

A high degree of accord was indicated between superintendents and board presidents in that a function of the board was to provide finances for adequate facilities and qualified teachers. Subscribing to this belief were forty-three of the forty-seven superintendents and thirty-four of the thirty-nine board members. This represented ninety-two per cent of the superintendents and eighty-seven per cent of the board presidents. Eighty-three per cent of the officials in schools from

which responses were received from both administrator and board member were in harmony in their belief relative to the financial function of school boards. The number of cases of agreement included thirty-one of the thirty-six schools.

To see that local business men get their share of the school's business was a function endorsed by twenty-three per cent of the board presidents. It was considered a function by these board members because they felt taxpayers should be favored over non-local sources of procurement. No superintendents concurred in the belief.

The number above included nine of the thirty-nine board presidents. Schools are often subjected to many outside pressures which may interfere with the educational program. Eighty-one per cent or thirty-eight of the forty-seven superintendents believed a function of the board was to protect the welfare of children from pressure groups and politicians. Agreeing with this belief were twenty-six or sixty-six per cent of the thirty-nine board presidents who responded.

Of those systems represented by complete returns from both school officials sixty-two per cent of the superintendents and board presidents were in accord that a function of the board is to protect children from

pressure groups. Twenty-two of the thirty-six were represented in this group.

In another area reminiscent of colonial days seven board members felt one of their functions was to keep close watch on teachers to be sure they didn't smoke, drink alcoholic beverages, or violate any social standards expected of teachers. This category included eighteen per cent or seven of the thirty-nine board presidents reporting.

Board Of Education Committees

Extent and Practices of Board Committees. This study shows that a good many types of practice relative to board of education committees are in effect. These range from the entire board acting as a committee of the whole to boards which have many sub-committees which are delegated executive authority as shown by Table 8.

Of the forty-seven superintendents reporting seventeen or thirty-six per cent indicated that the president of the board appointed standing committees annually. Forty-eight per cent or nineteen of the thirty-nine board presidents reported the appointment of standing committees following organization of the board annually. In thirteen of the thirty-six schools, or thirty-seven per cent of those with both superintendent

Table 8

BOARD OF EDUCATION COMMITTEES

| <u>Practice</u> | <u>47 Superintendents</u> | <u>39 Board Presidents</u> | <u>Difference</u> | <u>36 Systems¹</u> |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------|----------------------------|-------------------|-------------------------------|
| | <u>Percentages</u> | | | |
| 1. The president of the board appoints standing committees annually. | 36 | 48 | 12 | 37 |
| 2. Temporary committees are appointed for a specific task, usually to seek information and report back to the board in executive session where final action is taken. | 55 | 60 | 5 | 37 |
| 3. Board of education committees are frequently delegated executive authority. | 13 | 31 | 18* | 5 |
| 4. The board of education acts as a committee of the whole with no sub-committees. | 51 | 46 | 5 | 31 |
| 5. No set procedures are observed by the board relative to committees. | 4 | 5 | 1 | - |

* Significant at the five per cent level of confidence.

¹ Thirty-six of the fifty schools included in the study were represented by responses from both the superintendent and board president. The percentages include those systems in which these two officials were in accord in their responses.

and board president returning questionnaires - the two school officials were in agreement that standing committees were appointed annually.

A larger number of officials reported that temporary committees were appointed for a specific task, usually to seek information and report back to the board in executive session where final action was taken on board problems. School officials reporting this type of practice included twenty-six or fifty-five per cent of the forty-seven superintendents and sixty per cent or twenty-three of the thirty-nine board presidents.

Thirty-seven per cent or thirteen of the thirty-six schools from which sets of questionnaires were returned showed the superintendents and board presidents in agreement in their responses.

Some school boards delegated executive authority to board committees. Those systems where such a practice was observed included six of the forty-seven superintendents and twelve of the thirty-nine board members, or thirteen per cent and thirty-one per cent respectively.

Two schools out of thirty-six or five per cent from which both superintendent and board president responded showed both officials concurring that board committees were delegated executive authority.

School officials responding that their boards of

education acted as a committee of the whole included fifty-one per cent of the superintendents and forty-six per cent of the board members. These officials agreed such a practice was observed in thirty-one per cent of the systems where both the superintendent and board president reported.

Numerically this included twenty-four of the forty-seven superintendents, eighteen of the thirty-nine board presidents, and eleven systems where superintendents and board presidents agreed out of the thirty-six systems from which two officials reported.

Those indicating that no set procedures were followed included four per cent of the superintendents and five per cent of the board presidents.

Two of forty-seven superintendents and two of the thirty-nine board presidents reported no set procedures followed relative to committees of the board of education in their respective schools.

The soundest practice recommended by authorities in educational administration is that boards of education act as a committee of the whole with no sub-committees.

Small committees have a tendency to assume executive authority which should be delegated to the professional head of the school system.

Written Policies and Regulations

Practices Relative To Policies and Regulations.

Much variation of practice between school systems with reference to policies of the board was noted in this study as shown in Table 9. Some schools had elaborately prepared booklets setting forth board policy while others kept records of board legislation pertaining to policies buried in the minutes of school board meetings.

Twenty-seven per cent of the superintendents reported school policies and regulations in writing with annual revision. These booklets were distributed to all employees of the board and other interested persons of the community.

Thirty-six per cent of the board presidents reported the same procedure.

In numbers this represented thirteen of the forty-seven superintendents and fourteen of the thirty-nine board presidents reporting.

In those systems from which responses were received from both superintendent and board president, twenty-two per cent showed agreement in reporting between the superintendent and president. This amounted to eight schools of the thirty-six from which two questionnaires were returned.

A much higher percentage of the school officials

Table 9

WRITTEN POLICIES AND REGULATIONS

| <u>Status</u> | <u>47 Super- intendents</u> | <u>39 Board Presidents</u> | <u>Differ- ence</u> | <u>36 Systems¹</u> |
|--------------------------------------------------------------------------------------------------------------------------------|---------------------------------|--------------------------------|-------------------------|-----------------------------------|
| | <u>Percentages</u> | | | |
| 1. School policies and regulations are in writing, revised annually, and issued to all employees and other interested persons. | 27 | 36 | 9 | 22 |
| 2. School policies are in writing only in the minutes kept of regular and special board meetings. | 62 | 62 | - | 52 |
| 3. No set procedures are followed relative to policies and regulations of the board of education. | 8 | 2 | 6 | - |

¹ Thirty-six of the fifty schools included in the study were represented by responses from both the superintendent and board president. The percentages include those systems in which these two officials were in accord in their responses.

indicated that school policies were in writing only in the minutes kept of regular and special board meetings. In this group were sixty-two per cent of the superintendents and sixty-two per cent of the board presidents, or twenty-nine of the forty-seven superintendents and twenty-four of the thirty-nine board presidents.

Board presidents and superintendents were in agreement in their reporting of the procedure in nineteen of the thirty-six schools from which responses from both of these officials were represented. This was fifty-two per cent of such schools.

Ten school systems reported that no set procedures were followed relative to policies and regulations of the board of education. Representing these schools in reporting were eight per cent of the superintendents and two per cent of the board members, or four of the forty-seven superintendents and one of the thirty-nine board members reporting.

Superintendent-School Board Relations

Criteria For Superintendent-School Board Relations.

Compliance with certain standards is required for membership in the North Central Association of Colleges and Secondary Schools in the area of school administration. The same standards must be met for accreditation as a Class A school by the State Department of Public Instruction. The

literature explaining these requirements is distributed by the State Department and the North Central Association, to all schools that are accredited by these two agencies.

All schools included in this study are members of the North Central Association of Colleges and Secondary Schools and have Class A rating granted by the State Department of Public Instruction. They, therefore, have been supplied with printed materials relative to required minimum standards in the area of school administration.

A section of the questionnaire sent to the fifty schools dealt with the knowledge and familiarity school officials had with the literature. This is shown by Table 10.

Forty-two of the forty-seven superintendents reported a knowledge of the criteria supplied by the State Department of Public Instruction relative to school board-superintendent relationships. Fourteen of the thirty-nine school board members reported familiarity with the criteria. This represents eighty-nine per cent of the superintendents and thirty-six per cent of the board presidents.

Board presidents and superintendents were in accord in their reporting familiarity with State Department Criteria in thirteen of the thirty-six or thirty-seven

Table 10

SUPERINTENDENT-SCHOOL BOARD REGULATIONS

| <u>Familiar Criteria</u> | <u>47 Super- intendents</u> | <u>39 Board Presidents</u> | <u>Differ- ence</u> | <u>36 Systems¹</u> |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------|--------------------------------|-------------------------|-----------------------------------|
| <u>Percentages</u> | | | | |
| 1. Criteria for accred- iting a school with reference to board- superintendent rela- tionships as stated in Kansas Secondary High School Handbook. | 89 | 36 | 53** | 37 |
| 2. Criteria for accred- iting a school with reference to the school-board-super- intendent relation- ships in North Central Association literature. | 74 | 41 | 33** | 25 |
| 3. Kansas School Laws. | 87 | 69 | 18* | 52 |

* Significant at the five per cent level of confidence.

** Significant at the one per cent level of confidence.

¹ Thirty-six of the fifty schools included in the study were represented by responses from both the superintendent and board president. The percentages include those systems in which these two officials were in accord in their responses.

per cent of the systems from which responses were received from both officials.

Knowledge of North Central criteria relative to superintendent-school board relationships was reported by seventy-four per cent of the superintendents and forty-one per cent of the board presidents. This included thirty-five of the forty-seven superintendents and sixteen of the thirty-nine board presidents responding.

Twenty-five per cent of the thirty-six schools with board president and superintendent reporting showed these two officials in harmony in their reports that they were both familiar with North Central literature on the subject. This included nine of the thirty-six systems with complete returns.

General knowledge of school laws was reported by forty-one of the forty-seven superintendents and sixteen of the thirty-nine board presidents with nineteen sets of officials in the thirty-six systems with complete returns. This represents eighty-seven per cent of the superintendents, sixty-nine per cent of the board presidents and fifty-two per cent of the schools with both superintendent and board president reporting.

Summary

The study of administrative practices included fifty school systems including seven first class cities and forty-three second class cities. School systems sampled were located in communities ranging in population from 2,500 to 25,000.

Returning questionnaires were forty-seven of the fifty superintendents and thirty-nine of the fifty board presidents. Of the fifty systems included thirty-six were represented among those from which questionnaires were returned by both the board president and superintendent of schools.

The study shows the application of a variety of administrative techniques in several areas sampled. On the handling of interviews of teachers applying for positions in the public schools the single practice which was mentioned more than any other technique was that teaching applicants were interviewed only by the superintendent of schools and any other administrative officer designated by the superintendent and later awarded contracts on recommendation of the superintendent.

In the area of granting employment to certified personnel, it was noted that occasionally the board of

education would extend a contract to a teacher without the superintendent's endorsement, but the large majority of school officials indicated the board of education employed teachers, principals, supervisors only on the recommendation of the superintendent.

In the phase of school administration dealing with employment of non-certified personnel a small number of officials reported no set procedures were followed. Some thought professional counsel of the superintendent was less necessary in granting employment to non-professional employees and that while the superintendent's recommendations were usually followed, occasionally employment was arranged without his recommendation.

A majority of school officials, however, reported that non-certified personnel were employed only on the superintendent's recommendation.

In dealing with employees of the board of education a number of practices were reported relative to individual board members relationships with the employees. A few school officials reported that members of the school's professional staff and non-certified personnel are encouraged to present problems and complaints to board members. Approximately three-fourths of the schools observed the practice of channeling all complaints and problems through the superintendent's office. If

satisfactory settlement could not be accomplished arrangements were made for the complainant to appear before the board during executive session.

Some officials reported social intermingling between board members and employees, but that controversial school affairs were not discussed.

Eighty per cent of all officials reporting indicated the school budget was prepared by the superintendent of schools and presented to the board of education for study, revision - if necessary, and later approved.

A small number of superintendents and board presidents indicated the practice of using a board committee with the superintendent acting as consultant in preparation of the budget.

In the purchasing phase of school administration sixty-four per cent of the school systems included in the study observed the practice of delegating to the superintendent the authority to make purchases of supplies and equipment. Amounts which superintendents were authorized to expend by boards of education for single purchases ranged from fifty to one-thousand dollars. This authorization was for purchases not requiring prior board approval.

Relative to bids and contracts used in school procurement slightly less than half of the schools reported

compliance to the state laws which require that no expenditure involving amounts greater than five-hundred dollars be made by the board of education except in accordance with the provisions of a written contract and that no contract involving an expenditure of more than one-thousand dollars is made except upon submission of sealed proposals, and to the lowest responsible bidder.

As a policy on purchasing, a third of the board members indicated that local business men were favored with the school's business, although the same quality merchandise could be purchased for less money elsewhere, on the theory that they were taxpayers and deserved the business.

Officials, superintendents and board presidents, of thirty-three per cent of the schools were in accord that the board assumed the attitude that tax money for schools was raised to provide the best educational opportunities for boys and girls and in keeping with the philosophy made purchases where the highest quality merchandise for the lowest price could be secured regardless of geographical location of seller.

In checking a list of items among which were a number of functions of board members those receiving affirmative responses exceeding eighty per cent were: (1) Employ a superintendent of schools, (2) Act as a

legislative group, and (3) Provide adequate finances for proper facilities and qualified teachers.

Although the function of passing judgement or appraising the school's progress is usually recognized by authorities as a proper duty of the board, less than half of the school officials checked it in the study.

Approximately one third of the school officials reporting indicated that the president of the board of education annually appoints standing committees, while another third reported the appointment of temporary committees, usually for the purpose of seeking information to report back to the board of education where final action was taken.

Nearly a third of the schools reported that the board of education acted as a committee of the whole with no sub-committees.

A few board members as well as superintendents reported written policies and regulations within their respective school systems. These were revised annually and issued to all employees of the board of education and other interested persons.

More than fifty per cent of the board presidents and superintendents reported that policies were recorded in the minutes of the meetings only.

Concerning a knowledge of literature bearing on

superintendent-school board relations found in publications of the State Department of Public Instruction, The North Central Association of Colleges and Secondary Schools, and the School Laws, about one-third of the respondents indicated a familiarity with Kansas State Department literature; one fourth claimed a knowledge of North Central criteria; and about one-half of the officials indicated familiarity with Kansas School laws.

CHAPTER VI

SUGGESTED POLICIES AND REGULATIONS FOR SCHOOL BOARDS

As previously cited in Chapter I, only one-third of two-hundred-sixty-five boards of education represented at the annual meeting of the National School Boards Association at St. Louis in February, 1952, had written policies.

A study of the field seems to reveal that written board policies in published form are conspicuous by their scarcity. Policy making and application are in operation in all school systems though an official compilation of these policies may not exist. School operation may be more consistent and more easily facilitated if policies are available and understood by all persons involved in the school's educational program.¹

With the formulation of a comprehensive, written set of policies, boards of education are equipped with the means to handle recommendations, procedures, and problems systematically and impartially. Through the printed statement of policy, boards and their employees may move forward with confidence in the execution of their

1 Max S. Smith. "School Policies Should Be Codified." The Nation's Schools, 49 (April 1952) 62-63.

respective duties without fear of infringing on the rights of others.²

Policies are a record of a board's past performance. In a sense policies express the combined minds of the board, and they can also be thought of as board memory, character, and evidence of progress and development.³

2 John W. Gilbaugh. "Board Policies and Regulations Are In Writing At Humboldt." American School Board Journal, 124 (June 1952) 53.

3 Max S. Smith, op. cit., p. 62.

POLICIES AND REGULATIONS
of the
BOARD OF EDUCATION

SCHOOL DISTRICT NO. _____

_____ , _____

195_ - 195_

FORWARD

That all those employees, certified and non-certified, of the _____ Board of Education may better understand their duties, responsibilities and privileges in the local schools this book has been prepared. It sets forth the policies and regulations of the local school board.

As the laws of the state delegate and define the power and authority of local boards of education, the local board in the following pages, has in turn defined the power and authority it has delegated to those in its employ.

It has been found through experience that a written statement of board policy placed in the hands of all those responsible to the board of education has contributed in attaining a higher degree of efficiency in the operation of our schools.

In formulating these printed policies a thorough study of board proceedings and rulings of the past ten years was made. Teachers and administrators in cooperation with the superintendent of schools contributed the suggestions considered many of which were integrated into board policy. Published policies of many other school systems were examined and some practices observed which seemed appropriate to local conditions were modified and included in the local policy statement.

In the light of past experience the board re-examines its policies annually and revises or discontinues those which have been rendered ineffective by changed conditions and new policies are adopted as they are needed in the interest of progress in our schools.

Superintendent of Schools

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(Sample Page)

POLICIES AND REGULATIONS

of the

BOARD OF EDUCATION

of

* * * * *

BOARD OF EDUCATION

_____, President _____

_____, Vice-President _____

ADMINISTRATION

Superintendent of Schools

* * * * *

ARTICLE I - EDUCATIONAL ORGANIZATION

Section 1. Schools Open To Local Residents. The

_____ Public Schools are maintained for all children who reside within the school district, except those who by reason of physical or mental deficiencies cannot be educated with normal children.

Section 2, Legal Age of Students, Kindergarten. No pupil may be enrolled in kindergarten whose fifth birthday does not occur on or before the first day of January of the school year during which the child registers to enter school.

Section 3, Legal Age, First Grade Pupils. No pupil may be enrolled in the first grade whose sixth birthday does not occur on or before the first day of January of the school year during which the child registers to enter school.

Section 4, Organization of Schools. The school system shall consist of the following organizational units: as the standard types of programs to offer instruction:

- a. Elementary school, comprising grades kindergarten through the sixth.
- b. Junior high school comprising grades seven, eight and nine; and
- c. Senior high school, comprising grades ten, eleven and twelve.

Section 5, Boundary Lines For Attendance Centers. Boundary lines set by the board of education shall be observed without exception.

ARTICLE II - ORGANIZATION OF BOARD

Section 1, Legal Designation. This district is designated as School District No. _____, _____ County, State of _____.

Section 2, Powers, Number, and Election of Board Members. The Board shall possess the usual powers of public corporations. It shall consist of six members, to be nominated and elected by the qualified voters of the district, three of whom shall be elected at the General City Election held in April of each odd-numbered year. These members shall hold office for the term of four years, or until their successors are duly elected and qualified, and said terms of office shall begin on the first Monday of August succeeding their election. The members of said board of Education shall qualify within ten days after their election by the filing of their oaths of office with the Clerk of the Board of Education. No member of the Board of Education can be a member of the City Commission or City Council during the time he is serving on the Board of Education.¹

Section 3, Election of Officers and Authority of Board. The board of education shall have power to elect

1 L. W. Brooks. Kansas School Laws, Revised 1947. Topeka: State Department of Public Instruction, (Sec. 72-1602, G. S. 1935.) p. 78.

its own officers annually on the first Monday of August; to make its own rules and regulations, subject to the provisions of this article; to organize and maintain a system of graded schools; to establish a high school whenever in its opinion the educational interests of the city demand; and to exercise the sole control over the schools and property of the schools of the city.²

Section 4, Delegation of Authority. While the Board of Education of _____ is charged by the state with the responsibility for providing educational opportunities for the children of its schools and of directing those public school activities which the state entrusts to its care and supervision, a carefully planned pattern of authority is observed by the board. In fulfilling its obligations the board acts similarly in its relationships to the schools as do boards of directors to successful business organizations; that is through the power of legislation, by the determination of policies, and the evaluation of results. The direct administration of the school system is delegated to the superintendent of schools whom the board appoints to act as executive officer of the board. The superintendent is held individually and directly responsible to the board for the

² Ibid., (Sec. 72-1809, G. S. 1945 Supp.) p. 73.

execution of all its policies and its legislation and for such other duties assigned to him by the board. Individual members have status as board members only when acting formally as members of the board while it is in executive session or when specifically entrusted by the board to carry out definite assignments.

Section 5, Election of Superintendent. The board of education at such times as it deems expedient shall elect a superintendent of schools who shall not be a member of said board, for a term of one or two years, as the board may choose, and whose term shall begin on the first Monday in August. The superintendent shall have charge and control of the public schools of the city, subject to the orders, rules and regulations and by-laws of the board, and shall receive for his services such compensation as the board may allow.³

Section 6, Length of Superintendent's Contract Term. It is a policy for the board of education to extend the superintendent's contract for a period of two years upon each renewal.

Section 7, Appointment of Principals. Principals shall be appointed to act as executive officers in charge of their respective buildings and directly responsible to

³ Ibid., (Sec. 72-1608, G. S. 1935.) p. 79.

the superintendent of schools. Duties shall be as hereinafter described.

Section 8, Appointment of Secretary to Superintendent. A secretary shall be appointed by the board who shall perform her duties directly under the supervision of the superintendent of schools. Duties shall hereinafter be described.

Section 9, Appointment of Clerk. A clerk of the board of education shall be employed. Before entering upon the discharge of his duties, the clerk of the board of education shall give bond in the sum of \$1,000, with good and sufficient sureties, to be approved by the board, conditioned for the faithful performance of the duties of his office.⁴ Expense involved in securing the bond will be defrayed by the board of education. Other duties shall be as hereinafter described.

Section 10, Appointment of Treasurer of Board. The board shall elect a treasurer to serve at the pleasure of the board, who shall receive for his services such compensation as the board may allow, and who may not be the same person as the clerk, nor a member of the board.⁵ Duties shall be as hereinafter described.

4 Ibid., (Sec. 72-1812, G. S. 1935) p. 74.

5 Ibid., (Sec. 14-201, G. S. 1935 - revised, 1951) p. 75.

ARTICLE III - RULES

Section 1, Regular Meetings of Board. Regular meetings of the board shall be held on the first Monday of each month, or if such day be a legal holiday, on the following day.⁶ Meetings shall be held at 8:00 p.m.

Section 2, Special Meetings of Board. Special meetings may be called at any time by the president of the board or by joint action of any two members thereof. Written notice, stating the time and place of any special meeting and the purpose for which called, shall, unless waived, be given each member of the board at least two days in advance of such meeting, and no business, other than that stated in the notice, shall be transacted at such meeting.

Section 3, Place of Meeting. Unless otherwise specified all board meetings will be held in the office of the superintendent of schools.

Section 4, Quorum For Transaction of Business. Four members of the board shall constitute a quorum for the transaction of business.

Section 5, Presiding Officer. The president of the board shall preside at all meetings of the board. In event of inability of the president to preside, the

6 Ibid., (Sec. 72-1816, G. S. 1935.) p. 74.

vice-president shall perform the duties of the president. In the absence or inability to act of both the president and vice-president, the remaining members shall select a member to act in that capacity.

Section 6, Functions of Committees. Only temporary committees shall be appointed by the president of the board. These committees shall be appointed for specific tasks of seeking information or investigation, and shall report back to the board for its consideration and action. Committee action shall be advisory and not executive. No permanent committees shall be appointed. The superintendent is eligible to serve on all committees:

Section 7, Voting. Voting shall be by show of hands. Each member's vote or failure to vote shall be recorded. The President shall have a vote. The Clerk and the Superintendent are not members of the board and shall not vote.

Section 8, Order of Business. The following shall be the order of business of the regular meetings. The order of business may be changed by consent of all members present.

1. Roll call.
2. Reading and approval of minutes of previous meeting.

3. Audience with individuals or committees wishing to make reports or requests.
4. Reading and approval of bills.
5. Report and presentation of business of superintendent.
6. Report of special committees.
7. Unfinished business.
8. New and miscellaneous business.
9. Adjournment.

Section 9, Robert's Rules of Order. In matters of procedure not covered by these By-Laws, Robert's Rules of Order, Revised, shall govern.

Section 10, Change in By-Laws. These By-Laws may be amended by a unanimous vote of all board members at any regular or special meeting. They may be amended by a majority vote of the entire board at any meeting at which a thirty-day notice shall have been given.

Section 11, Conflict With State Laws. No policy in these By-Laws shall be operative if it is found to be in conflict with any laws of the State of Kansas.

Section 12, Minutes of Board Meetings. A complete and accurate set of minutes of each board meeting shall be kept to comply with all legal requirements. Minutes shall be kept in an official record book specified for that purpose and shall be kept on file as the official

record of school legislation of the district and shall be open to public inspection. A copy of the exact proceedings as indicated by the minutes shall be sent to each board member within seven days after each meeting.

ARTICLE IV - DUTIES

Board Of Education

Section 1, Retention and Delegation of Authority.

The board of education retains full legislative and judicial authority over the schools in accordance with the school laws and the expressed will of the electorate, but delegates all executive, supervisory, and instructional authority to its employees as hereinafter specified. Legislative service under the law implies the power and the obligation to contract for service and materials, the power to inspect, the power to pass judgment upon employees and their work, and the power to veto acts of any or all employees when such acts are deemed contrary to the legal rights or obligations of the district, or inconsistent with established board policies.

Section 2, Business Must Be Transacted During Executive Session of Board. The board of education can transact business which is legally binding on the district only when it is in executive session with a quorum

present and its proceedings recorded in the minutes of the meeting.

Section 3, Handling of Complaints By Board Members.

Individuals or groups often confront a single board member with issues which usually should be handled by the superintendent of schools. In those cases of apparent exception it is suggested that the board member withhold commitment and/or opinion until the matter has been presented to the whole board during executive session. It is often wise for a board member to postpone the formulation of his own opinion until he has had the benefit of hearing the issue discussed by the board where all aspects of the problem are aired. A board member should not obligate other members of the board by predicting how they will vote.

In carrying out the policy for the handling of complaints the board will, therefore, observe the following procedure: Neither the board as a whole or any individual member will entertain or consider communications or complaints from teachers, parents, or patrons, until they have first been referred to the superintendent of schools. Only in those cases where satisfactory adjustment cannot be made by the superintendent and his assistants, shall communications and complaints be referred to the board. After hearing evidence submitted

by the superintendent, in such event, the board will, if it deems advisable, grant a hearing to the parties interested. Such hearing will be held during executive session of the board.

Section 4, Duties of the President. It shall be the duty of the president to preside at all the meetings of the board of education, to appoint all committees whose appointment is not otherwise provided for, and to sign all warrants ordered by the board of education to be drawn upon the treasurer for school moneys.⁷

Section 5, Duties of the Clerk of The Board. The clerk of the board shall attend all meetings of the board; shall keep an accurate journal of its proceedings; and shall have the care and custody of the records, books and documents of the board. He shall countersign all warrants drawn upon the treasurer by order of the board and shall keep an accurate account of all moneys paid to the treasurer for the account of said board, and of all moneys paid or orders drawn on the treasurer by order of the board. He shall prepare and submit to the board an annual report showing (a) the money received by the treasurer since the last report, and from what source received; (b) the amount of all sinking funds and how invested; (c) all moneys disbursed and the purposes

7 Ibid., (Sec. 72-1810, G. S. 1935) p. 73.

for which expended; (d) the balance of the general fund in the hands of the treasurer; and (e) the number, date and amount of all bonds issued by said board and of all bonds purchased for the sinking fund. The records of the board shall, at all reasonable times, be open for and available to public inspection.⁸ He shall be responsible to the superintendent of schools in the performance of his duties.

Section 6, Duties of the Treasurer. The treasurer shall deposit all moneys belonging to the board in accordance with the instructions of the board and in compliance to state laws. He shall attend all meetings of the board when required to do so; shall prepare and submit in writing monthly reports of the finances of the board; and shall pay money belonging to the board only upon warrants signed by the president, or in his absence by the vice-president, and countersigned by the clerk. Before entering upon the discharge of his duties, the treasurer shall furnish a corporate surety bond, in an amount fixed by the board to be approved by the board.⁹

Superintendent

Section 1, Executive Officer of Board. The super-

⁸ Ibid., (Sec. 72-1812, G. S. 1935.) p. 74.

⁹ Ibid., (Sec. 72-1813, G. S. 1935.) p. 74.

intendent shall be the chief executive officer of the board. He shall exercise general supervision over all the public schools and all public school employees shall be directly responsible to him.

Section 2, Attends All Board Meetings. The superintendent shall attend all meetings of the board except when his own salary or re-election is being considered, and keep the board informed of conditions of the schools under his supervision.

Section 3, Recommends Appointment of All Employees. He shall make recommendations for appointment, promotion, demotion, and discharge of all school employees. No vacancy will be filled without his recommendation.

Section 4, Suspension of Employees. He may suspend employees for cause. Such suspension shall be immediately reported to the board. No employee shall be recommended for discharge until the superintendent is convinced that the efficiency of said employee cannot be improved. Employees may be discharged for: inefficiency, immorality, insubordination, for violation of board regulations and for cause shown.

Section 5, Assignment of Personnel. The superintendent shall make such assignments, reassignments, and transfers as are in his professional judgment necessary to secure the highest efficiency of the entire staff.

Section 6, May Require Reports. He shall have authority to require reports from all employees as he may desire from time to time.

Section 7, In-Service Growth of Teachers. He shall be charged with the responsibility of all measures for the improvement of teachers in service. With the aid of his assistants, he shall from time to time issue bulletins, circulars, courses of study and other curricular material for the improvement of instruction.

Section 8, Recommends Salary Schedule. He shall recommend a schedule of salaries to the board for consideration. Such schedule shall provide minimum and maximum salaries, annual increments and other items pertinent to a salary schedule.

Section 9, Curriculum Improvement. He shall direct studies to determine the adequacy of the curriculum and recommend to the board new courses of study or improvements in the organization of the curriculum as need arises.

Section 10, Suspension of Pupils. The superintendent shall have power to suspend from the privileges of the schools any pupil guilty of gross misconduct or continual insubordination to school organization and/or regulations. The right to expel is a power retained by the board of education.

Section 11, Channels of Communication. He shall transmit all communications from the board of education or its committees to members of the instructional, administrative, supervisory, and custodial staff, and he shall transmit all communications from them to the board of education.

Section 12, Business Agent For Board. He shall receive communications relative to school affairs and consult with individuals having business with the board of education.

Section 13, Classification and Promotion of Pupils. He shall be responsible for the proper classification and promotion of pupils.

Section 14, Operation and Maintenance of Schools. He shall have charge of the operation and the maintenance of the buildings and equipment of the schools.

Section 15, Preparation of Budget. He shall prepare a budget annually for the consideration of the board. He shall administer the budget as enacted by the board, acting at all times in accordance with legal requirements and adopted policies of the board.

Section 16, Purchasing Agent. He shall be the purchasing agent of the board and shall have authority to purchase supplies and equipment under the regulations of the board.

Section 17, Propose Policies. He shall propose new policies to the board of education for adoption as necessity for such arises.

Section 18, Rules and Regulations. He shall make rules and regulations regarding routine matters which have not been specifically provided for in the rules and regulations of the board.

Section 19, Attendance Officer. He shall direct the attendance officer in the performance of his duties.

Section 20, School Building Consultant. As new buildings are to be erected or old ones remodeled or discontinued in use, he shall be responsible for carefully studying the needs of the schools, and for recommending to the board of education plans adequate for meeting those needs. He shall assist the architect employed by the board in drafting plans and specifications for construction work.

Section 21, Substitute Teachers. He shall employ and assign substitute teachers as need arises.

Section 22, Emergency Authority. He shall perform such duties as the board may require, and in the absence of specific rules and advice of the board, he shall assume any authority or perform any duty which any particular situation, unforeseen and suddenly arising, may demand, subject to later consideration of and action by

the board.

Section 23, Interpretation of School to Community.

It shall be a responsibility of the superintendent to interpret the philosophy, aims, and objectives of the teaching program of the schools to the community.

Section 24, Appraisal of Teaching. It shall be a

duty of the superintendent to appraise the quality of teaching of the instructional staff with a view of increasing its effectiveness.

Section 25, Approve Faculty Committees. The super-

intendent shall approve the appointment of faculty committees that may be required for the execution and establishment of educational practices and policies.

Section 26, Attend Professional Meetings. The

superintendent shall attend state, national and regional conferences as directed by the school board as part of his official duties.

Principals

Section 1, Line of Authority. Principals shall be

directly responsible to the superintendent of schools.

Section 2, Administrative Function. They shall be

responsible for the administration of their respective buildings and enforce the rules of the board and they have authority to call upon all certified and

non-certified personnel to this end.

Section 3, Other Duties. Principals shall meet with the superintendent for conferences as often as he may require, keep accurate and complete records, delegate authority, adequately supervise all academic, and non-academic activities placed under their jurisdiction, participate in curriculum studies, and be tactful in relations with parents and public.

Section 4, Responsibility. Principals shall be fully responsible for decisions made in their respective buildings.

Section 5, Neatness of Grounds and Buildings. Each principal shall establish rules for providing proper order in the buildings and on the grounds as may be agreed upon in consultation with the superintendent, and shall be held responsible for any lack of neatness and cleanliness about school premises.

Section 6, Time of Arrival at Building. It shall be the duty of the principal to be present thirty minutes before the opening of school and to remain on duty for at least thirty minutes after the last regular class scheduled in the building is dismissed.

Section 7, Dismissal of Individual Pupils. The principal shall have authority to excuse any pupil on written request by parents, if he deems it advisable, to

leave the school premises before the regularly scheduled dismissal time.

Section 8, Early Dismissal of Entire Building.

Principals shall not have authority to dismiss school before the regular hour without approval of the superintendent.

Section 9, Opening of Building For Pupils. Principals shall cause doors to be open for students to enter buildings at least thirty minutes before time of opening of each session of school in the elementary schools and twenty minutes in the high schools. Earlier opening of building during inclement weather is left to the discretion of the principal.

Section 10, Promotion of Health and Safety. Principals shall consider it an important phase of their work to promote health and safety education. To conform with the regulations of the state fire marshall, fire drills will be held monthly.

Section 11, Removal of School Property. Removal of school furniture or equipment from the building for private use shall not be done except on the direct authorization of the superintendent.

Section 12, Supervision of Records. The principal shall examine all class records and registers, giving such directions as will insure their being kept in a

proper manner. All class records shall be filed at the superintendent's office at the close of the term. Records of teachers must be filed with the superintendent as requested.

Section 13, Program of Studies for Each Pupil. Each pupil shall pursue all of the studies of the grade to which he belongs unless excused by the principal after consultation with the superintendent.

Section 14, Permission for Pupils To Leave School Premises. No pupil shall leave the premises during school hours without permission of the principal granted upon written request of the parent or guardian, or for good cause known to the principal. Telephoned requests for excuse of pupils from school shall be referred to the principal, and honored with caution.

Section 15, Pupils Must Leave Premises at Close of School Day. Pupils shall not assemble upon the school grounds before the ringing of the bells at 8:30 a. m. and 12:50 p. m. without the approval of the principal. They shall leave the grounds immediately upon being dismissed and go directly home, unless permission has been given to do otherwise. This is to be enforced by the principal.

Section 16, Damage to School Property. Any pupil who shall intentionally or accidentally destroy or damage

any school property, or who shall deface by cutting or with writing, or pictures, any fence, furniture, building or other school property shall immediately compensate for such damage and upon refusal may be suspended from school until compensation has been made.

Section 17, Students Eating Lunch At School. In general no pupil who resides within six blocks of the school which he attends shall remain at the building or upon the school premises during the noon intermission.

Section 18, Agents and Salesmen. The principal shall not permit any of the time of teachers or that of the school to be occupied while at the school building by solicitors or agents. No tickets shall be sold or offered for sale and no meetings or other entertainments shall be given in the schools, or on or about the school premises, without the permission of the principal after consultation with superintendent.

Section 19, Report of Teachers Work. The principal shall be responsible for the supervision of the teachers under his jurisdiction and shall submit twice yearly, in November and March, to the superintendent, a written report on the status of each teacher relative to achievement, performance and fitness for the position held. This report shall be furnished to the board upon request

by the superintendent.

Section 20, Knowledge of Board's Policies. It shall be a duty of the principal to keep informed concerning the rules, policies and regulations of the board of education.

Supervisors

Section 1, Line of Authority. Supervisors are to be directly responsible to the superintendent of schools.

Section 2, Co-operation with Principals. They shall work in close co-operation with the principals.

Section 3, Building Schedules Filed with Superintendent. Supervisors shall file up-to-date schedules of their visitations in buildings of the system in the superintendent's office.

Athletic Director

Section 1, Line of Authority. He shall be responsible to the principal of the high school and the superintendent of schools for the administration and supervision of the inter-scholastic and intramural athletic programs for the school system.

Section 2, Develop Future Athletes. He shall organize a program for training athletes in all sports.

Section 3, Eligibility Lists. He shall compile and

supply to proper school officials eligibility lists for all sports.

Section 4, Scheduling of Games. He shall schedule games for contests, select and contract officials and make arrangements for conducting inter-scholastic contests in all sports.

Section 5, Purchasing of Equipment and Supplies. He shall requisition athletic equipment for all sports. Requisitions for sports sponsored by the high school athletic fund shall be signed by the principal and requisitions sponsored by the board of education shall be signed by the superintendent.

Section 6, Transportation. He shall schedule and provide for needs including transportation, meals and lodging for athletic trips.

Section 7, Athletic Fund. He shall audit and provide reports of the athletic fund to the principal and superintendent.

Section 8, Athletic Awards. He shall develop a system of awards for participation in athletics.

Section 9, Recreational Program. He shall organize a broad recreational program for the children of school age and shall cooperate with agencies in the community sponsoring youth recreational programs including the city recreational department.

Section 10, Team Records. He shall keep a record of individual and team athletic records.

Section 11, Public Relations. He shall inform the public of coming athletic contests and the results of completed events.

Section 12, Reports. He shall make annual reports to the superintendent.

Teachers

Section 1, Knowledge of Policies and Regulations. It shall be the duty of the teacher to keep informed concerning the rules, policies and regulations of the board of education.

Section 2, Line of Authority. Teachers shall be directly responsible to the principal of their respective buildings. They shall promptly and consistently carry out the instructions of their principal and the superintendent.

Section 3, Responsibility for Professional Growth. Teachers shall observe all school regulations, seek professional growth, and participate in curriculum study.

Section 4, Relations To Students. Teachers shall make immediate report of any unusual disorder among the students under their charge.

Section 5, Community Life. Teachers should

contribute to community life. They should develop normal interests outside their professional duties.

Section 6, School Duties. During school hours teachers shall devote their time exclusively to school duties. Plans and reports shall not be prepared during the hours when teachers are in charge of pupils.

Section 7, Classification of Pupils. Teachers shall be responsible for classification and grading as well as promotion of their pupils in accordance with policy and instruction of the principal.

Section 8, Soliciting School Patrons. As school employees teachers shall not solicit school patrons during the school year for the purchase of books and other school materials.

Section 9, Use of School Property. Teachers should understand that public school property cannot be loaned for personal use under any circumstances.

Section 10, Ethics. Teachers shall not act as agents, or accept commissions, royalties, or other rewards for books or other school materials in the selection or purchase which they may influence.

Section 11, Discipline. Teachers shall be responsible for the discipline of pupils enrolled in their classes, but shall have the freedom of consulting with the principal when it is felt advisable.

Section 12, Time of Arrival and Departure of Teachers. Teachers shall report for duty 30 minutes before the opening of school in the elementary schools and 20 minutes before the opening of school in the high school. All teachers shall remain on duty for 30 minutes after the last regularly scheduled classes are dismissed.

Section 13, Pupil Conferences. Students may be held for conferences after school is dismissed in the afternoon for not longer than 30 minutes in the elementary schools and forty-five minutes in the high school.

Section 14, Tutoring Pupils. No teacher may tutor for pay any pupil attending the school to which the teacher is assigned nor shall he tutor any other public school pupil except by specific approval of the superintendent.

Section 15, Early Dismissal of Pupils. Teachers shall not dismiss their pupils earlier than the regularly scheduled time without permission of the principal or superintendent.

Section 16, Care of Equipment. Teachers shall be responsible for the proper care of all books, apparatus, bulletins, supplies and furniture owned by the board of education.

Section 17, Relations With Janitors. All orders

from teachers to janitors shall be made through the principal, except in the event of unsatisfactory room temperature, or emergency.

Section 18, Discussions With Students. Teachers shall not at any time engage in controversial school issues in the presence of students. Matters in which teachers are in disagreement should be discussed in private.

Section 19, Serving on Committees. Teachers will frequently be asked to serve on committees which will be formed during the course of the year for improvement of some phase of the school's program.

Section 20, Teachers Absences. Teachers who find they are unable to be present to discharge their assigned duties should notify the principal before they leave the building the evening prior to the day of their possible absence. Tentative arrangements can then be made for a substitute. If it is necessary to call a substitute in the morning the principal should be notified. If the principal is not available the superintendent should be called.

Section 21, Absences Not Covered By Sick-Leave Policy. Occasionally a teacher may find it necessary to be absent for reasons to which the boards adopted sick-leave policy does not apply. However, teachers will not

be excused to participate in a remunerative activity. They will be excused for other personal reasons, such as attending the funeral of a friend or relative or to transact necessary private business which cannot be postponed. Teachers will not be paid for days they do not teach, except as covered by the sick-leave policy or to engage in some professional activity approved by the superintendent. In making deductions for days of absence 1/75th of the annual salary will be deducted for each day of absence.

Section 22, Release From Contract. Teachers are sometimes offered positions in other school systems which may provide professional advancement and may cause a teacher to ask to be released from a contract in the local schools. The Board's first obligation is to the children in the schools. If suitable replacement can be found and it is felt that the educational program of the school will not be impaired a teacher may be released from the obligation of a contract.

School Nurse

Section 1, Line of Authority. She shall be responsible to the superintendent of schools in the performance of school health services.

Section 2, Co-operation With Those Interested In

Health. She shall participate with the school administration, director of health and physical education, teacher, parents, pupils, community health workers and others in planning and developing a school health program in keeping with the best thought and practices of the day. This includes the personal and environmental needs of school-age pupils; promotion of the health of the school personnel; assisting to stimulate and promote in so far as possible school action in developing a total health program.

Section 3, Interpretation of Health Program. She shall interpret the principles and plans which underlie healthful living at school and work with school personnel in establishing and maintaining a safe and healthful school environment including organization of the school day.

Section 4, Consultant Service. She shall act as health consultant in curriculum planning, interpreting to the school staff home backgrounds and community conditions which affect the health of children; assisting teachers to relate health instruction and guidance to specific needs; helping in the selection of authentic health education teaching materials, and in guiding pupils in solving health problems.

Section 5, Co-ordination of School and Home. She

shall interpret the school health program to the home and community and the health requirements of the home and community to the school, assisting them to co-ordinate their efforts.

Section 6, Health Services. Health services shall include (1) physical examination, (2) instructions for securing dental and medical care, (3) selection of students in need of health examination or other health service, (4) demonstration methods used for visual and auditory testing, (5) administering first aid to accident cases and emergency illness which occur at school, (6) contacting homes of children referred to her by principals, (7) supplying information on proper nutrition, (8) observation of pupils by teachers and nurse, (9) supplying information on prevention and control of communicable diseases, (10) reports to parents, school personnel, family physician, clinics and other agencies, (11) special school adaptation to meet needs of students, (12) conferences with parents, teachers and pupils participating in selected meetings, (13) keeping of records and compiling reports and (14) participation in studies and surveys.

Section 7, Office Hours of Nurse. She shall arrange regular office hours for the convenience of the community, the staff and pupils.

Section 8, Monthly Reports. She shall prepare a written report at the close of each month describing the health services rendered during the month.

Section 9, Annual Report. She shall prepare a written report at the close of each year enumerating health services rendered.

Janitors

Section 1, Line of Authority. Janitors shall follow such general directions as may be given by the superintendent, and shall in all other matters be under the direction and supervision of the principal. During vacations, however, the superintendent shall have general supervision over custodians.

Section 2, Fire Prevention. The janitor shall allow no accumulation of rubbish or paper in the basement, and shall, immediately after use, burn all cloths or waste used in wiping any fresh paint, or other linseed oil products.

Section 3, Telephones. All custodians are required to have telephones in their residences.

Section 4, Sick Leave. Sick leave for custodians shall be the same as for principals and teachers.

Section 5, Vacation. After one year of continuous service custodians shall receive two weeks vacation with pay.

Section 6, Janitors To Remain On School Premises.

So that the building will have constant supervision, janitors shall not leave while school is in session except in the event of an emergency and in such event shall notify the principal immediately.

Section 7, Personal Neatness. Janitors shall

attend all meetings called by the superintendent, appear neat and clean when working with teachers, pupils or public, courteously fulfill their duties and observe the policies and regulations of the school system.

ARTICLE V

GENERAL INFORMATION

Section 1, Sectarian Doctrine. No sectarian doctrine shall be taught or inculcated in any of the public schools of the city; but the Holy Scriptures, without note or comment, may be used therein.¹⁰

Section 2, Dismissal of Teachers. Teachers and other professional employees shall be dismissed who are found to be inefficient in the discharge of assigned duties, disloyal to the interests of the school, or guilty of unprofessional conduct.

Section 3, Continuing Contracts. In accordance with the continuing contract law the board of education shall give written notice through the superintendent by 10 Ibid., (Sec. 72-1819, G. S., 1935.) p. 74.

March 15 to any teacher whom it does not wish to re-employ; teachers shall notify the board of education by April 15 through the superintendent of schools of their intent not to remain in the system.

Section 4, Substitute Teachers. In all cases of absence the substitute teacher is to be secured by the school officials - never by the teacher. Substitutes are paid by the board of education at the rate of ten dollars per day. Substitutes will be paid only for the days they teach. If a substitute teaches continuously in one assignment and thus begins to assume a more nearly full portion of the teaching load, the pay shall be \$12.00 per day beginning with the fifteenth day, and shall become retroactive to the first day of that particular assignment.

Section 5, Substitute Janitors. Substitute janitors will be employed by the superintendent of schools - never by the janitor. They shall be paid by the board of education at the rate of \$8.00 per day. Substitute janitors shall be paid only for the days they work. If a substitute janitor works continuously in one assignment for fifteen consecutive days the pay shall be \$10.00 per day retroactive to the first day of that particular assignment.

Section 6, Health Certificates. All employees of

the board of education shall, thirty days prior to the opening of school each fall, furnish the board with a health certificate as evidence of fitness for the position to be filled. The certificate shall be signed by a recognized physician showing said employee to be free from all pulmonary and cardiac trouble and chronic nervous infection.

Section 7, Communications By Employees to Board.

All communications concerning school business from the Board to employees and from employees to the board shall be made through the superintendent of schools.

Section 8, Political Activity. No partisan political activity or agitation shall be permitted on the part of any school employee at any time during regular school hours.

Section 9, Accidents. The board of education is not responsible for accidents occurring on the school grounds or while under supervision of the school. Pupils are to be taken to their family physician for treatment.

Section 10, Employment of Relatives. Relatives of the Board of education, superintendent of schools or any supervisory or administrative officer are ineligible for employment in the local schools, excepting emergencies. In such cases, the employment is to be considered temporary and not continuous unless, in the opinion of the

board, the emergency continues to exist, in which case an additional year's employment may be considered.

Section 11, Promotion of Pupils. The board acknowledges that the awarding of marks and decisions relative to promotion or retention of children is a sole and serious responsibility of teachers. It is the board's policy to support its professional staff in this professional duty. The board feels that the professional staff can be depended upon to make all such decisions in the best interest of children. However, the board considers it very important to good public relations that parents be consulted and well informed at an early date where retention is advisable.

Section 12, Loyalty Oath. In accordance with state law every employee of the board of education shall be required to sign the following oath:

"I, _____ swear (or affirm) that I do not advocate, nor am I a member of any political party or organization that advocates the overthrow of the government of the United States or of the state by force or violence; and that during such time as I am an officer or employee of the Board of Education, City of _____, I will not advocate nor become a member of any political party or organization that advocates overthrow of the government of the United States or of

this state by force or violence."

ARTICLE VI

USE OF SCHOOL FACILITIES

Section 1, Legal Status of School Buildings. The board of education of cities of the first and second class shall have the care and keeping of all school buildings and other school properties belonging to the city school districts. They shall have authority to open any or all school buildings for the use of night schools, improvement association, scientific, mechanical or agricultural societies, under such regulation as the board of education may adopt: Provided, that the board of education may at any time it thinks best, refuse to open any and all school buildings for any or all of these purposes.¹¹

Section 2, Regulations On Use of School Buildings. School buildings represent a heavy investment by taxpayers of the local school district. There are many evenings while a school term is in session that school facilities are not in use for school purposes as well as many days during the summer the school buildings and grounds are not utilized for educational ends.

It is the desire of the board that maximum use be made of the facilities under its jurisdiction for

¹¹ Ibid., (Sec. 72-1610, G. S., 1935.) p. 80.

educational and recreational activities. To extend the privilege of using these facilities, the board of education finds it necessary to seek compliance to its regulations governing the use of school buildings and facilities.

Since it is a policy to raise through taxation funds for the operation of the school's educational program only, the board finds it necessary to charge a small fee for the use of school buildings and facilities by organizations not directly associated with the schools. These fees will be used to defray a portion of the expenses made by increased use of heat, light and janitorial services.

Boy Scouts, Girl Scouts and approved charitable organizations are exempt from paying fees but must observe all other regulations in making use of school facilities.

The board of education will continue to make its facilities available to organizations that co-operate by complying with its regulations.

Section 3, Application For Use of Facilities.

Organizations wishing to schedule use of school facilities will make application to the superintendent of schools. Rental Fees are to be paid in advance.

Section 4, Schedule of Fees:

- I. High School Auditorium
- A. For use in presenting plays, recitals or other performances that require stage settings and special lighting and admission is charged, after 6:00 p. m. \$10.00
- B. Same as above with no admission charge 7.50
- C. Afternoon performance, with admission charged 7.50
- D. Morning or afternoon performances, with no admission 5.00
- E. Stage only, for rehearsal purposes 2.50
- II. Classrooms
- A. For use in holding meetings, presenting musical and dramatical numbers 1.00
- B. For meetings without use of kitchen 2.00
- IV. Gymnasium
- A. Afternoons, no admission charged, per organization 5.00
- B. Afternoons, with admission charged 15.00

- C. Evenings, with admission
charged \$20.00
- D. Evenings, no admission
charged, per organization . . . 5.00
- E. For use of electric score-
board operated by an employee
of the board of education . . . 1.00

Section 5, Approved Activities. In order to be approved activities sponsored by non-school organizations must be in keeping with the general program of education and must not be for commercial use or for personal gain or profit. Political meetings which are open to the public are considered to be within the general program of public education, and school facilities may be rented at regular rates provided no discrimination is shown.

Section 6, Only Non-commercial Organizations Honored. Requests will be granted to reputable organizations of a non-commercial nature only.

Section 7, Supervision. Organizations using the buildings and facilities must be supervised by an adequate number of adult sponsors to assure proper care and use of school property.

Section 8, No Smoking In School Buildings. In the interest of safety and in compliance to regulations set forth by the State Fire Marshall, no smoking will be

permitted in the school buildings.

Section 9, Use of Gym Floor. All persons participating in physical education or athletic activities will wear approved gymnasium shoes.

Section 10, Moving and Adjusting School Equipment. Moving and adjusting scenery, securing lighting effect, operating public address system, and similar matters will be accomplished under the direction of an employee of the board of education.

Section 11, Non-School Property To Be Removed. All properties not belonging to the school system are to be removed after the last performance or the following day after use of school facilities.

Section 12, Damage to School Property. Writing of names or other mutilations of walls or scenery is prohibited.

Section 13, Vacating of Buildings. All afternoon performances must be over and the building vacated by 6:00 p. m. For evening use, the buildings will be opened at 7:00 and will close at 10:30. If a later closing hour is desired arrangements will be made at the time the building is scheduled. A small additional fee will be necessary in this event.

Section 14, Member of Janitorial Staff Must Be Present. A school janitor will be on duty and shall have

instruction to see that the building and equipment are properly cared for and used.

ARTICLE VII - SALARY SCHEDULE

Section 1, Master's Degree (Five Years of Preparation).

1. Beginning salary, \$2900.
2. Fifteen annual increments of \$100 per year.
3. Fifth, tenth and fifteenth increments each contingent upon additional six hours of college credit taken in residence.
4. Service credit for experience outside the local district will be granted for a maximum of five years at the rate of fifty dollars per year. Military service may be counted in lieu of three years teaching experience.

Section 2, Bachelor's Degree (Four Years of Training.)

1. Beginning salary, \$2700.
2. Fifteen annual increments of \$100 per year.
3. Fifth, tenth and fifteenth increments each contingent upon an additional six hours of college credit taken in residence.
4. Service credit for experience outside the

local district will be granted for a maximum of five years at the rate of fifty dollars per year. Military service may be counted in lieu of three years teaching experience.

Section 3, Ninety College Semester Hours To a Bachelor's Degree.

1. Beginning salary, \$2250.
2. Fifteen annual increments of \$50.00 per year.
3. Every third increment contingent upon completion of eight semester hours of college credit taken in residence.
4. Service credit for teaching experience outside the local district will be granted for a maximum of five years at the rate of twenty-five dollars per year. Military service may be counted in lieu of three years teaching experience.

Section 4, Sixty to Eighty-Nine College Semester Hours.

1. Beginning salary, \$2050.
2. Fifteen annual increments of \$50.00 per year.
3. Every third increment contingent upon

completion of eight semester hours college credit taken in residence.

4. Service credit for teaching experience outside the local district will be granted for a maximum of five years at the rate of twenty five dollars per year. Military service may be counted in lieu of three years of teaching experience.

Section 5, Qualifying For a Higher Salary Bracket.

Teachers qualifying for a higher salary classification must notify the superintendent in writing and submit with such notification supporting evidence to verify additional training completed. Written notification and evidence shall be submitted not later than September 1.

Section 6, Added Compensation For Special Teachers.

Because of longer hours required of their respective positions special teachers will receive added compensation to basic annual salaries in the following amounts:

| | |
|--------------------------------|----------|
| Head Coaches | \$500.00 |
| Assistant Coaches | \$250.00 |
| Instrumental Music Instructors | \$300.00 |
| Elementary School Principals . | \$300.00 |

Section 7, Method of Salary Payment. All regular

salary payments shall be made in twelve equal monthly installments, payable on the last day of each calendar

month.

Section 8, Teaching Service Credit Eligibility. All teaching experience outside the district in order to be accepted on the salary schedule must have been earned within ten years prior to entering the local system.

Section 9, Teachers Qualifying For Higher Annual Increments. Teachers qualifying for a higher salary bracket shall be entitled to the annual increment governing that bracket for the next term.

Section 10, Teacher Assignments. Teachers will be notified of their teaching assignments by August 1 of each new school year.

Section 11, Board of Education Reservations. The board reserves the right to:

- a. Withhold or grant additional increments for administrative or special duties or work of exceptional merit upon recommendation of the superintendent.
- b. To suspend future annual increments as economic circumstances may demand.
- c. To revise the schedule in the light of changed conditions.

Section 12, Minimum and Maximum Salary Limits:

| <u>Degree</u> | <u>Minimum Basic Salary</u> | <u>Maximum Basic Salary</u> |
|---------------|-----------------------------|-----------------------------|
| Bachelor's | \$2700 | \$4450 |
| Master's | \$2900 | \$4650 |

Section 13, Deductions From Pay Warrants For Retirement. In compliance with the state school retirement law the board shall deduct four per cent from the full amount of each warrant issued to any full-time school employee (up to an annual maximum total of three-thousand dollars salary). Money deducted from pay warrants is transmitted quarterly to the state treasurer as directed by the school retirement board. All employees entering school service after September 1, 1941, are required to become members of the state school retirement plan, provided they are full-time employees.

Section 14, Deductions From Pay Warrants For Federal Withholding Tax. In compliance with federal income tax laws deductions shall be made from each salary warrant in amounts prescribed by law. The federal government supplies income tax tables for the purpose of computing withholding tax.

ARTICLE VIII - SICK LEAVE POLICY

Section 1, Number of Days of Sick Leave. Each full-time teacher shall start each school year with ten full days of sick leave credit with full pay, cumulative to thirty days.

Section 2, Sickness Defined. Sick leave shall cover absences of the teacher's illness, or for death or

critical illness in the teacher's immediate family, which shall include father, mother, brother, sister, wife, husband, and children, or other relative whose regular residence is in the home of the employee.

Section 3, Computation of Sick Leave. The method of arriving at the daily salary, for sick leave computation, shall be decided on the basis of the number of days the teacher is required to be on duty.

ABSTRACT

THE SUPERINTENDENCY AND BOARDS OF EDUCATION

1953

John W. Gilbaugh

This study deals with relationships between boards of education and the superintendents of schools they employ. The study was conducted by investigating administrative practices in fifty Kansas School systems situated in cities with population ranging from 2,500 to 25,000. Administrative procedures investigated were those specifically dealing with board of education-superintendent relationships.

A brief history of boards of education and the public school superintendency is included in the study to provide informational background for current practices found in school administration.

Administrative Practices Found In Fifty Kansas School Systems. The study of administrative practices was conducted in fifty school systems located in cities ranging in population ranging from 2,500 to 25,000.

Questionnaires concerning administrative practices were sent to the superintendent of the school system and president of the board of education in each of the cities. The two school officials in each system were asked not to

confer while completing the questionnaire.

The study shows the application of a variety of administrative techniques in several areas sampled. It also reveals that within many school systems the superintendents of schools and their boards of education lack agreement on administrative procedures and policies.

Relative to teachers applying for positions in the public schools the method of handling interviews mentioned more frequently than any other technique was that applicants were interviewed only by the superintendent and later awarded contracts on recommendation of the superintendent.

In the area of granting employment to certified personnel, it was noted that occasionally the board of education would extend a contract to a teacher without the superintendent's endorsement, but the large majority of school officials indicated the board of education employed teachers, principals, supervisors only on the recommendation of the superintendent.

In dealing with non-certified personnel a small number of officials reported no set procedures were followed. Some thought professional counsel by the superintendent was less necessary in granting employment to non-professional employees and that while the superintendent's recommendations were usually followed, occasionally

employment was arranged without his recommendation.

A majority of school officials, however, reported that non-certified personnel were employed only on the superintendent's recommendation.

In dealing with employees of the board of education a number of practices were reported relative to individual board members relationships with the employees. Approximately three-fourths of the schools observed the practice of channeling all complaints and problems through the superintendent's office. If satisfactory arrangements could not be made there complainants were invited by the superintendent to appear before the board.

Some officials reported social intermingling between board members and employees, but controversial school affairs were not discussed.

In preparation of the school budget eighty per cent of all officials reporting indicated the school budget was prepared by the superintendent of schools and presented to the board of education for study, revision - if necessary, and later approval.

A small number of superintendents and board presidents indicated the practice of using a board committee with the superintendent acting as consultant in preparation of the budget.

In the purchasing phase of school administration

sixty-four per cent of the school systems included in the study observed the practice of delegating to the superintendent the authority to make purchases of supplies and equipment. Amounts which superintendents were authorized to expend by boards for single purchases ranged from fifty to one-thousand dollars. This authorization was for purchases not requiring prior board approval.

Relative to bids and contracts used in school procurement slightly less than half of the schools reported compliance to the state laws which require that no expenditure involving amounts greater than five-hundred dollars is made by the board of education except in accordance with the provisions of a written contract and that no contract involving an expenditure of more than one-thousand dollars is made except upon submission of sealed proposals, and to the lowest responsible bidder.

As a policy on purchasing, a third of the board members indicated that local business men were favored with the school's business, although the same quality merchandise could be purchased elsewhere for less money. Business was transacted locally on the theory that they were taxpayers and deserved the business.

Officials, superintendents and board presidents, of thirty-three per cent of the schools were in accord that

the board assumed the attitude that tax money for schools was raised to provide the best possible educational opportunities for boys and girls and in keeping with this philosophy made purchases where the highest quality merchandise for the lowest price could be secured without regard to geographical location of seller.

In checking the functions of board members those receiving affirmative responses exceeding eighty-per cent were: (1) Employ a superintendent of schools, (2) Act as a legislative group, and (3) Provide adequate finances for proper facilities and qualified teachers.

Although the function of passing judgement or appraising the school's progress is usually recognized by authorities as a proper duty of the board, less than half of the school officials checked it in the study.

Approximately one third of the school officials reporting indicated that the president of the board of education annually appoints standing committees, while another third reported the appointment of temporary committees for the purpose of seeking information to report back to the board of education where final action was taken.

Nearly a third of the schools reported that the board of education acted as a committee of the whole

with no sub-committees.

A few board members as well as superintendents reported written policies and regulations within their respective school systems. These were revised annually and issued to all employees of the board of education and other interested persons.

More than fifty per cent of the board presidents and superintendents reported that policies were recorded only in minutes of board proceedings.

Concerning a knowledge of literature bearing on superintendent-school board relations found in publications of the State Department of Public Instruction, The North Central Association of Colleges and Secondary Schools, and the School Laws, about one-third of the respondents indicated a familiarity with Kansas State Department Literature; one fourth claimed a knowledge of North Central criteria and about one-half of the officials indicated familiarity with Kansas School Laws.

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APPENDIX

915 Sycamore
Humboldt, Kansas
December 15, 1952

The enclosed questionnaire is being sent to fifty superintendents and fifty presidents of boards of education of school systems in cities ranging from 2,500 to 25,000 in population.

Data collected by means of the questionnaire will be used in a doctoral study I am making relative to administrative practices observed in fifty Kansas School systems. The study is being conducted through the Department of Education of Kansas University, under the supervision of Doctor J. W. Twente, Professor of School Administration.

The study is not concerned with practices in a single school system, but is vitally interested in trends in administrative procedures secured from a sampling of practices observed in first and second class cities of Kansas, that participate in this study.

It is hoped superintendents and board members will not confer with each other in executing the questionnaire, since one phase of the interpretation of data will be a comparison of responses of professional educators with those of lay boards of education.

Questionnaires are given code numbers which serve only to indicate whether they were sent to board members, B-1 to B-50; or to superintendents, S-1 to S-50. This device will provide the means necessary to separate questionnaires responded to by board members from those completed by superintendents.

Respondents need not identify themselves or the school systems with which they are associated unless they care to do so.

A summary of the responses to the questionnaire on administrative practices will be sent on request to all board members and superintendents who participate in the study. A form for this purpose is attached to the questionnaire.

A self-addressed, stamped envelope is enclosed for your convenience in returning the questionnaire.

Thank you for your cooperation in carrying this investigation to completion.

Very truly yours,

JOHN W. GILBAUGH
Superintendent of Schools
Humboldt, Kansas

Administrative Practices

QUESTIONNAIRE

Place an (X) opposite the following item(s) in each category which more nearly than any of the other items listed describes the procedure used in your system. In those categories in which you are instructed to (check appropriate items)—it is possible that your situation may be described by more than one item.

I

PERSONNEL PRACTICES

(Teachers)

A. INTERVIEWS

(Check One)

-1. On making personal application for a position teachers are interviewed by all members of the board of education—separately, at home or place of business depending on time of day and convenience to board member.
-2. Teachers applying for positions appear for interviews before the board while it is in executive session.
-3. One or more members of the board act as a teachers committee for the purpose of interviewing teachers and act in accordance with recommendation of the superintendent of schools on teacher selection and final employment.
-4. Teachers are interviewed only by the superintendent of schools and any other administrative officer designated by the superintendent and later awarded contracts on recommendation of the superintendent.
-5. No set procedures are followed.

If you do not feel your present system of personnel selection is satisfactory, how it could be improved?

B. EMPLOYMENT OF CERTIFIED PERSONNEL

(Except Superintendent)

(Check One)

-1. The Board of Education employs teachers, principals, supervisors only on recommendation of superintendent.
-2. The Board of Education usually follows the superintendent's recommendation, but occasionally extends a contract to a teacher without the superintendent's endorsement.

-3. The board of education does not seek the advice of the superintendent relative to employment of teachers, but acts at its own discretion.
-4. The board has no set policy on employment of school personnel.

If, in your opinion, the procedures now used in your system are not satisfactory, state briefly how they might be improved.

C. NON-CERTIFIED PERSONNEL
(Clerks, Bus Drivers, Janitors)

(Check One)

-1. The board employs only on recommendation of superintendent all non-certified personnel.
-2. The board feels professional opinion is less necessary in selection of non-certified personnel so employs at its own discretion.
-3. The board usually employs non-certified personnel on recommendation of superintendent with an occasional exception.
-4. The board has no set procedure for employment of non-certified personnel.

If you feel the method of selection of non-certified personnel is not satisfactory in your school system, how might it be improved?

D. BOARD MEMBERS RELATIONSHIP WITH SCHOOL PERSONNEL

(Check Appropriate Items)

-1. Members of the school's professional and non-certified personnel are encouraged to present problems and complaints to board members who in turn present them to the board when it is in executive session.
-2. It is a policy of the Board of Education that all complaints and problems first be referred to the superintendent of schools. If satisfactory settlement cannot be made, the superintendent then arranges for the employee to appear in person for a hearing before the board in executive session.
-3. While school employees, professional and non-certified, visit socially with board members—school matters of a controversial nature or personalities are not discussed.
-4. The board has no policy governing its relationships with its employees.

If you are not pleased with your present school board-school employee relationship, how would you suggest that improvement could be made?

II

SCHOOL BUDGET PRACTICES

A. PREPARATION OF BUDGET

(Check One)

-1. The school budget is prepared by the superintendent who presents it to the board of education for study; revision, if necessary; and later for final approval.
-2. The budget is prepared by the board of education without consulting the superintendent.
-3. The school budget is planned by a committee of board members with superintendent acting as consultant, and board as a whole approving the final draft.
-4. The board has no set plan for handling matters pertaining to the school budget.

If you are not satisfied with present budget practices in your school how would you suggest improvements might be accomplished?

B. PURCHASING PROCEDURES

(Check Appropriate Items) -

-1. All purchasing of school supplies and equipment is delegated to the superintendent of schools or to an employee of the board of education responsible to the superintendent.
-2. A board member is the authorized purchasing agent for the board of education.
-3. All purchasing of school supplies and equipment is accomplished through one central office with approval of purchasing agent.
-4. The superintendent is delegated authority to make purchases necessary for the day to day operation of the schools without prior board approval, except purchases amounting to \$..... or more which must first have board approval.
-5. The board has no set procedure for purchasing school supplies and equipment.

If you are not satisfied with present procedures in purchasing, indicate briefly how improvement could be made in your system in this area.

C. BIDS AND CONTRACTS RELATIVE TO PURCHASING

(Check Appropriate Items)

-1. No expenditure involving an amount greater than five-hundred dollars is made by the board of education except in accordance with the provisions of a written contract.
-2. No contract involving an expenditure of more than one-thousand dollars is made except upon submission of sealed proposals, and to the lowest responsible bidder.
-3. Local business men are favored with the school's business, though the same quality merchandise might be purchased for less money elsewhere, on the basis that they are taxpayers and deserve the business.
-4. The board assumes the attitude that tax money for schools is raised to provide the best educational opportunities for boys and girls and in keeping with this philosophy makes purchases where the highest quality merchandise for the lowest price prevails, regardless of geographical location of seller.

If you feel the present methods used relative to bids and contracts are unsatisfactory, state briefly how improvement could be realized.

III

FUNCTIONS OF BOARD MEMBERS

Place an (X) opposite each item which, in your opinion, is a proper function of the board of education:

-1. Personally supervise the school's instructional program.
-2. Employ a superintendent of schools.
-3. Supervise non-certified school employees.
-4. Act as a legislative group to formulate school policy.
-5. Maintain executive control of the schools.
-6. Appraise or pass judgment on any or all phases of school's progress.
-7. Provide finances for adequate facilities and qualified teachers.
-8. Ascertain that local business men get their share of the school's business since they are taxpayers.
-9. Protect the welfare of children from pressure groups and politicians.
-10. Keep close watch on teachers to be sure they don't smoke, drink alcoholic beverages, or violate any social standard expected of teachers.
-11.
-12.

IV

BOARD OF EDUCATION COMMITTEES

(Check Appropriate Items)

-1. The president of the board appoints standing committees annually.
-2. Temporary committees are appointed for a specific task, usually to seek information and report back to the board in executive session where final action is taken.
-3. Board of education committees are frequently delegated executive authority.
-4. The board of education acts as a committee of the whole with no sub-committees.
-5. No set procedures are observed by the board relative to committees.

If you are not satisfied with present procedures of your board in connection with committees, how could the situation be improved?

V

WRITTEN POLICIES AND REGULATIONS*

(Check One)

-1. The school policies and regulations are in writing, revised annually, and issued to all employees and other interested persons.
-2. School policies are in writing only in the minutes kept of regular and special board meetings.
-3. No set procedures are followed relative to policies and regulations of the board of education.

Are you satisfied with your system relative to policies and regulations? Yes..... No.....
If not, what improvement would you suggest?

VI

SUPERINTENDENT-SCHOOL BOARD RELATIONS

- Place an (X) before the following materials with which you are familiar:

-1. Criteria for accrediting a school with reference to the school board-superintendent relationships as stated in Kansas Secondary High School Handbook.
-2. Criteria for accrediting a school with reference to the school board-superintendent relationships in North Central Association literature.
-3. Kansas School Laws.

*If you have written policies and regulations please send a copy.