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Characteristics of
**LOCAL SCHOOL
BOARD POLICY
MANUALS**

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Foreword

PUBLIC EDUCATION in the United States is a function of the States. In discharging this responsibility each State has recognized that a considerable degree of local control of education is essential. The establishment of local school districts and the creation of local boards of education to administer school district affairs reflect this point of view.

This decentralized control of education places heavy responsibilities on local boards of education. Although State mandatory laws and regulations governing education must be followed, numerous decisions on educational matters have been left to the discretion of local boards. It is not surprising that educational policy making is commonly regarded as the most important function of local school boards.

This bulletin is the first in a series of studies on local school board policy. The purpose of this study is to provide information dealing with the characteristics of a number of board manuals. These characteristics have not been presented as recommendations, but rather as an indication of what some boards have considered to be important elements of policy manuals.

In conducting this study valuable assistance was given by many individuals. The Office of Education expresses appreciation to the executive secretaries of State school board associations and others who assisted in locating policy manuals and to the superintendents who furnished the manuals.

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CHAPTER 1

Introduction

OVER the years increased recognition has been given to the importance of the work of local boards of education. Evidences of this may be found in the growing number of articles and books devoted to school boards and their work, in the rapidly growing body of school board research, and in the formation of State school board associations in every State for the purpose of providing services to local boards. The major emphasis in these developments has been focused on improving the effectiveness of school boards as educational policy-making agencies. One important aspect of this emphasis in recent years has been the attention given to written statements of board policy, or manuals setting forth in systematic fashion important school board decisions.

Interest in written policies grows

The development of written statements of policy by boards of education is a relatively new movement. References to written policies in the literature of several decades ago are practically nonexistent. Surveys made as late as 1946 indicated that few boards were concerned with written policies. In all but a few school systems, board policies were unwritten or were scattered throughout the official minutes.

Within more recent years it has been almost impossible to find a publication dealing with school board activities that does not make reference to written policies. Recent surveys, while revealing that the practice of developing written policies is far from universal, indicate that more and more boards are interested in developing them.

This movement has gained the widespread attention and support of authorities in the field of school administration. Increasingly in

recent years they have emphasized that written statements of policy constitute an important influence in the operation of school systems. They have pointed out a number of advantages written policies bring, including the following: (1) Foster continuity, stability, and consistency of board action, (2) enable the board to provide for many affairs or conditions in advance of their happening, (3) save time and effort by eliminating the necessity of having to make a decision each time a recurring situation develops, (4) facilitate the orderly review of board practices, (5) aid boards in appraising educational services, (6) improve board-superintendent relationships, (7) reduces pressures of special interest groups, (8) help in the orientation of new board and staff members, (9) enable staff members to understand their work in relation to the total activities of the school system, (10) facilitate the improvement of staff morale by providing uniform and fair treatment (11) keep the public and school staff informed of board action, and (12) give lay citizens a better understanding of how they can work with school authorities in building a good school system.¹

Terminology used

Although authorities in the field of school administration are generally agreed on the desirability of school board policies being systematized in written form, there are certain differences in usage of terminology that should be recognized at this point.

In referring to such school board codes, some authorities have used such titles as "Written Board Policy" or "Statement of Policies." Other authorities have used titles such as "Written Rules and Regulations" or "Code of Rules and Regulations." In both types of instances, the terms *policies* and *rules and regulations* have been broadly used, in a generic sense, with respect to board decisions and actions which have been systematically arranged in a manual or similar document.

However, both these terms have been used in a more specific sense by a number of authorities. In these instances, distinctions have been made with respect to the meaning of the terms *policies*

¹ For other summaries of advantages see:

American Association of School Administrators and National School Boards Association. *Written Policies for School Boards*. Washington, D.C.: the Association, 1955. pp. 8-9.

Ohio Education Association. *School Personnel Policies*. Columbus: the Association, 1955. p. 6.

Bolley, John W. *Statement of Policies*. Albany: New York State School Boards Association, Inc., 1956. p. 6.

Smith, Max S., and Smittle, W. Ray. *The Board of Education and Educational Policy Development*. Ann Arbor: Edwards Inc., 1954. p. 2.

and *rules and regulations*. For example, a 1955 publication of the American Association of School Administrators and the National School Boards Association has made the following distinctions:

When applied, school board policies become statements which set forth the purposes and prescribe in general terms the organization and program of a school system. They create a framework within which the superintendent and his staff can discharge their assigned duties with positive direction. They tell what is wanted. They may also indicate why and how much.

There is growing acceptance of the view that policies should not deal with the detailed descriptions of the ways in which the purposes and objectives are to be accomplished. These specific directions, telling how, by whom, where and when things are to be done, are coming to be labeled as rules and regulations. They apply policy to practice. It is possible, even likely, that several rules or regulations will deal with the application of one stated policy.²

Similar distinctions have been made in a number of State handbooks or bulletins prepared for school board use. In these, as in the above quotation, the term *policies* is applied to general statements of the board indicating how it will decide cases or problems that may arise in a given aspect of its responsibilities, and the term *rules and regulations* is applied to directions required for implementing policies.³

Where such distinctions have been made, there is a notable lack of agreement concerning what a school board's code should include. Some recommend that it should include the board's policies and also the rules and regulations adopted by it. Others recommend that the code should contain policies only, that the administrative rules and regulations necessary for implementing policies be incorporated in a separate document.

The difficulty of always maintaining a clear-cut distinction between policies and rules and regulations has been pointed out in some publications prepared for school board use. One such publication states:

Policies and rules merge one with the other. It is not always easy to see where one begins and the other leaves off. It is no great matter if some rules find their way in among policies. It will not ordinarily be difficult to identify what is policy and what is not, but there will be points at which different boards will exercise different judgments. What one views as policy, another will view as rule. Such variations are certainly acceptable. What is desired is a clear concise statement

² American Association of School Administrators and National School Boards Association. *Written Policies for School Boards*. Washington, D.C.: the Association, 1955. p. 6.

³ For specific illustrations of such distinctions see:

Carpenter, W. W., Capps, A. G., and Townsend, L. G. *Suggestions for Procedure for Missouri Boards of Education*. Columbia: University of Missouri (Bulletin No. 64, Education Series), 1956. p. 18.

Polley, John W. *Statement of Policies*. Albany: New York State School Boards Association, Inc., 1956. p. 2.

Washington State School Directors Association. *Boardmanship*. Olympia: the Association, 1958. p. 7.

of how the board intends to operate. Good form will help bring this about but the goal is effective, efficient operation and not the form of the final document.⁴

In this study the term "school board policy manual" has been used in referring to the documents, or manuals, which have been analyzed. As will be noted later, in this analysis, no attempt was undertaken to make distinctions between board policies and rules and regulations as made by some authorities quoted in this chapter.

⁴ Polley, *op. cit.*, p. 2.

CHAPTER 2

General Features of the Manuals

AS BOARDS OF EDUCATION become increasingly interested in improving their effectiveness, there is every likelihood that more and more of them will be involved in the preparation of comprehensive policy manuals. The purpose of this study is to provide information that will be of assistance in the development of such manuals.

The information presented is based on an analysis of the content of the manuals developed in 60 local school systems. These were obtained through the cooperation of executive secretaries of State school board associations and others who furnished the names of a number of school systems that had developed policy manuals. Each of these school systems was contacted and asked to furnish a copy of its manual for analysis. A sizable number of those contacted reported that their manuals were then in process of development or revision and copies could not be furnished. However, 60 manuals suitable for the purposes of this study were received.

Distribution of the manuals

No attempt was made to collect the manuals for the study on the basis of a statistical sample. Likewise, no claim is made that the manuals collected are representative of all board policy manuals.

State representation.—The 60 manuals analyzed in this study were furnished by school districts in 17 States. The number from each State was as follows:

Colorado.....	6	New York.....	6
Delaware.....	1	North Carolina.....	1
Idaho.....	1	North Dakota.....	1
Illinois.....	7	Pennsylvania.....	9
Indiana.....	5	Tennessee.....	1
Kansas.....	3	Texas.....	9
Louisiana.....	2	Washington.....	5
Michigan.....	1	Wisconsin.....	1
Nebraska.....	1		

Types of districts represented.—Forty-seven manuals were from districts commonly classified as city school districts. Some of these city districts included adjacent suburban or open country areas; a few were incorporated suburban areas adjacent to large cities. County and township districts were represented by seven manuals. In addition, six manuals were from other types of districts, such as small town and village centered rural community districts.

Grade organization of districts.—Fifty-four of the 60 manuals were from districts which were 12-grade administrative units. Of the remaining 6 manuals, three were from high school districts, one was from an elementary-junior high school district, and 2 were from elementary school districts.

Size of the districts.—Nineteen of the districts represented had less than 2,500 pupils enrolled, 23 had from 2,500 to 7,499 pupils enrolled, and 18 districts had a pupil enrollment of 7,500 or more. The largest district had nearly 250,000 pupils; the smallest had 348 pupils.

Physical features of the manuals

Each manual had certain characteristics, such as size, internal arrangement, or type of cover, which distinguished it from the group. No two manuals were identical in their general physical features.

Recency.—The date of publication was given in 37 manuals; a date of revision was indicated in 16 others. These dates ranged between 1949 and 1958. Of those manuals with publication dates, over one-half were published after 1955; of those showing revision dates, one-half were revised after 1955.

About a third of the manuals were kept up to date through the use of binding materials which permitted changes or additions to be made as they occurred. A few others had revisions or additions clipped to the pages. Forty-one of the manuals contained provisions requiring an annual review of their contents.

Size.—Considerable variation in the number of pages existed, the range being from 6 to 150 pages. The average number of pages was 43. The most frequent number of pages was 23; however, this number was in only 4 manuals.

Reproduction process.—Twenty-seven manuals were printed. The others were reproduced by a duplicating process, such as mimeograph or ditto.

Comprehensiveness.—An effort was made to select comprehensive manuals that included policies on a wide variety of topics, such as employed personnel, pupils, the educational program, and business administration, for analysis. Two school systems sent in sets or series of policy manuals, each devoted to one general topic such as

personnel or the guidance program. These were used because each complete set corresponded to one comprehensive manual. When only one manual dealing with a single general topic, such as personnel, was received, it was not included in this study.

Distinguishing between policies and rules and regulations

Most of the manuals were so constructed that it was impossible to make clear-cut distinctions between board policies and rules and regulations with the degree of consistency that would have been necessary. Because of this no attempt was made to classify statements in the manuals as being policies or rules and regulations.

A wide variety of descriptive section headings were used in organizing the statements in the manuals, such as *general policies, rules and regulations, policies and regulations, resolutions, and standard procedures*. Statements titled in some manuals as board policies were titled in others as rules and regulations or as general procedures. For example, similar statements describing the superintendent's duties and responsibilities were labeled in some manuals as board policies and in others as rules and regulations.

Some manuals indicated, by the use of such titles as "Policies and Regulations" or "Policies and Procedures," that their contents contained other information in addition to policy statements. However, the practice of separating what were termed policies from the other materials was confined to only a few manuals.

Arrangement of topics

The manner in which the various topics are arranged in a policy document merits attention. Obviously the simplest method would be to list the statements randomly or chronologically. Such arrangements are similar to official board minutes and have the same limitations. What is needed is a classification system that is logical and usable.

An examination of the 60 manuals revealed no common pattern of internal arrangement. Widespread lack of uniformity existed in both the number and sequence of major topics.

The number of major topics ranged from 2 to 30. Two-thirds of the manuals had fewer than 12. Part of this wide variation was due to the content coverage of each topic. In some manuals broad major topics, such as "Personnel Policies," were used; in others narrow topics, such as "Leaves of Absence."

None of the manuals had precisely the same sequence pattern. Usually, but not in all cases, the first major topic contained provisions related to the internal operation of the school board. In some instances, the first section presented a code of ethics for board members, a statement of the board's philosophy, a description of the school district, or an explanation of the derivation of the board's authority. Beyond this first section even less uniformity existed in the sequence of the major topics.

Method of analyzing manual content

To provide a systematic basis for analyzing the content of the manuals, an initial list of topics was compiled from those in the suggested outlines of board manuals developed by State school board associations and in books, pamphlets, and other materials concerned with board policy. Other topics were added to the initial list after checking it for completeness by comparing the list with provisions contained in 4 of the 60 board manuals. After subdividing the final list into broad subject areas, each topic was placed in a column on the tabulation sheets.

Attention in the tabulating process was focused on determining the various types of items covered in each manual rather than the detailed provisions specified for each item. For example, if a manual contained a statement specifying fees charged non-school groups for using school building facilities, only the fact that the manual contained such a statement was recorded, but the amounts charged were not recorded. Likewise, when a manual contained a negative policy, such as, "Leaves of absence for exchange teaching will not be granted because of the shortage of teachers," it was recorded as having a policy on exchange teaching.

References to State laws

Provisions included in the manuals that were based on mandatory State constitutional and statutory requirements were not always clearly distinguishable from the provisions enacted by boards of education under permissive State legislation. In some manuals the provisions which were condensed versions or quotations of legal requirements were indicated by specific legal citations, by statements specifying that the provisions were legal requirements, or by asterisks; others included no such distinguishing references. For example, some manuals specified that employee sick leave would be granted in accordance with State law or indicated that a portion of the sick leave granted

was in addition to State requirements; others set forth sick leave provisions without indicating whether or not the provisions were based on mandatory legal requirements. Similar situations existed in regard to other provisions, such as those dealing with the selection of board members, discipline of pupils, transportation, employee tenure, and the curriculum.

Because of these variations no attempt was made in the analysis to distinguish between provisions that were mere fulfillments of State mandatory requirements and those which were enacted by the school board as a matter of choice. To have made such distinctions would have also required a detailed analysis of the laws of each State which would have been beyond the scope of this study.

Influence of size of school district

The possibility of the size of the school district influencing policy coverage was considered in a preliminary analysis. For this purpose the topics treated in the 60 manuals were classified and analyzed under three size categories according to pupil enrollment of the districts. The size categories used were (1) under 2,500 pupils, (2) 2,500 through 7,499 pupils, and (3) 7,500 pupils and over; the number of manuals falling within each of these categories were 19, 23, and 18, respectively.

Although some variations were noted in policy coverage among the three-size groups, no marked deviation patterns were discernible. Perhaps this was due to the fact that education is basically composed of the same elements regardless of the size of the school district. For example, every operating school district has a board of education, employed personnel, pupils, school buildings, and an educational program. If a school board prepares a comprehensive policy manual for the operation of the district, policy provisions are likely to be included for each area of operation. Minor variations in coverage may exist due to differences in the services provided; for example, one district may have a pupil transportation program and another district may not.

CHAPTER 3

Board of Education Bylaws

THIS chapter deals with the provisions in the 60 board policy manuals that are sometimes referred to as *board bylaws*. That is, the provisions discussed here specified how the internal affairs of school boards should be conducted. They include such matters as the selection, orientation, compensation, resignation, and dismissal of board members; functions and duties of the school board; conduct of board meetings; duties and responsibilities of board officers; and the establishment of board committees.

These statements or bylaws governing organization, procedures, and deliberations assist boards of education in conducting their affairs in an efficient manner. They enable boards to proceed with their tasks in an orderly fashion. For example, the adoption of an order of business to guide meeting procedures provides the board with a means of systematically handling its business. In addition, efficiency of operation is sustained when changes in board personnel take place. As new board members are selected, they can become quickly acquainted with established working procedures if written bylaws are available.

Recognition by nearly all of the boards of education of the importance of adopting such ground rules to facilitate accomplishment of their work was apparent from an examination of the manuals. Although in many instances these provisions were not specifically labeled as board bylaws, all but one of the manuals contained statements on how the boards were to conduct their affairs.

Some of the manuals had more extensive bylaw coverage than others. The types of items covered by these bylaws are summarized in table 1. None of the 59 manuals with board bylaws had provisions relating to every item listed in this table. Part of this may be due to the fact that some items were already covered by State statutory

provisions and no necessity was felt for restating these mandatory provisions in the board policy manual. Other boards apparently desired to have State mandatory requirements relative to board operating procedures and their own provisions compiled in one document.

Table 1.—Number and percent of manuals containing specified bylaw items

Item	Number of manuals	Percent of manuals
Selection of board members.....	42	70.0
Orientation of board members.....	1	1.7
Travel expenses and compensation.....	6	10.0
Resignations of board members.....	2	3.3
Dismissals of board members.....	2	3.3
Board functions and duties.....	45	75.0
Board officers.....	48	80.0
Board committees.....	43	71.7
Board meetings.....	59	98.3
School board associations.....	8	13.3
Development and use of policies.....	56	93.3

Selection of board members

Provisions governing the selection of school board members, as evidenced by the inclusion of such provisions in nearly three-fourths of the manuals, were considered important topics for policy manuals. These provisions usually specified State requirements on such matters as the qualifications necessary for board membership, procedures for selecting board members, time of selection, term of office, and procedures for filling vacancies.

Orientation of board members

Statements regarding the orientation of new board members were practically nonexistent. Only one manual recognized the orientation of new members as being a responsibility of older board members. This manual provided that the board of education would plan and execute an orientation program for each new board member.

Travel expenses and compensation

The inclusion of statements relating to travel expenses and compensation of board members was not a widespread practice. Of the

six manuals with such provisions, four provided that board members would be reimbursed for expenses and two stipulated that board members would receive compensation for their services in addition to reimbursement for expenses.

Resignations of board members

Statements relating to the resignation of board members were not usually included in manuals. Several specified that board members must resign if they moved their residence outside the school district. In all probability such a provision can be found in the laws of each State.

Dismissal of board members

Only two manuals contained provisions regarding the dismissal of school board members. In both instances the provisions were limited to setting forth the reasons for dismissal.

Board functions and duties

Three-fourths of the boards considered it important to state their functions and duties in the manuals. Twenty of the manuals contained statements covering both general functions and specific duties. Thirteen others included only general functions and 12 more listed only specific board duties.

The general functions were usually related to policy-making and appraisal activities of the school board. For example, one board expressed its general functions in these statements:

The Board shall provide for a school system and establish general policies in keeping with the wishes of the community and the requirements of State law. The Board shall establish policies and regulations which, in its judgment, seem necessary and desirable in the fulfillment of its duties. The Board's functions primarily are legislative and evaluative in nature.

Board duties specified varied from manual to manual. Some of the more common ones pertained to employing teachers, providing school buildings, levying taxes, and approving budgets. In addition to listing a number of specific duties, several manuals contained an all inclusive statement, such as, "It is the responsibility of the Board of Education to perform all specific duties imposed upon it by State statutes."

Board officers

Four of every 5 manuals contained bylaws about board officers. In most instances these provisions listed the duties and responsibilities of individual board officers, such as the president, vice-president, and secretary of the board. Several manuals also indicated the reasons and procedures for dismissing board officers.

Board committees

The type of organizational pattern established by a board of education for conducting its business is important, because it affects not only board procedures but may also influence operating procedures of the entire school system. Nearly three-fourths of the manuals gave consideration to the internal organization of the board. Thirteen of the manuals contained bylaws authorizing the establishment of both standing and special board committees. Twenty-five other manuals indicated that only special committees were authorized, and four others provided for standing committees only. Several of the manuals mentioned that the ordinary procedure was to have only special committees but that certain standing committees, such as committee on Americanism, had been established in order to comply with State requirements.

In addition to the manuals which were silent on the question of committees, there was one other which specifically stated that no committees were authorized, that the board would always function as a whole.

Of the manuals having provisions for board committees, most contained bylaws which specified how the committees were to be established. Usually the president of the school board was authorized to appoint all committees. In addition, a few manuals also indicated names of the standing committees authorized and set forth their duties and responsibilities. The authority of special committees was usually limited by such statements as, "The function of special committees shall be factfinding, deliberative, and advisory but never legislative or administrative," or "Such committees will serve until their purpose has been accomplished and/or they are discharged."

Board meetings

As perhaps could be expected, bylaws governing school board meetings were of concern to practically all of the boards.

Types of meetings.—Fifty-nine of the 60 manuals had bylaws related to one or more of the following types of board meetings:

organizational, regular, and special. The general practice was to include bylaws on all three types of meetings. These bylaws pertained to such matters as the time, place, and items of business to come before organizational meetings; the time, place, and frequency of regular meetings; and procedures for calling special meetings.

Executive sessions.—Almost two out of every five manuals indicated that executive sessions of the board could be held. In some instances limitations were placed on board actions while in executive session, such as one requiring the sessions to be deliberative in nature and for all formal actions to be taken in an open meeting.

Open meetings.—Bylaws providing for open meetings were contained in over one-half of the manuals. Usually all board meetings were open to the public except for executive sessions.

Conduct of meetings.—More than 85 percent of the manuals had bylaws dealing with methods for conducting meetings. These bylaws covered a wide variety of topics, such as adherence to the agenda during the meeting; order of business; use of *Robert's Rules of Order*; absence of board officers; method of voting; making motions; transaction of all business in official board meetings; participation in meetings by superintendent, other staff members, and citizens; and procedures for adjournment.

Minutes.—Four of every five manuals contained provisions relating to board minutes. These provisions dealt with such matters as the content, approval, distribution, storage, and public inspection of the minutes.

School board associations

Eight manuals contained bylaws on membership in State school board associations. Usually these bylaws specified the intention of the board to belong to the State school board association and authorized the payment of association dues from district funds.

Development and use of policies

Most of the manuals had one or more provisions relating to the development and use of board policies. These provisions included such matters as methods of developing and adopting policies; the personnel responsible for interpreting, executing, and appraising policies; procedures for suspending a policy; and the frequency of scheduled policy revisions. Only the provisions specifying the personnel responsible for policy execution and the frequency of scheduled revision of policies were found in more than 50 percent of the manuals.

CHAPTER 4

Employed Personnel Administration

ALL of the manuals contained statements, some of them many statements, dealing with personnel administration matters. The reasons for this emphasis are not difficult to see. The increasing size and complexity of school organization, coupled with unprecedented problems of personnel shortages and rapid increases in enrollment, point up the need for board personnel policies. Development of an able staff is of such significance that it should not be left to mere chance. Spur-of-the-moment decisions which are apt to hinder the selection and retention of the most competent personnel can be avoided by the adoption of personnel policies.

All employees desire to have a sense of security in their work, as well as fair treatment. While this cannot be accomplished entirely by the adoption of policies, when policies providing for sound and consistent action are adopted, they will greatly aid in giving employees a sense of security and fair treatment. Day-by-day decisions that vary with regard to similar personnel problems do not encourage efficient work or loyalty to the school system.

Coordination of activities is necessary for efficient operation of a school system. This involves the establishment of an overall pattern of working relationships. To accomplish tasks in the most effective manner, employees need to know what is expected of them and see their jobs in relation to the work of other employees and to the total scheme of activities in the school system. This can be facilitated through the adoption of personnel policies that define each sphere of activity.

GENERAL ADMINISTRATIVE POLICIES

Practically all manuals contained provisions governing some overall aspects of personnel administration. Such statements dealt with the administrative organization of school systems, board-superintendent relationships, and board relationships with other staff personnel.

Administrative organization

Four out of every five manuals had provisions governing the administrative organization of the school system. Although the specific nature of these provisions varied from manual to manual, they generally dealt with such matters as administrative positions authorized by the board of education, coordination of personnel efforts, and channels of communication and authority. In addition, charts which outlined the administrative organization of the school system were included in 14 manuals.

Board-superintendent relations

Policies which attempted to clarify general working relationships between the board of education and the superintendent were found in nearly 80 percent of the manuals. These policies, in most instances, expressed in broad terminology the scope of the superintendent's authority and the board's dependence upon the superintendent as its executive officer. Typical of the general tenor of such policies was the following statement in one manual: "The board shall leave in the hands of the superintendent all matters of decision and administration which come within his scope as an executive or as a professional educator and as determined by board policy."

Although the above type of policy, one which delegates to the superintendent broad powers and implies a single chief executive, was most common, not all of the policies dealing with board-superintendent relationships were of this nature. A few manuals indicated that the school system operated under a dual executive system—one executive officer for instructional matters and another one for business matters.

Not all of the policies that have an influence on board-superintendent relationships are considered in this particular section. Other policies that indirectly affect board-superintendent relationships, such as those defining the responsibilities of each in the selection of personnel, are discussed in subsequent sections of this study.

Board staff relationships

Almost one-half of the manuals included policies dealing with relationships between the board of education and staff members other than the superintendent. Most of these provisions pertained to the procedures for handling personnel complaints. For example, one of these policies stated:

All communications or reports to the board, or to any committee of the board from principals, supervisors, teachers, or other employees, shall be submitted through the superintendent of schools. Nothing in this paragraph, however, shall be construed as denying the right of any employee to appeal to the board from the decision of the superintendent on any important matter provided the superintendent shall have been served with notice of the appeal.

WIDE RANGE OF PERSONNEL POLICIES

In addition to the policies on administrative organization and the relationships of the board to the superintendent and school system staff, all of the manuals contained other provisions covering personnel administration matters. Although most manuals had provisions dealing with many aspects of personnel administration, others were not so highly developed in this area. In many instances, however, more space was devoted to personnel administration than to any other area. The specific items dealt with covered a broad range, and were so numerous and varied that it was necessary to classify them in categories. These categories are: (1) Employment processes, (2) job requirements, (3) salaries and related benefits, (4) professional growth, and (5) personnel placement changes. The various provisions falling within each of these five categories are shown in table 2.

This table, in addition to showing the number and percent of manuals having specified personnel administrative provisions, also indicates the personnel covered by them; that is, it shows whether a given provision applied to both professional and nonprofessional employees, only professional employees, or only nonprofessional employees.

For purposes of this study, professional personnel were considered to be a school districts' administrative, supervisory, and instructional employees, such as superintendents, supervisors, principals, and teachers. The term nonprofessional employees was used to include such employees as secretaries, clerks, custodians, cooks, painters, carpenters, and bus drivers.

Table 2.—Number and percent of manuals containing specified personnel administration provisions, by types of positions covered

Topics	Total manuals		Positions covered					
			Professional and non-professional employees		Professional employees only		Nonprofessional employees only	
	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Per-cent
1	2	3	4	5	6	7	8	9
EMPLOYMENT PROCESSES								
Selection of personnel.....	57	86.0	23	26.7	3	6.0	2	2.3
Personnel qualifications.....	54	80.0	25	28.3	17	28.3	2	2.3
Contracts.....	41	62.3	11	12.3	26	43.3	4	6.7
Initial placement.....	44	72.3	26	32.3	5	8.3	1	1.7
Orientation.....	6	10.0	1	1.7	5	8.3		
JOB REQUIREMENTS								
Duties and responsibilities.....	53	82.3	26	30.7	26	41.7		
Length of working day.....	43	71.7	18	20.0	15	25.0	10	16.7
Absences during working day.....	24	40.0	9	10.0	11	18.3	4	6.7
Outside employment.....	9	15.0	5	5.3	4	6.7		
Professional conduct.....	31	51.7	3	3.0	28	46.7		
Personal conduct.....	12	20.0	3	3.0	9	15.0		
Religious and political activity.....	20	33.3	10	16.7	10	16.7		
Teaching load.....	13	21.7			13	21.7		
SALARIES AND RELATED BENEFITS								
Salaries.....	51	86.0	31	51.7	19	31.7	1	1.7
Tenure.....	26	43.3	5	5.3	21	35.0		
Sick leave.....	45	75.0	25	28.3	8	13.3	2	3.3
Maternity leave.....	26	46.7	12	21.7	15	25.0		
Personal leave.....	26	43.3	20	23.3	18	30.0		
Military leave.....	21	35.0	12	21.7	8	13.3		
Vacations.....	23	38.0	14	23.3	2	3.3	17	28.3
Retirement.....	41	68.3	27	45.0	10	16.7	4	6.7
Miscellaneous fringe benefits.....	26	46.7	26	41.7	1	1.7	2	3.3
PROFESSIONAL GROWTH								
Supervision of personnel.....	26	43.3	26	41.7	7	11.7	6	10.0
Evaluation of personnel.....	20	35.0	13	21.7	26	41.7	1	1.7
In-service education.....	66	88.3	17	28.3	26	45.0		
Graduate study leave.....	20	35.0			20	35.0		
Exchange teaching.....	7	11.7			7	11.7		
PERSONNEL PLACEMENT CHANGES								
Promotions.....	10	16.7	8	12.3	1	1.7	1	1.7
Filling vacancies.....	8	13.3	3	3.0	4	6.7	1	1.7
Transfers.....	26	46.7	21	25.0	7	11.7		
Demotions.....	7	11.7	5	5.3			2	3.3
Resignations.....	16	26.0	8	10.0	10	16.7	3	5.0
Dismissals.....	47	78.3	25	28.3	10	16.7	2	3.3

Employment processes

Every school system annually faces the task of selecting new personnel and getting them properly placed in their jobs. To accomplish this task successfully and with the greatest efficiency, sound personnel policies are needed on such matters as selection procedures, job qualifications, contracts, orientation, and initial placement.

Selection of personnel.—More manuals contained provisions governing the selection of personnel than for any other personnel topic. As a general rule, the manuals covered the selection of both professional and nonprofessional personnel.

Selection provisions commonly set forth the responsibilities to be assumed by the board of education and those by the superintendent. Frequently included were broad policies which stated that the board of education would select the superintendent and that all other personnel would be selected from nominations made by the superintendent. In some instances there were also provisions specifying conditions to be met in the selection process, such as requiring the selection of the superintendent to be by a majority vote of the whole board. Provisions found to a lesser extent pertained to such matters as application forms, interviews, conduct of candidates, and the release of names of unsuccessful candidates to newspapers.

Qualifications of personnel.—Most manuals contained qualifications which personnel had to meet for employment. Usually qualifications for both professional and nonprofessional positions were specified. However, nearly 30 percent of the manuals specified qualifications for professional positions only.

Some of the qualifications were general in nature, applying to all positions. Such qualifications included age, health, residence, and citizenship requirements. Others were of a more specific nature and were applicable to a particular position, such as director of instruction, guidance counselor, teacher, or custodian. The more common ones that were applicable to professional positions dealt with certification requirements, minimum education, and experience. Those pertaining to nonprofessional positions usually required the applicant to be able to perform a certain task, such as passing a stenographic test or securing a bus driver's license.

Contracts.—Nearly 70 percent of the manuals contained provisions governing the issuance of personnel contracts. More concern was shown for professional personnel contracts than for nonprofessional personnel contracts as evidenced by the large number of manuals that had provisions for professional personnel only.

Various aspects of personnel contracts were included in the manuals. For example, policies were found that stated:

Personnel contracts are to be written and signed by board officers as provided by law.

The contract of the superintendent is to be mutually agreed upon.

All teachers and regularly employed personnel are to be given contracts.

Written contracts will not be given to noncertificated employees.

Initial placement of personnel.—Provisions governing the initial placement of employees were found in nearly three-fourths of the manuals. The most frequently found policy recognized the professional responsibility involved in placement by stating, "The superintendent shall be responsible for the placement of all employees." Nearly two-thirds of the manuals provided for the placement of both professional and nonprofessional personnel.

Orientation.—Although the process of orienting new employees to the school system has received considerable attention in professional literature, it was found that only a few manuals contained any reference to this process. The few orientation provisions that were found generally pertained only to professional personnel.

Personnel duties and responsibilities

Lists of duties and responsibilities of school district personnel were emphasized in almost 9 out of every 10 manuals. In some instances more space was devoted to these duties and responsibilities than to any other topic. Nearly one-half of the manuals had such lists for both professional and nonprofessional personnel.

A close similarity was noted between these lists of duties and responsibilities and job descriptions. The lists contained the same information common to well-constructed job descriptions—a description of the activities and tasks associated with a particular position. School systems that have developed these lists should have little difficulty in preparing complete job descriptions. Once the task of defining the duties and responsibilities of a position has been accomplished, a job description can readily be prepared by including other pertinent information about the position, such as job qualifications and salary.

Some lists were rather lengthy and covered many of the detailed activities of positions. For example, one manual listed 49 duties and responsibilities for the superintendent; another one listed 32 for the high school principal. Thirty-eight pages were used in 1 manual to describe the duties and responsibilities of 21 positions.

Another significant feature of these lists of personnel duties and responsibilities was that in many instances certain policies were expressed only in these lists. For example, a statement such as, "The superintendent shall nominate all employees for employment," might be found only in the list of the superintendent's duties and responsibilities even though the manual contained a separate chapter or section on personnel policies. To examine a manual without minutely searching these lists would leave out, in many instances,

the full scope of the policies adopted by a school board. Although the primary intent of a board may be to establish the limits and bounds of a position, it unavoidably creates policies which apply to various activities throughout the school system when duties and responsibilities of a position are defined.

In lieu of specifying the exact duties of a position, a few manuals indicated that the duties of certain positions were those contained in State law or that handbooks of personnel duties and responsibilities were to be developed at a later date.

Other job requirements

In addition to specifying the duties and responsibilities of different personnel positions, some manuals also contained policies that prescribed other job requirements. These dealt with time requirements of jobs, outside employment, professional and personal conduct, and religious and political activities of employees.

Length of working day.—Provisions governing the length of the working day were found to be a common practice. In most instances the specific hours of employment were indicated; however, several policies indicated that "the work day of teachers would be prescribed by the superintendent." Most provisions dealt with the working hours for teachers and nonprofessional employees; only a few specified the working hours of the administrative staff.

Absences during the working day.—Provisions regarding personnel absences during working hours were found in two out of every five manuals. Some of these pertained to all employees, such as those dealing with time off for civic duties. Others applied to certain employees only, usually the principal and the custodian. Those applying to the principal required him to remain in the building during the school day unless someone was left in charge. Custodians were commonly required to remain on school premises during school hours.

Outside employment.—Restrictions on outside employment of school personnel were not found to any great extent. Only nine manuals had such restrictions. Some of these restrictions indicated that employees could not teach for another educational organization, sell any commodity or service that might endanger good school-community relations, or engage in certain activities, such as playing in an orchestra, on specified school nights. It should be noted that only those restrictions specifically dealing with outside employment were included here.

Professional conduct.—More than one-half of the manuals had provisions related to the professional conduct of employees. In-

cluded were references to tutoring pupils, accepting gifts, selling reference books, releasing confidential information, and proper attitudes toward fellow employees. In addition, a few manuals contained a code of ethics and several endorsed the code of ethics of the State education association.

Personal conduct.—Statements governing the personal conduct of employees were found in a fifth of the manuals. Most of the statements were concerned with the conduct of professional employees. Some manuals contained such provisions as:

"All employees are expected to present a pleasing appearance."

"Teachers are to smoke only in areas designated by the principal."

"Employees shall not drink intoxicating beverages while on the job."

"No employee shall neglect to pay personal debts."

Religious and political activity.—One-third of the manuals had policies which concerned employee religious and political activities. Some examples of these policies are as follows:

"No employee shall attempt to impose any given political or religious belief on anyone in the school system."

"Political activities of employees will not affect their employment."

"Employees are not permitted to become candidates for an elective office."

Teaching load.—Slightly more than one-fifth of the manuals had policies on teaching load. Most frequently these policies indicated that teaching loads should be equalized insofar as possible.

Salaries and related benefits

From the examination of the manuals it was found that many boards of education had adopted policies pertaining to employee welfare, particularly in reference to salaries, leaves of absence, vacations, and retirement. The widespread recognition given to these matters was not surprising. Their influence on securing and retaining competent personnel, staff morale, and efficient work is widely recognized.

Salaries.—Statements relating to the salaries of employees were found in 85 percent of the manuals. Slightly more than one-half of the manuals contained provisions pertaining to the salaries of both professional and nonprofessional personnel.

As would be expected major emphasis was given to teachers' salaries. In some manuals considerable attention was also given to the salaries of nonprofessional employees. As a general rule only brief statements were made in regard to the salaries of such personnel

as the superintendent, assistant superintendent, supervisors, and principals.

Typical of the statements regarding the superintendent's salary was, "The superintendent's salary is to be mutually agreed upon." For other members of the administrative staff some manuals specified that salaries of administrative personnel not on a salary schedule would be set by the board. In some instances salary schedules for principals were included in the manuals but this was not a widespread practice.

The inclusion of a salary schedule for teachers was a common practice. In some manuals the salary schedule stood alone as an expression of the board's statement on teachers' salaries; other manuals contained additional policies related to teachers' salaries. Some of the more common provisions provided for extra payments for extra work, acceleration on the schedule for meritorious service, and the development or annual revision of salary schedules.

Some manuals indicated the hourly-wage or monthly salary to be paid different classes of nonprofessional employees. Others had policies of a more general nature, such as, "Custodial salaries are to be fixed by the board," or "A uniform salary schedule will be developed for nonprofessional personnel."

Tenure.—Of the 60 manuals, 26 contained statements on tenure of employees, many of the 26 indicating only that the State tenure law would be followed. A few set forth some of the conditions necessary for attaining tenure status, such as serving a probationary period. Usually these tenure provisions applied only to professional personnel.

Sick leave.—The desirability of providing personnel sick leave was recognized in three out of every four manuals. In a few manuals, the sick leave provision indicated only that such leave would be granted in accordance with State law. Other manuals contained a number of statements regarding the operation of the sick leave policy. Some of the more frequently found statements pertained to the number of days sick leave granted each year, reasons for taking sick leave, procedures to follow in taking such leave, and the amount of leave that could be accumulated.

The practice of providing sick leave for both professional and nonprofessional employees was fairly common. Generally the provisions covering professional personnel specifically mentioned teachers but did not mention the superintendent, his immediate staff, or principals.

Three-fourths of the manuals also provided for the employment of substitute teachers when regular teachers were absent. These pro-

visions dealt with such matters as procedures for obtaining substitutes, qualifications, hours of duty, and pay.

Maternity leave.—Less than one-half of the manuals contained provisions on maternity leave. In most of these the provisions set forth procedures for applying for a maternity leave and the length of the leave. Others indicated only that maternity leave might be granted by the board on recommendation by the superintendent. One manual stated that maternity leave was not given. In many instances the maternity leave provisions applied to both professional and nonprofessional personnel.

Personal leave.—Provisions authorizing the absence of employees for personal reasons, such as participating in church work, serving in State legislatures, and death in an employee's family, were found in about two-thirds of the manuals. Usually personal leave time was charged against the employee's sick leave time.

As to personnel covered by such provisions, over one-half of the manuals with personal leave policies provided leave for both professional and nonprofessional personnel. The others provided this leave for professional personnel only.

Military leave.—More than one-third of the manuals contained provisions on military leave for employed personnel. In most instances these provisions included both professional and nonprofessional personnel.

Frequently the manuals only indicated that the granting of military leave would be done in accordance with legal requirements. Others specified the procedures to be followed in applying for leave and the length of time for which military leave would be given.

Vacations.—Over one-half of the manuals provided for employee vacations. Usually these provisions specified the personnel eligible for a vacation, such as all administrative employees on a 12-month basis or all nonprofessional personnel after 1 year's employment, the amount of vacation given, and scheduling procedures.

Over one-fourth of all the manuals contained vacation provisions that applied only to nonprofessional employees; less than one-fourth had provisions that included both professional and nonprofessional employees.

Retirement.—Nearly 70 percent of the manuals contained provisions relating to retirement. Some of these indicated only that State and Federal regulations governing retirement would be followed. Others gave optional and compulsory retirement ages, specified the percent to be deducted from an employee's salary, and stated that all teachers must contribute to the retirement plan. Usually both professional

and nonprofessional personnel were included in the retirement program.

Miscellaneous fringe benefits.—Almost one-half of the manuals contained statements relating to employee fringe benefits. These covered such matters as group insurance programs, supplementing the benefits provided under workmen compensation laws, and the establishment of credit unions. Usually the benefits that were specified applied to both professional and nonprofessional employees.

Professional growth

To promote the continued professional growth of school personnel while on the job is generally recognized as a function of school systems. It is imperative that school employees keep abreast of developments in education. Otherwise not only is the quality of the school program affected but also the school system is not receiving the greatest possible return from its investment in personal services.

There are a number of different ways in which boards of education can assist or encourage employees to continue their professional growth. For example, boards of education can provide adequate personnel supervisory services, grant leaves of absence for advanced study, encourage the organization of local study groups, and pay travel expenses of personnel attending professional conventions. Board policies covering these provisions and others related to professional growth were found in a majority of the manuals.

Supervision of personnel.—A majority of the manuals contained provisions providing for the supervision of all or certain classes of employees. Usually these policies assigned overall supervision of employees to the superintendent; some provided further that other personnel, such as directors of instruction, business managers, and principals, would supervise the work of specified employees, such as teachers, clerks, and custodians. Supervision of both professional and nonprofessional personnel was provided for in over 40 percent of the manuals.

Evaluation of personnel.—Nearly two out of every three manuals provided for the evaluation of personnel. In most instances these policies designated the person responsible for the evaluation, such as, "Principals shall evaluate the efficiency of each of the staff members in his school and report the same to the superintendent." A few manuals also indicated when the evaluation was to take place, procedures for filling out rating forms, and procedures to follow when an employee was rated unsatisfactory. Over 40 percent of the manuals

contained evaluation provisions which applied only to professional personnel.

In-service training.—Over 90 percent of the manuals contained policies on the in-service training of employed personnel. Some of the manuals had provisions which assigned the responsibility for conducting the in-service training program or indicated that a program would be conducted, such as, "Principals shall be responsible for maintaining programs of in-service education for teachers for the purpose of improving instruction."

There were other provisions encouraging or requiring personnel to attend university or college summer sessions; participate in conferences, staff meetings, study groups, and workshops held within the school system; visit other school systems; and to attend professional conventions. Various means were specified to encourage personnel to engage in these activities. Some of these provisions authorized extended vacations for 12-month employees attending university or college summer sessions, the payment of incentive awards to outstanding teachers attending summer sessions, salary increases as course work was completed, travel expenses for personnel attending professional conventions, and the employment of substitute teachers for teachers visiting other school systems. In most instances the in-service training provisions applied only to professional personnel.

Graduate study and sabbatical leaves.—One-half of the manuals contained provisions on graduate study or sabbatical leave for professional personnel.

Many of these manuals only cited the statutory provisions governing this leave or indicated that the board would act on each application for leave after receiving the superintendent's recommendation. Other manuals contained more elaborate provisions.

Exchange teaching.—Only a small percent of the manuals contained policies on exchange teaching. Those with such policies usually stated the number of teachers who could be granted leave each year, procedures for applying, and salary while on exchange teacher status.

Personnel placement changes

In the conduct of school operation, changes in the initial placement of personnel come about for a variety of reasons. Employees may receive promotions, request transfers, be demoted or dismissed, or resign. Board policies on such changes were not found to any great extent in the manuals, except with respect to transfers and dismissals.

Promotion.—Only one out of every six manuals had an employee promotional policy. Most of the promotional policies included both professional and nonprofessional employees.

Generally these policies assigned the responsibility of recommending school district personnel for promotion to the superintendent. Several pertained to seniority rights of nonprofessional personnel. One manual stated:

Promotion in rank or in salary shall be based upon training, type and extent of experience, tenure in the system and efficiency in accordance with salary schedules set by the Board of Education.

A few manuals also included policies on filling vacant positions. These policies usually indicated that school employees would be notified of all vacancies and that preference would be given to qualified employees in filling vacancies.

Transfers.—Almost one-half of the manuals had a policy on personnel transfers which applied, in most instances, to both professional and nonprofessional employees. Usually the provision assigned the responsibility for making transfers to the superintendent. However, some indicated that any school employee could request a transfer for himself or for a subordinate under his direction.

Demotions.—Seven manuals contained demotion policies. These frequently stated that the superintendent would recommend to the school board employees who should be demoted. Most of these policies applied to both professional and nonprofessional personnel.

Resignations.—Eighteen manuals contained policies on employee resignations. In over one-half of these manuals the policies applied only to professional personnel.

Usually these policies set forth the terms under which resignations could be made without prejudice and the penalties for resigning without board approval. For example, one manual stated:

No resignation of a teacher under contract will be accepted by the Board of Education after August 1 of each year except as special circumstances may be considered and approved by the Board. A teacher resigning after this date shall forfeit part or all of a 12th of the yearly salary in accordance with the provisions of chapter 226, section 249, SLC 1945.

Dismissals.—Provisions governing the dismissal of employees were found in nearly 80 percent of the manuals. Usually they applied to both professional and nonprofessional employees.

In many instances these provisions only referred to, or quoted, the legal provisions governing personnel dismissal procedures. Others specified that the superintendent was responsible for recommending to the school board the employees who should be dismissed. Some manuals also listed the reasons for dismissing employees such as lack of cooperation, mental or physical illness, and ineffective teaching.

CHAPTER 5

The School Program

THE ESTABLISHMENT of policies dealing with school management, pupil personnel administration, the instructional program, and auxiliary services is a major responsibility of local boards of education. Although the sources of control of education reside at the State level under our system of government, many major decisions affecting a local district's school program have been left to the discretion of the local board of education. Of course, boards must put into operation State minimum programs, but even this involves the determination of many basic operating policies. Beyond this, local boards must make decisions regarding extensions and special adaptations of State minimum programs to meet the needs of their communities. Local boards are likewise responsible for providing the framework within which professional personnel carry on educational activities of the school district.

SCHOOL MANAGEMENT

Almost all manuals contained provisions relating to school management. These provisions covered a broad range of activities and conditions, and were classified under 10 different topics in table 3. Four of the 10 topics were dealt with in more than half the manuals.

Table 1—Number and percent of manuals containing specified school management provisions

Topics	Number of manuals	Percent of manuals
School schedule.....	43	71.7
Records and reports.....	51	85.0
Instructional materials.....	45	75.0
School system publications.....	27	45.0
Teaching methods.....	8	13.3
Classroom management.....	12	20.0
Research and surveys.....	26	43.3
Money drives.....	31	51.7
Contests.....	15	25.0
Concessions and business enterprises.....	9	15.0

School schedule

Provisions dealing with the scheduling of school activities were found in over 70 percent of the manuals. The approach used by boards in providing a scheduling plan varied. For example, some boards included a school calendar in their policy manual; others placed the responsibility for preparing a yearly school calendar in the hands of the superintendent. In some instances, the boards placed certain limitations on the scheduling of school activities, such as prohibiting school activities on nights reserved for church activities or on Sunday and on any nights Sunday through Thursday.

In addition some manuals contained provisions which indicated the duration of certain activities. Some also dealt with the length of the elementary school day and the length of the school year.

Records and reports

Since the management of any large scale endeavor depends upon adequate records and reports, one would expect to find a number of provisions dealing with records and reports. This was certainly true in the manuals examined, because more of them contained statements on records and reports than on any other school management topic. Frequently these statements required the superintendent to submit reports on the status of school district affairs to the school board and to maintain necessary supporting records. Less frequently found were provisions regarding storage of records and availability of records for public inspection.

Instructional materials

Three-fourths of the manuals contained provisions relating to instructional materials. Although these covered a wide variety of matters, the most prevalent provision dealt with the personnel and procedures involved in the selection and distribution of textbooks. Some also pertained to furnishing other types of instructional materials such as paper, workbooks, band instruments, and chemistry supplies.

School system publications

Less than one-half of the manuals contained policies governing school system publications. These policies were of two kinds. One type authorized or required the preparation and publication of specific items, such as courses of study, annual reports, and superintendents' bulletins. The other type placed limitations on the preparation of publications, such as requiring all printed materials to be approved by the superintendent before publication.

Teaching methods

It is generally agreed that determination of teaching methods is a task for educators rather than for school boards. The great majority of manuals reflected this point of view, for only 8 of the 60 had statements on teaching methods. Wide differences in the types of statements were noted. At one extreme was a policy that stated, "The school district is not committed to any one method of teaching." At the other extreme was a policy which prescribed procedures to be used by teachers in conducting learning activities.

Classroom management

Twelve manuals included statements on classroom management. Usually these were of an extremely detailed nature and were perhaps better suited for a teachers' handbook or a superintendent's bulletin. For example, some directions specified that teachers should meet classes at the door; prepare lesson, dismissal, and seating plans; designate a period for announcements; and maintain adequate heat, light, and ventilation.

Research and surveys

Less than one-half of the manuals had policies dealing with research studies and surveys to be made in the school system. Most frequently found were statements requiring the superintendent to conduct a continuous study of school conditions. In some instances the boards were more specific and indicated types of studies to be made, such as building surveys, personnel studies, community opinion surveys, and long-range financial studies.

Money drives

Over one-half of the boards were evidently concerned about the use of school personnel and time for money drives. Many of these boards had adopted policies prohibiting nonschool groups from conducting money drives within the schools without authorization from the superintendent. Sixteen manuals contained policies prohibiting employed personnel and pupils from engaging in money drives.

Concessions and business enterprises

Policies governing concessions and business enterprises conducted on school property were set forth in only a few manuals. These usually dealt with the sale of food on school premises by school-related groups. Several manuals assigned the responsibility of supervising the sale of commodities on school grounds to the superintendent.

Contests

A fourth of the manuals had policies governing contests held within the schools. Most of these specified that all contests must be approved by the superintendent, such as, "No contests involving agencies outside the schools may be sponsored or promoted by the school without specific authorization of the superintendent."

PUPIL PERSONNEL ADMINISTRATION

As would be expected the examination of the board manuals revealed that considerable attention had been given to pupil personnel administration. Separate sections of pupil personnel policies were

found in a sizable number of manuals. Many of those without separate sections had pupil personnel policies scattered throughout their contents. The widespread inclusion of policies on a number of different pupil personnel administration topics, as evidenced by the data presented in table 4, is a further indication of the recognition given to this area.

Table 4.—Pupil personnel administration topics included in policy manuals

Topics	Number of manuals	Percent of manuals
Admission.....	55	91.7
Assignment.....	33	55.0
Classification.....	34	56.7
Attendance.....	55	91.7
Pupil progress.....	36	60.0
Discipline.....	54	90.0
Pupil safety and protection.....	49	81.7
Graduation.....	21	35.0

Admission

Policies governing the admission of pupils to the schools were found in nearly all of the manuals. Usually these policies set forth the requirements to be met by beginning pupils and nonresident pupils. Some went into much greater detail than others. An illustration of the detailed provisions in one manual follows:

A child shall be six years of age on or before November the first of any given year in order to enroll in the first grade of school in September of that year.

Birth certificates shall be required for entrance into the first grade of school.

A physical examination by a doctor will be expected of each child entering the first grade of school.

Each child who enters the first grade of school must be immunized for polio, diphtheria, tetanus, and whooping cough, and must be vaccinated for smallpox.

Any child whose legal residence is outside the school district may attend schools of the district when facilities are available after paying a tuition fee at a rate determined by the school board.

Assignment

More than half the manuals had provisions dealing with the assignment of pupils to the schools. Most of these regulated pupil assign-

ment through the establishment of attendance centers. Other provisions authorized special assignments for handicapped and gifted pupils, and set forth procedures to be followed when pupils transferred within the school district.

Classification

Policies pertaining to the classification of pupils were found in nearly 60 percent of the manuals. Considerable variation existed in the content of these policies. Most frequently found was a policy stating that the superintendent or principal was responsible for the grade placement of pupils. Others dealt with such matters as the classification of pupils coming from private schools or from schools of another district, and ability grouping by class or within classrooms. Class size, as prescribed by the school board, was cited in several instances as a factor to be considered in ability grouping.

Attendance

Pupil attendance was dealt with in nearly all manuals. Of frequent mention was the enforcement of attendance regulations and the problem of absences. Other provisions found less frequently covered such matters as State attendance laws, conditions for attendance, pupil tardiness, withdrawals, and child accounting.

State attendance laws.—About one-third of the manuals contained references to State compulsory attendance laws. In some instances the law was quoted; in others the applicable section of the school code was cited.

Conditions for attendance.—Most manuals did not prescribe any conditions, other than the personal conduct of pupils, for school attendance. A few manuals contained policies on the attendance of married pupils.

Enforcement of attendance provisions.—The matter of enforcing attendance laws and regulations was a concern of more than one-half of the manuals. Usually this concern was reflected in provisions that assigned the task of investigating pupil absences and out-of-school youth to principals, teachers, attendance officers, and school nurses.

Absences.—Pupil absences received a considerable amount of attention, both in regard to the number of manuals with attendance policies and the amount of space devoted to such policies. These policies dealt with such matters as absences due to contagious diseases, report-

ing absences, excusing pupils to take private lessons and to meet medical appointments, and penalties for unexcused absences.

Tardiness.—Most of the boards left the problem of pupil tardiness to school administrators. Usually when a board did adopt a statement on this problem, the statement expressed the board's disapproval of habitual tardiness and set forth penalties for repeated tardiness.

Withdrawals.—Statements governing the withdrawal of pupils from school were found in only nine manuals. Since withdrawals, including drop-outs and transfers to other school systems, do occur in every school district, the development of withdrawal procedures has probably been looked upon by many of the boards as a function of the administrative staff.

Child accounting.—Although child accounting is essential in every school district, only 36 percent of the manuals had policies on this topic. These provisions assigned the responsibility for child accounting to specified school district personnel.

Pupil progress

The progress of pupils through their years of schooling has constantly been a concern of teachers, administrators, and parents. Divergent points of view have developed on many matters related to pupil progress, such as the time interval between promotion periods, pupil failure, reporting to parents, and grading. These issues at times have caused dissatisfaction within communities, and it is obvious that school boards would be concerned about such matters. Three out of five of the manuals dealt with many of these issues.

Promotion.—Slightly more than one-half of the manuals had policies on promotion. Some of these policies dealt with the time between promotions, such as, "Pupils will not be promoted at mid-year." Others dealt with accelerated promotions and minimum attendance requirements necessary to be eligible for promotion.

Retention.—Closely associated with the problem of promotion is the problem of retention. Policies dealing with these two aspects of pupil progress overlap in some instances; however, the policies discussed here were worded in terms of retention rather than promotion.

The retention policies contained in two out of every five manuals varied somewhat as to content. Usually the policy dealt with the retention of elementary school pupils, for example, "Pupils should not be retarded more than 2 years while enrolled in the elementary

school." Several manuals indicated that the teacher's judgment would be final in all disputes over the retention of pupils.

Grading system and reporting to parents.—Pupils' grades have sometimes been a focal point of complaints by parents; however, the inclusion of board policies on the grading of pupils was not a widespread practice. Only one out of every five manuals had such provisions. These usually set forth the grading system to be used; that is, they indicated whether letter or numerical grades were to be given. Also worthy of note was that several manuals indicated that the opinion of the teacher would prevail in disputes over pupil grades.

Over one-half of the manuals contained provisions related to reporting pupil progress to parents. In most instances these provisions dealt with methods of reporting, such as report cards, notes, letters, home visits, and school conferences.

Homework and examinations.—Only a few manuals, 6 out of 60, contained provisions regulating homework and examinations. The provisions dealing with homework indicated whether or not pupils were to be given homework. Those related to examinations were extremely detailed, even to the point of indicating the length of the examination period, when examinations were to be held, and types of examinations to be given, such as, "At least 50 percent of the examinations are to be of an essay type." The fact that the great majority of manuals did not contain such prescriptions would indicate that most boards felt such matters should be left in the hands of the professional staff.

Honors, awards, and scholarships.—Ten percent of the manuals had provisions on honors, awards, and scholarships for pupils. These described the conditions and procedures for bestowing such recognition on pupils.

Pupil discipline

Every school system at one time or another is beset by problems of pupil discipline. It is of major importance in teaching-learning situations, for without well-disciplined pupils little teaching or learning can take place. Evidence of the significance attached to pupil discipline is indicated by the fact that 9 out of every 10 manuals had statements on discipline. Usually these statements set forth the authority of the board, superintendent, and other personnel, such as teachers, custodians, and bus drivers, in disciplining pupils; specified offenses such as disrespect, truancy, smoking, and unbecoming dress; and prescribed procedures for suspending or expelling pupils and administering corporal punishment.

Pupil safety and protection

Over four-fifths of the manuals contained provisions regarding pupil safety and protection. Although these provisions varied in extensiveness, they commonly dealt with fire drills; supervision of pupils on playgrounds, during bus loading, and at school sponsored entertainments; the safety of pupils going to and from school, including highway safety instruction, organization of safety patrols, and the discouragement of bicycle riding; the releasing of pupils to strangers; and the sending of pupils on errands.

Graduation

Over one-third of the manuals had provisions related to the graduation of pupils. Some of these pertained to graduation exercises. More frequently, they dealt with graduation requirements.

Although several manuals contained lists of specific courses required for graduation, this was not the usual practice. More often provisions dealing with graduation requirements specified minimum attendance, number of courses pupils must take each year, and the average grade required during the last year of school.

The provisions pertaining to graduation exercises covered such matters as the participation of seniors in graduation exercises and the selection of baccalaureate and commencement program speakers. Statements in several manuals, as have been recommended by educational authorities, indicated that final elementary school assemblies were not to be referred to as graduation or commencement programs.

THE EDUCATIONAL PROGRAM

The most important responsibility of a school board is that of providing an educational program suited to the needs, desires, and aspirations of a community. Many authorities have emphasized that this involves more than just being concerned with buildings, bonds, and budgets. While these elements must be considered by every board, it is equally important that they adopt policies to guide the professional staff in administering the kind of educational program desired. This is not to imply that boards of education should undertake dealing directly with the technical or professional aspects of the educational program, such as writing a course of study. But, it is their responsibility to provide favorable conditions for effective teaching and learning.

An examination of table 5 reveals that a majority of the manuals had policies on the education program. These policies varied greatly in degree of specificity, ranging from broad general policies to highly detailed prescriptions. The specific items dealt with were so extensive that they were grouped in the table into seven different categories. The topics included in each of the categories are discussed in the following sections.

Table 5.—Areas of the educational program covered by policies in the 60 manuals

Area	Number of manuals	Percent of manuals
Objectives of education.....	14	23.3
Scope of program.....	29	48.3
Grade organization of schools.....	9	15.0
Curriculum.....	53	88.3
Specialized instructional services.....	39	65.0
Student organizations and activities.....	40	66.7
Supervision and evaluation.....	42	70.0

Objectives of education

The determination of the objectives of education is of paramount importance in providing an educational program designed to meet the needs of society and youth. These objectives or goals tell what the schools are to accomplish and give direction to school activities. Every course added to the curriculum and every expenditure of funds should be justified in terms of their contribution to the attainment of these objectives.

Only a few manuals contained statements on objectives of the school program. However, it is likely that in most instances where educational objectives were not included in the school board manual they were set forth in other publications of the school system and were approved by the board.

Of the manuals making reference to objectives, some directed the professional staff to develop a set of educational objectives for the school system. In contrast, other manuals listed the objectives which had been adopted for the school system. An illustration of such a list of objectives follows:

- (a) To develop in each child an understanding and appreciation of the forces and ideals which have made America great and a sense of his personal opportunities and responsibilities as a citizen of his community, of Illinois, of the United States, and of the world.

(b) To develop in each child an appropriate understanding of the physical, social, and economic world in which we live and to assist him to adjust himself effectively to his surroundings.

(c) To encourage and stimulate the continuous growth in children and youth of their ability to think clearly, logically, and independently and to know and master their own powers and potentialities and to exercise those powers with due regard to the rights of others.

(d) To develop a moral and ethical sense in each child so that he will manifest self-control, honesty, fairness, justice, tolerance, courtesy, and kindness to his fellows.

(e) To give to each child, insofar as his abilities permit, a sound mastery of the tools of learning and communication, such as reading, writing, arithmetic, and the use of written and spoken language.

(f) To help pupils and adults, particularly the large group who do not go beyond the public schools, to find their most productive roles in life and to give them enough fundamental science, vocational training, and work experience so that they will be able to qualify for work at their highest skills and can be properly prepared to earn a living.

(g) To provide physical education and health services so that every child will have, as far as possible, robust health and the knowledge and desire to safeguard it.

(h) To prepare children psychologically for a well-balanced and happy social life and family life and for the creative use of their leisure time.

Scope of the educational program

Of necessity, the limits and bounds of every educational program must be determined. Decisions must be made regarding whether the program is to be confined to the traditional 12-grade plan, whether it is to extend downward to include a kindergarten program, or upward to include a junior college program or an adult education program.

As shown in table 5 nearly half the manuals had policies relating to the scope of the educational program. However, there were wide differences in the coverage of these policy statements. Only a few manuals from systems with a kindergarten-12 or 1-12 grade organization specified that this organization was a policy of the board. It seems likely in many systems having a grade 1-12 or kindergarten-12 program that the boards may have felt it was unnecessary to include in their manuals a statement on the scope of school grades provided.

In contrast, nearly a third of the manuals had policies providing for adult education programs. A sixth of them also provided for summer school programs. In addition, two manuals contained policies providing for junior colleges and two for post graduate high school programs. Many manuals containing policies on adult education programs were silent with respect to the scope of the regular school program.

In other manuals, the only mention of the scope of the education program was in relation to a policy dealing primarily with another topic, such as a policy setting forth the age requirement for the admission of children to kindergarten or one describing the duties and responsibilities of a director of adult education. While a board's primary intent in adopting these policies was for purposes other than showing the scope of the educational program, they nevertheless show in a fragmentary manner the component parts of the scope of the educational program.

Grade organization of schools

Policies prescribing the grade organization of schools were not found to any marked extent, only nine manuals containing such provisions. It may well be that in many systems school organizational plans were so firmly fixed and generally known, that boards felt it unnecessary to describe them in the manuals.

With respect to the nine manuals containing policies governing the grade organization of schools, the following statement was typical:

The school system shall consist of the following organizational units as the standard types of programs of instruction.

- a. Elementary school, comprising grades 1 through 6, with the exception of Cruso which will be grades 1 through 7.
- b. Junior High School, comprising grades 7 and 8.
- c. Senior High School, comprising grades 9, 10, 11, and 12.

Curriculum

Of the 60 manuals, 53 contained statements on the curriculum of the school system (table 5). The various curriculum areas dealt with are shown in table 6. Although a large number of manuals contained curriculum policies, the areas covered by these policies varied greatly.

Table 6.—Curriculum areas covered by policies in the 60 manuals

Area	Number of manuals	Percent of manuals
Curriculum organization.....	31	51.7
Exceptional children.....	26	43.3
Required courses.....	10	16.7
Required instruction.....	18	21.7
References to specific subjects.....	14	23.3
References to special activities.....	21	35.0
Experiences out of classrooms.....	21	35.0
Curriculum revisions.....	16	26.7

Curriculum organization.—Over one-half of the manuals contained statements on the organization of the curriculum. Most frequently these statements assigned the responsibility of organizing and coordinating curriculum activities to the superintendent and his assistants. A specific curriculum organizational plan, such as a departmentalized high school program, was indicated in a few manuals.

Exceptional children.—Policies dealing with the curriculum for exceptional children were found in more than 40 percent of the manuals. In some instances these were broad and general in nature, directing the administrative staff to develop a special program for exceptional children. Other policies were more specific; that is, they authorized classes or activities, such as speech correction, remedial reading, accelerated reading, and sight-saving classes, for physically or mentally handicapped children or gifted children.

Required courses.—The listing of required courses was not a widespread practice. In many instances the only required course cited was physical education. Others listed less frequently were spelling, reading, writing, geography, English, United States history, science, and mathematics. Several manuals indicated that the subjects listed were State requirements.

References to specific subjects.—About one out of every four manuals contained references to specific subjects in the curriculum. Among the subjects referred to were reading, arts and crafts, music, science, physical education, English, and vocational education. Usually these subjects were mentioned in connection with the duties and responsibilities of personnel assigned to supervise the teaching of these subjects. While these references are not direct statements of what subjects are to be offered, they do show school board emphasis on some aspects of the curriculum.

Required instruction.—More than one-fifth of the manuals required that pupils be given certain kinds of instruction, such as the teaching of moral and spiritual values. For example, one manual had this provision:

While avoiding sectarianism and controversial religious issues, the program of class instruction and of other school activities shall give proper emphasis to moral and spiritual values, to the development of individual character, and to attitudes and emotions basic to the good life. The Superintendent shall see that this point of view is implemented in the curriculum and in the daily life of the school by appropriate regulation and discussion with the teaching corps and patrons.

Other required instruction included the teaching of flag etiquette, the evil effects of narcotics, the Constitution of the United States, and other matters related to patriotism. It was indicated in some

manuals that these requirements were based on State statutory provisions.

References to special activities.—Over one-third of the manuals contained references to special activities of pupils which were included in the curriculum. Practically all of these references dealt with procedures for conducting the athletic program.

Experiences out of classrooms.—Policies pertaining to experiences out of the classroom were found in 35 percent of the manuals. Most frequently these policies dealt with field trips. For example, some manuals specified the purposes for which field trips could be taken and the procedures to follow in obtaining the necessary authorization.

Curriculum revisions.—Usually policies directly related to curriculum revisions were not included in the manuals. Where such policies were included they assigned the responsibility of developing revised curriculum plans to the superintendent and other members of his staff. Several manuals contained provisions specifying that the board would evaluate proposed curriculum changes in terms of the effect on the overall program, their cost, and their desirability.

Specialized instructional services

Policies related to one or more specialized instructional services, consisting of guidance, testing, library, and recreational services, were found in nearly two-thirds of the manuals (table 5, p. 37). It is recognized that such services and programs are commonly regarded as a part of the total curriculum of the schools, but they have been treated separately here for purposes of emphasis.

In many instances the policies went no further than assigning responsibility for supervising the specialized instructional services in question. Others pertained to the establishment of a particular service or setting the conditions for providing it. For example, provisions were found which pertained to the frequency and types of tests to be given pupils, the establishment of a library in each school building, and procedures for securing audio-visual materials.

Student organizations and activities

Two-thirds of the manuals contained policies dealing with student organizations and activities (table 5, p. 37). The majority of the provisions were concerned with the assignment of staff personnel to supervise these organizations and activities. Other provisions specified the kinds of organizations and activities permitted or encouraged,

such as student councils, science and language clubs, class organizations, and parties.

Some manuals also contained provisions related to the operation of these activities. Quite frequently these dealt with pupil participation, such as those prohibiting the organization of secret societies or requiring pupils to have a certain grade average before joining an organization.

Supervision and evaluation

A large majority (70 percent) of the manuals provided for the supervision and evaluation of the education program (table 5, p. 37). Quite frequently the provisions assigned the general responsibility for supervising and evaluating the educational program to the superintendent and designated other staff members to assist him.

AUXILIARY SERVICES

Most school systems, except for those which are very small, provide auxiliary or supporting services which are recognized as being necessary components of school programs. Two of these services, lunch and health programs, deal with the physical condition of pupils; a third one concerns the transportation of pupils to and from school. The number and percent of manuals with policies relating to these auxiliary services are shown in table 7.

Table 7.—Auxiliary services covered by policy statements in the 60 manuals

Service	Number of manuals	Percent of manuals
Health program.....	43	71.7
Lunch program.....	35	58.3
Transportation program.....	35	58.3

Health program

A large majority of the manuals, 43 in all, contained policies related to pupil health and health services. These dealt with three areas: pupil illness and injuries, health examinations, and supervision of the health program.

Pupil illness and injuries.—About one-half of the manuals had statements relating to pupil illness and injuries. Some of these statements dealt with the services of staff personnel to ill or injured pupils, such as those prohibiting teachers and nurses from diagnosing illness, giving internal medicine, or recommending doctors except in an emergency. Others authorized the establishment of first aid stations, set forth procedures for sending ill or injured pupils home and for reporting accidents, and required an examination of pupils returning to school after recovery from a contagious disease.

Health examinations.—Policies on medical examinations, dental examinations, and health inspections were found in about one-fourth of the manuals. Frequently these policies authorized medical and dental examinations of pupils, and directed teachers and nurses to inspect pupils for symptoms of contagious diseases.

Supervision of health programs.—More than one-fifth of the manuals had policies that assigned the responsibility of supervising the health program to school system personnel. Usually a school physician or nurse was assigned this responsibility.

Lunch program

Seven out of every 12 manuals dealt with school lunch programs. Many of these provisions directed the administrative staff to provide a lunch program, or enunciated a general statement of policy such as, "A complete lunch program shall be available in all school buildings." Other provisions frequently found pertained to the operation of the program, such as those stipulating that the school district would participate in the Federal lunch program or that the lunch program would be nonprofit making and self-supporting. In a few instances the only lunch program provisions found in a manual dealt with the employment of lunchroom personnel.

Transportation

Seven out of every 12 manuals had policies on pupil transportation. These policies designated the pupils to be transported, governed the use of school vehicles, specified bus operating procedures, and assigned the responsibility for supervising the transportation program to school district personnel.

Pupils transported.—Over one-half of the manuals had policies that indicated which pupils were to be transported. Most of these policies specified the distance from the school that pupils must live before being

eligible for transportation. A few of the policies pertained to the transportation of nonpublic school pupils, and one dealt with the transportation of handicapped children.

Use of school vehicles.—Eighteen of the manuals had provisions which governed the use of school vehicles. Practically all of these provisions pertained to the use of school buses for field trips. A few dealt with the use of other school vehicles by district employees.

Bus operating procedures.—One-third of the manuals dealt with bus operating procedures. In many instances the provisions included were of an administrative nature; that is, they specified bus safety regulations and daily bus maintenance procedures.

Supervision of the transportation program.—Over one-half of the manuals had provisions which assigned the responsibility of supervising the transportation program to the superintendent or to other members of his staff.

CHAPTER 6

Business Management

THE TASK of operating a school system is a major enterprise which involves many different business management activities. Included are such matters as securing and allocating funds for the entire school program, safeguarding public funds, constructing and maintaining school buildings, and obtaining supplies and equipment.

The activities involved in business management are an essential aspect of the total school program. There are several reasons for this. Foremost, perhaps, is that business management is concerned with obtaining the goods and services necessary for maintaining and operating the school program. Also, business management must be concerned with safeguarding the public's monetary investment in education and with maintaining the materials secured by these investments. Good business practices foster public trust and support of educational undertakings.

In the analysis of the 60 board manuals, policies dealing with business management were classified under 9 areas. The number and percent of manuals that included policies on each of these areas are shown in table 8. It may be noted that over four-fifths of the manuals had policies relating to four of the nine areas, but fewer than half contained statements on the other five areas.

Financial accounting

A large majority of the manuals (90 percent) contained provisions which indicated that the boards of education recognized their responsibility for seeing that school monies were safely handled and wisely spent. Most frequently these provisions designated the persons responsible for financial accounting, required internal accounting, and

Table 8.—Business management areas covered by policies in the 60 manuals

Area	Number of manuals	Percent of manuals
Financial accounting.....	54	90.0
Maintenance of property.....	54	90.0
Supply and equipment management.....	52	86.7
Budgetary procedures.....	51	85.0
Securing funds.....	27	45.0
Construction of buildings.....	27	45.0
Insurance.....	18	30.0
Purchasing sites.....	15	25.0
Sale and lease of property.....	8	13.3

provided for annual audits and other reports. Other provisions found less frequently, and in some instances only in one or a few manuals, dealt with such matters as following State standard accounting procedures, machine accounting, depositories, payment of bills, and the bonding of employees. Practically all of the boards left the detailed procedures involved in financial accounting in the hands of professionally trained personnel.

Maintenance of property

The deterioration of school buildings, equipment, and other improvements over a period of years is an inevitable process. While it cannot be stopped, the rate of deterioration can be retarded if adequate maintenance measures are undertaken. Besides being necessary from an economic standpoint, several publications have indicated that high standards of maintenance: (1) Create an atmosphere conducive to teaching and learning, (2) foster good will, (3) protect the safety and health of teachers and pupils, and (4) provide serviceable property when it is needed.

A large majority (90 percent) of the board manuals contained provisions which recognized the importance of maintaining and protecting school property. Some of the provisions were broad statements of board policy; others were in the nature of administrative details. Quite frequently the provisions assigned the administrative responsibility for supervising and maintaining school property, and listed the tasks to be performed by custodial personnel. Other provisions found less frequently concerned such matters as emergency repairs, requests for improvements, property inventories, and building inspections.

Supply and equipment management

Over four-fifths (86.7 percent) of the manuals contained provisions regulating school supply and equipment management, including purchasing, storage, and distribution. Usually a number of provisions dealing with different aspects of supply and equipment management were found in the manuals. In some instances these provisions included what is commonly regarded as administrative detail rather than board policy. For example, some manuals set forth in detail purchasing, receiving, and storing procedures that are commonly regarded as matters for administrative decision.

The influence of "buy-at-home" campaigns was evident in some provisions. These usually specified that local firms would be favored when their prices were the same as out-of-town firms. However, many of the manuals indicated that purchases would be made from firms offering the lowest price regardless of their location.

Another frequently found policy dealt with the matter of board members having a financial interest in school contracts. Generally, these policies prohibited board members from having any interest in a school contract. An unusual exception to this was a policy which stated that a board member could submit a bid providing he would not make a profit and would abstain from voting on the acceptance of a bid from among those submitted.

Budgetary procedures

School authorities have stated that the preparation of the school district budget is an administrative responsibility which falls within the scope of the superintendent's duties and responsibilities. The great majority of the manuals had policies which endorsed this recommendation. That is, the usual budgetary policy found in the manuals assigned the responsibility for preparing the budget to the superintendent. Several manuals went beyond this and stated the part other school employees, such as principals, teachers, and bus supervisors, had in helping to develop the budget.

Securing funds

Less than one-half of the manuals contained provisions related to securing school funds. Perhaps a major reason for this was that such matters were covered in State statutory provisions and most boards felt it unnecessary to include these provisions in their manuals. When provisions related to securing school funds were included in a manual, they usually dealt with the board's authority to levy taxes and the collection of taxes.

Construction of buildings

Less than one-half (45 percent) of the manuals contained policies related to the construction of new buildings. The absence of such policies was, no doubt, partly due to the lack of frequent construction in many school systems. The manuals with policies on this topic covered such matters as securing approval of building plans, bidding procedures; issuing contracts, participation of the teaching staff in planning school buildings, and naming new buildings.

Insurance

While it is quite probable that all of the 60 school systems regularly purchased some type of insurance, statements on insurance practices were not found in their manuals to any great extent. Only 3 out of every 10 manuals have such statements. In these manuals, many of the statements authorized the purchase of specific kinds of insurance, such as personal and property liability, fire, boiler, and theft. Others dealt with acquisition procedures, such as those which authorized the business manager to make arrangements for the purchase of insurance or provided for the organization of an insurance committee composed of local insurance agents to advise the board. Several manuals set forth in detail the procedures to be followed in distributing the school insurance business among local insurance agencies.

Purchasing sites

One-fourth of the manuals had policies on purchasing sites. As in the case of constructing buildings, it is very probable that in many of the systems, site acquisition was very infrequent and for that reason was not covered in many manuals. Of the manuals having policies on site acquisition, most stated that the superintendent would assist the school board in selecting school sites. One manual went beyond the usual provision in stating that, "Appraisals of proposed school sites shall be made by two competent appraisers acting jointly and negotiations shall be conducted by a reputable real estate agent who is not one of the appraisers."

Sale and lease of property

The disposal or lease of surplus or obsolete property was mentioned in only eight manuals. The provisions dealt with selling school sites and leasing school buses.

CHAPTER 7

School-Community Relations

AN IMPORTANT FUNCTION of a board of education is that of providing for the establishment and maintenance of good school-community relations. People are usually deeply interested in their schools and desire to be kept informed about school activities. Boards of education, because of their legal position, are obligated to furnish community citizens with accurate and reliable information. Without such information a community could hardly be expected to support their schools intelligently and effectively.

Not only does good school-community relations require an informed citizenry but also involved is the active participation of lay citizens in school affairs. Education is a joint enterprise that requires the cooperation of both school officials and the public.

The examination of the 60 board manuals revealed that practically all of them contained at least one policy related to school-community relations. Many of the manuals had a number of policies covering different aspects of school-community relations. As shown in table 9, the combined coverage of the manuals included a wide variety of topics.

Use of school property

The use of school property by school related and nonschool groups for community activities is a common practice. In some instances community groups are permitted to use existing school facilities; in others, special consideration has been given to community needs as well as pupil needs in designing and equipping school buildings. For example, the capacity of a proposed school auditorium may depend partially on the need for a central community meeting place, school libraries may be equipped to handle adult reading materials, and special rooms for small group meetings may be provided. In any

Table 9.—Aspects of school-community relations dealt with in the 60 manuals

Factors	Number of manuals	Percent of manuals
Use of school property.....	55	91.7
Interpreting school activities.....	47	78.3
Selling and advertising on school property.....	30	50.0
Citizen complaints.....	28	46.7
Public hearings.....	7	11.7
Visits to schools.....	9	15.0
Gifts and donations.....	9	15.0
Relationships with:		
Local governmental agencies.....	21	35.0
Citizen committees.....	20	33.3
Civic groups.....	13	21.7
Neighboring school districts.....	3	5.0

event, extensive use of school facilities by community groups helps to make the schools an integral part of a community and the center of community activities.

The analysis of the 60 board manuals revealed that most of the boards had adopted statements governing the use of school property. Several of the boards had adopted policies which authorized the use of school property and left the development of detailed provisions involved in the actual use of the property to the superintendent. However, this was not the usual practice.

Property available for use.—Statements indicating the kinds of school property available for use by community groups were found in over one-half of the manuals. In most instances, these statements pertained to school facilities, such as auditoriums, gymnasiums, cafeterias, classrooms, and athletic fields; however, a few manuals had statements concerning the use of school equipment. Generally there were no limitations on the kinds of facilities available, except for several statements which prohibited the use of school cafeterias for the stated purpose of avoiding competition with local business establishments. In contrast to this, most of the policies dealing with school equipment prohibited its use for nonschool purposes, such as, "All school furniture, fixtures, equipment, and instructional apparatus are to be used for school purposes, by school personnel and on school premises."

Purposes for which available.—Eighty-five percent of the manuals contained provisions which indicated the purposes for which school property could or could not be used. Most of these provided for the use of school facilities for educational, civic, and recreational activities,

such as nonschool related athletic contests and meetings called by public authorities, community business organizations, women's clubs, and Parent-Teachers Associations. Policies differed with respect to the use of school facilities for political party meetings, programs of a religious nature, and commercial entertainments. Many manuals specified that organizations opposed to our present form of government would be denied the use of school facilities.

Conditions of use.—Five out of every six manuals prescribed the conditions under which community groups were allowed to use school facilities. The conditions varied among the manuals; however, frequently mentioned ones dealt with noninterference of group activities with regular school activities, payment of a service fee, responsibility for property damages, and use of tobacco and intoxicating beverages. Some of the other conditions required using groups to: (1) Provide adequate police and fire protection, (2) close meetings at a specified time, (3) remain within designated areas of a building, (4) use only certain types of decorations, and (5) have a majority of their members residing within the school district.

Interpreting school activities

Over three-fourths of the manuals had policies which dealt with interpreting school activities to the community. A large majority of the policies assigned the responsibility for keeping citizens informed about their schools to the superintendent. For example, a typical policy found in a list of a superintendent's duties and responsibilities stated, "He shall devise ways in which all citizens of the community shall be given accurate information about the problems, plans and conduct of the schools."

Other provisions dealt with specific media to be used in explaining school activities, such as radio and television broadcasts, newspaper articles, and school publications. Some of these provisions encouraged the establishment of cordial relationships with newspaper reporters, suggested that school employees prepare newspaper articles, and authorized the distribution of school publications within the community only after securing the superintendent's approval.

Selling and advertising on school property

Policies to prevent misunderstandings over selling and advertising on school property by commercial firms were found in one-half of the manuals. The nature of the policies varied from manual to manual; however, the most common one dealt with contacts between salesmen

and teachers. Others pertained to such matters as broadcasting school athletic events by local sponsors, photographing pupils, posting advertisements, and making commercial announcements. Several manuals indicated that materials which were primarily educational, although they contained some advertising matter, could be used in the schools.

Citizen complaints

The handling of citizens' complaints received serious consideration in nearly one-half of the manuals. Most of the policies were concerned with insuring that each complaint received ample study and consideration. In keeping with this, many of the policies indicated that citizen complaints should not be directed to individual board members or to the entire board but should be submitted to the superintendent. Any complaints that the superintendent could not settle satisfactorily were to be submitted to the entire board. Several manuals indicated that all citizen complaints submitted during a board meeting must be in writing and that no action would be taken on the complaints at the meeting in which they were made.

Public hearings

Sounding out public opinion through the use of hearings is a common practice of many school boards. However, only a few (11.7 percent) of the manuals had provisions related to public hearings. In these manuals the provisions dealt with State legal requirements involved in holding budget hearings.

Visits to schools

Visits to schools by patrons and others did not receive much attention. Only 9 manuals had provisions on school visits. Some of the provisions encouraged community citizens to visit their schools. Others dealt with administrative details involved in regulating school visits, such as requesting all visitors to check in at the principal's office or requiring teachers not to admit visitors to classrooms unless a visitor's permit was obtained from the office.

Gifts and donations

Several manuals contained policies on gifts and donations to the public school system by community citizens. It may be that some of

these policies may have been adopted to forestall misunderstandings over ownership of donated property for, in most instances, these policies included statements such as, "All gifts and donations become the property of the school district."

Relationships with local governmental agencies

More than one-third of the manuals had policies dealing with relationships between the school system and various local governmental agencies. The three most frequently mentioned agencies were law enforcement departments, health agencies, and recreation commissions.

Relationships with citizens' committees

With the growing numbers of lay citizen committees it was not surprising to find that policies dealing with relationships between the school system and these committees were included in one-third of the manuals. Many of these policies were quite brief, such as, "The board of education may solicit the advice and counsel of citizens in planning and operating the school, but shall make final decisions in all instances," or "It is the practice of the Board to establish lay committees for the purpose of obtaining facts, and seeking lay opinions on public school affairs." Others went into greater detail covering a number of points. One of the most detailed statements was as follows:

It shall be the policy of the Board of Education to encourage and facilitate the work of a Citizens' Advisory Committee to serve as a consultant group for the school system. Such an advisory committee should be a continuing body composed of representative citizens who represent a large section of public opinion in the school district.

Members of the advisory group should be laymen, but members of the school staff shall be encouraged to participate in consultant capacities where their services are desired.

Actions of the advisory committee shall be advisory and such action shall not reduce the responsibility of the board for policies adopted, the administration of the schools by the superintendent and staff, or the operation of the schools by the principals and the teaching staff. The board shall be free to accept or reject recommendations as it sees fit.

The work of the board with an advisory committee shall be a two-way process:

- (1) to help the people to understand the aims and problems of their schools.
- (2) to help the board in securing and interpreting information about community desires with which to coordinate and define community opinion.

Relationships with civic groups

Thirteen of the 60 manuals had policies which encouraged the establishment of cooperative working relationships between the schools

and local civic groups. Some expressed this in statements such as, "The board encourages and commends the work of the civic organizations and will try to maintain a harmonious working relationship with these organizations." In addition, several statements were found which encouraged school employees to join local civic groups.

Relationships with neighboring school districts

Three manuals contained policies on relationships with neighboring school districts. The major concern of these policies involved cooperative undertakings of county and area associations of school districts.

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