

OE-23007

BULLETIN 1960, No. 13

Characteristics of

ADMINISTRATIVE HANDBOOKS *for*

SCHOOL STAFF PERSONNEL

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Foreword

IN RECENT YEARS there has been an increasing interest and emphasis on the staff personnel administrative policies and procedures of local school systems. This interest and emphasis applies not only to the nature or characteristics of the staff personnel policies developed by school systems but also to the methods used in developing policies and keeping the staff informed about them.

Personnel administrative provisions, no matter how adequate in content they may be, cannot be fully effective in maintaining and improving school program quality unless they are adequately communicated to the school system staff. Among the major communication devices used by many of the larger, and also some smaller, systems is a personnel manual or administrative handbook containing information on the policies and practices about which officials of the system feel all staff members should be kept informed.

This bulletin is a report of an analysis of the administrative handbooks developed by 72 medium- and large-sized school systems in various geographic regions of the country. The Office of Education wishes to express its appreciation to the officials of these school systems for providing copies of their handbooks.

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Preface

THE GROWING EMPHASIS on improving the quality of public schools is bringing into sharper focus than perhaps ever before the basic importance of good teaching. In the final analysis no school system can be better than its teachers. In developing and maintaining good quality school programs, high priority must be given to policies and procedures for recruitment, retention, and inservice improvement of a professionally qualified and competent teaching staff.

In the past decade the importance of this aspect of local school system administration has been underscored by other factors. Rapidly rising pupil enrollments, persistence of the teacher shortage, and high rates of turnover in teaching staffs have made the task of staff personnel administration correspondingly more pressing and difficult.

At the same time, significant developments have taken place in staff personnel administration. Written statements of policy, including staff personnel policies, have been adopted by a growing number of school boards. The establishment of a personnel department, headed by a personnel director or assistant superintendent and responsible for both certificated and noncertificated personnel, has become more common among medium and large-size school systems. In many systems increased emphasis has been given to improving conditions of work for teachers and to inservice education programs.

There has also been increasing emphasis on sound human relations in personnel administration, an important aspect of which has been the improvement of staff communication. The publications analyzed by Dr. Staehle reflect this trend.

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Chapter I

Introduction

IN SCHOOL SYSTEMS as in other organizations, communication is an essential and constant process. For it is through communication that school systems establish their purposes, delineate and coordinate the tasks and responsibilities of personnel, define their programs, utilize their resources, and evaluate the results of their operations.

An essential part of this process of communication is the selection and transmission of information concerning the purposes, programs, personnel and resources of the school organization to individual staff members. School staff members have always needed this kind of information in order to be effective in their individual tasks and in working with others. But with the increases in the size and complexity of many school systems better means for providing such information have had to be developed. Informal and predominantly oral means of communicating such information have had to be supplemented to an increasing extent by written and more formal means. One evidence of this is the use of handbooks or manuals to transmit a wide range of information to teachers and other school employees.

There are several conditions or factors which contribute to the need for written communications for school staff personnel. One of these conditions arises out of the fact that the relevant information on a particular aspect on school organization and operation may originate at several sources such as State laws and regulations, local school board policies and procedures, and administrative rules and regulations. Unless this information is presented to staff personnel in a meaningful way it is likely to lose much of its effectiveness for guiding and coordinating their activities.

Another factor contributing to the need for written communications is the increase in many school systems in the number of specialized services and specialized personnel. To be effective this

increased specialization requires that the functions of all of these services be clearly understood by all personnel and that relationships among all personnel be carefully defined. Otherwise misunderstandings are likely to occur and important resources will be wasted.

Yet another factor is the increase in the scope and detail of provisions related to the employment, compensation, and benefits of personnel. Employees need accurate and comprehensive information that will enable them to evaluate such provisions and to cooperate with the personnel and agencies responsible for administering them.

The increasing complexity of school-community relations has also contributed to the need for written communications. Nearly every community includes some public and private agencies which have frequent contacts with schools. If these agencies are to be brought into effective and harmonious relationships with schools, staff personnel must have considerable information about those agencies and methods of working with them. Staff personnel also need information concerning contacts with parents and others in the community. Unless some written information is provided for staff members they will have difficulty interpreting policies and employing system-wide procedures concerning school-community relations.

Finally, one of the most important factors underlying the need for written communications for school employees is the increase in the number and variety of positions required to direct and coordinate a school system with its various programs, services, and types of personnel. To understand better his own position each employee needs a common interpretation of the duties and functions of the various administrative positions in the school system and of his relationships with personnel in those positions.

Importance of Handbooks and Manuals for School Employees

In the administration of local school systems many types or forms of communication are used. Probably no one type, written or unwritten, can supply all the information employees need in order to function at their best in contributing to the realization of the objectives of a school system. But handbooks and manuals can play a very important and central part in providing much of the information that is needed and in facilitating other types of communication.

For a school system the development of a handbook or manual

offers an important opportunity to clarify policies, procedures, and practices as well as to transmit them to employees. Much of the information presented in a handbook or manual can be developed only after a study of State laws and regulations, local school board policies, administrative rules and regulations, and generally accepted practices. Information from several of these sources must be brought to bear on the various areas of content to be included in a handbook. Along with important information from these sources a handbook or manual can also provide important background information concerning conditions and resources in the school system.

For employees a handbook or manual provides a single source of information which has been especially prepared for them. Furthermore, this information is always available to them whenever they need it without having to consult other personnel. And from such documents they can always secure authentic answers to many of their questions concerning the purposes, programs, personnel, and resources of their school system. The information in these documents can also be used by personnel to verify information from other sources and as a reference, or source in exchanging information with other personnel.

Purpose of the Study

In view of the important functions handbooks and manuals for teachers and other school employees can serve in providing the communication necessary for the organization and operation of a local school system, a study of such documents was undertaken. The primary purpose of this study was to analyze the content of a number of handbooks and manuals to determine what topics were included and the nature of the information presented on each topic.

Chapter II

General Characteristics of the Handbooks

THIS CHAPTER deals with the location, size, and type of the school systems whose handbooks for school staff personnel were included in this study. Consideration is given to certain major differences and similarities among the handbooks with respect to their titles, stated purposes, methods of development, physical features and the scope and arrangement of their content.

School Systems Represented

The school systems from which handbooks were secured for this study are not representative of all school systems nor can the handbooks themselves be considered representative of similar documents in use throughout the country. However, the following data concerning the location, organization, and size of the 72 school systems represented in this study may be of interest.

In terms of size these school systems were among the larger systems in the country. According to the 1950 U.S. census the population of the cities and counties in which these systems were located ranged from 15,000 to 950,000. In this range, 14 were under 30,000; 31 between 30,000 and 100,000; 21 between 100,000 and 500,000; and 6 over 500,000. The median was between 51,000 and 52,000. Of the 72 school systems 61 were city school systems and 11 were of the county-unit type. They were located in 31 States: 4 Northeastern, 12 Southern, 9 North Central, and 6 Western. All of the 72 systems provided programs of elementary and secondary education.

Titles, Purposes and Methods of Development

Although the documents selected for study carried a variety of titles they all covered most of the same general areas of content and for convenience are referred to throughout the bulletin as handbooks. Actually, or over two-thirds were identified by their title or subtitle as handbooks while the other documents

carried such titles as manuals, guides, policies and procedures, and rules and regulations. All of the documents, as indicated by their titles, subtitles, or opening statements, were designated for teachers; 24 included all employees or all professional staff members, while 8 were designated only for new teachers and 5 only for elementary teachers.

No attempt was made to secure information from individual school systems concerning the specific purposes of these handbooks. However, most of the prefaces or other opening statements indicated in a very general way that the handbooks were designed to help personnel by providing them with useful information about their school systems. In some handbooks the opening statements indicated the information was prepared to help personnel to understand and use available resources, services, and benefits, and to work more effectively with other personnel in the school system.

In most of the handbooks no mention was made of the methods used to develop content, although a number carried references to the fact that content was compiled from such sources as State laws, school board policies, administrative rules and regulations, and commonly accepted practices. However, statements in 10 handbooks indicated that they were developed by committees or councils and 2 contained information that they were jointly prepared by the superintendent's office and a local teachers association. In one school system teachers helped select content for their handbook by answering a questionnaire concerning what they wanted included in the document. In some opening statements the work of one or two individuals in writing and preparing the handbooks for publication was acknowledged.

Nearly all of the 72 handbooks were dated either 1957 or 1958 but a few carried no date. Notations in 29 handbooks indicated that they were revisions of earlier editions, and 3 others contained either a separate list of revisions or evidence of pages having been deleted or added. Two of the handbooks contained statements indicating that they would be revised annually and a few also carried general statements to the effect that suggestions for future revisions would be appreciated.

Physical Features

The handbooks in this study varied considerably in terms of size and number of pages. The number of pages ranged from about 20 to over 200 with a median of about 40 pages. The number of pages in a handbook, however, was no indication of the population of the school district represented. Handbooks from the three largest

school systems contained between 30 and 40 pages. On the other hand, one of the two handbooks with more than 100 mimeographed pages was from a city with a population of over 400,000 and the other from a city of less than 25,000.

Twenty-nine of the handbooks were printed and 43 were mimeographed. The size of the pages in all but three of the mimeographed handbooks was $8\frac{1}{2}$ " x 11". In the printed handbooks page sizes ranged from 4" x 6" to $8\frac{1}{2}$ " x 11" but 6" x 9" was the most common size and was used in 16 or over one-half of those that were printed.

Bindings for the handbooks also varied, but 34—nearly one-half—were of a loose-leaf type, including spiral and clamp type binders. Saddle wire stitching was used in 24 handbooks and side wire stitching in 14.

Sixty-one of the 72 handbooks included prefaces, forewords, or other opening statements. Sixty-three furnished tables of contents and 17 had indexes.

Arrangement and Scope of Content

There were few similarities among the handbooks with respect to the number of major divisions in their content or in the choice of headings for those divisions. The number of major divisions varied from 2 to 50 but about one-half had fewer than 10 headings which, despite variations in language, usually included references to the following topics: the board of education and the administrative organization of the school system; personnel policies and procedures; professional growth; instruction and curriculum development; pupil personnel administration and services; and community relations.

Five of these general topics were selected as major categories for the analysis of the content of all of the handbooks but a sixth, personnel policies and procedures, was considered too broad for this purpose and was, therefore, subdivided into five categories: employment, compensation, benefits for school employees, employees' time and load, and employees' absences. The present treatment, therefore, is under 10 principal topics, arranged in chapters III through X. Preliminary examination of the handbooks revealed that the number of major headings they contained was no indication of the scope and range of their content. This examination also indicated that all of the content in the handbooks could be classified according to the 10 major topics.

The treatment of these topics, however, was extremely varied, reflecting widespread differences as to what aspects of the various general topics should be covered and what types of information

should be presented. For example, in connection with employees' absences, some handbooks provided very little information on sick leave other than the number of days school systems were committed to provide employees without loss of compensation. Other handbooks, however, provided considerable additional information concerning the interpretation of sick leave provisions under various conditions, specific instructions for employees to follow in using sick leave, and the functions and responsibilities of certain personnel in administering the sick leave program.

In addition to information concerning administrative regulations and responsibilities and the benefits, privileges, and specific duties of personnel, various types of related information were also included in the handbooks. This related information was concerned with the importance or objectives of certain programs and activities, the standards or criteria on which certain types of decisions or judgments were made, sources of assistance and information other than the handbooks themselves, descriptions of conditions and resources, definition of terms, and suggested concepts and alternative procedures for teachers and other employees to consider in connection with various matters involving their work or their welfare.

Method of Analysis

The method for analyzing the content of the handbooks was designed to provide data concerning the topics that were covered, the types of information presented, and the general nature of the content provided on each topic. In order to secure these data, items or units of content were identified in the text of each of the handbooks and classified and tabulated according to general topics and various aspects of those topics. Tabulated data and representative examples were also secured concerning the types of information presented on each aspect of the topics included in the handbooks. The results of this analysis are summarized in the chapters which follow.

Chapter III

School Agencies and Positions

WHEN TEACHERS and other personnel accept positions in a school system they bring to their jobs varying degrees of knowledge, ability, and skill. If they are to function effectively they must have an understanding of the organization in which they work. They need information not only about their own tasks and the various programs with which they are connected but also about the interrelationships of all the school programs and the functions and responsibilities of personnel in various positions in directing and coordinating those programs and the school system as a whole.

Nearly all of the handbooks included some content devoted to the authority, functions, and responsibilities of one or more of the State and local school agencies and positions listed in table 1. As the table indicates, over one-half carried information on school boards, administrative positions, and committees and councils. In addition, as succeeding chapters will show, the functions and re-

Table 1.—Number and percent of handbooks containing information on school agencies and positions

<i>Agencies and positions</i>	<i>Number of handbooks</i>	<i>Percent of handbooks</i>
State school agencies.....	19	26
Intermediate school agencies.....	2	3
Local school boards.....	47	65
Administrative positions.....	52	72
Teaching positions.....	26	36
Other instructional positions.....	32	44
Noninstructional positions.....	34	47
Committees and councils.....	40	56
Organization charts and lists of personnel.....	26	36
Total handbooks containing information on school agencies and positions.....	69	96

sponsibilities of various administrators and specialists were frequently covered relative to various aspects of the programs and services for employed personnel, pupil personnel, instruction, and community relations.

State and Intermediate Educational Authorities

Each of 19 handbooks (25 percent) dealt briefly with certain phases of State policy and administration. The most complete treatment provided by any of the handbooks consisted of short general statements on the legislature as a source of school laws; the appointment, organization, and functions of the State board; the powers and duties of the chief State school officer; and some of the functions of the State education agency. Most of the handbooks dealt with one or two phases or aspects of State authority or State administration such as the constitutional or statutory bases for local school district organization, certification of teachers and other specific functions of State education agencies and special commissions. County educational agencies of the intermediate type were mentioned in only two handbooks which emphasized the importance of such agencies in validating teaching certificates.

Local School Boards

While the treatment of local school boards, in contrast to that for State and intermediate agencies, was much more frequent and generally more extensive it was also, as several handbooks pointed out, based to a considerable extent on State laws and regulations. Such laws and regulations undoubtedly were the sources of the local school board functions and responsibilities listed in many of the handbooks. Some of the handbooks among the 47 providing information on local school boards also covered the organization of school boards, times and places of meetings, and relationships of teachers and other employees with the board, including procedures for employees to follow in securing a hearing with the board for the purpose of appealing decisions of the superintendent. According to a number of handbooks, teachers were expected to be familiar with school board policy manuals and the method of securing copies of such manuals. The chapters and sections that were of particular importance to teachers were identified.

Administrative Positions

Nearly three-fourths of the handbooks contained some content covering one or more administrative positions or departments. This content, which was frequently presented under separate

headings and in separate paragraphs or sections, varied considerably in length and in amount of detail from a few brief statements and principles to detailed job descriptions and extensive lists of functions and responsibilities for superintendents, principals, and a number of other administrative positions. In some cases special emphasis was placed on the responsibilities of the principal for the operation of his school, the professional administrative assistance and information he could provide for teachers, and specific tasks he was expected to perform in connection with certain reports and other matters.

Teaching Positions

The need for providing teachers, who constituted the major group for whom the handbooks were prepared, with information concerning their various tasks and their relationships with other personnel was widely recognized in the content concerned with instruction and the various services provided for employed and pupil personnel. But only about one-third of the handbooks covered teaching positions as such. This information was frequently presented in separate paragraphs or lists of items concerning the instructional functions and responsibilities of teachers. In some cases, the information concerned the teachers' relationships with their colleagues, administrators, and the local board of education. Resolutions or policy manuals of the local board were sometimes cited as sources for these functions and responsibilities. Other information provided in some of the handbooks included definitions of various types of teaching positions, such as regular classroom teachers, special teachers, and substitute teachers in terms of such factors as length of assignment, type of teaching, and compensation.

Other Positions

It is of particular importance to teachers that they secure a general understanding of the roles of supervisors, consultants, and other specialized instructional personnel. Information concerning such positions appeared in 4 out of 9 handbooks in various forms and with varying amounts of detail. They ranged from very short paragraphs concerning the general functions of all consultants and supervisors to extensive sections containing detailed job descriptions and lists of functions and responsibilities for consultative or supervisory positions in each of a number of designated fields or areas of instructional service.

◀Much the same variation in treatment was found in the information supplied by one-half of the handbooks on noninstructional

positions including physicians, dentists, nurses, custodians and others. Frequently information concerning the work of various specialists and the administrators to whom they were responsible was presented in sections devoted to departments such as the school health department. In some handbooks carefully worded statements were also provided to clarify complex authoritative relationships such as those involving principals, custodians, and custodial supervisors.

Committees and Councils

Some portion of the content in over one-half of the handbooks was concerned with committees and councils composed of school staff personnel and organized for various purposes. Of these committees and councils two of the most common and potentially influential types were the central administrative council, composed of principals and other administrators, and the superintendent's advisory committee. These committees and councils were usually responsible for advising the superintendent on problems arising in the operation of the school system and on the need for improving school policies. Some systems, according to these handbooks, had special study committees for broad areas such as curriculum development, personnel policies, or professional growth; while other systems utilized a variety of committees with more narrowly defined functions and areas of operation such as textbook selection, personnel selection, salaries, and planning of special events. Some of the handbooks also covered the number of teachers, principals, and other types of personnel serving on various committees, the methods by which they were selected, their tenure, and the administrative approval of their appointment.

Organization Charts and Lists of Personnel

Twenty-six handbooks or 36 percent, contained organization charts, lists of personnel, or both. Thirteen of these, or exactly one-half, provided organization charts. These charts, however, varied considerably in the amount of detail they presented to indicate authoritative and other types of interdepartmental or interstaff relationships. Seventeen handbooks, including some which also contained organization charts, provided lists of administrative and specialized personnel and identified their positions.

Chapter IV

Employment

IN ACCORDANCE with conditions established by State laws and regulations local school systems are empowered to employ teachers and other types of personnel. In order to secure and maintain the personnel necessary for the operation of a local school system and to conform to State requirements certain procedures must be established and certain functions and responsibilities assigned. Through the use of handbooks, employment policies and practices can be clarified both for those who have special responsibilities for personnel management and for the teachers and other employees who are affected by those policies and practices. It was evident that the usefulness of handbooks for keeping teachers and other employees informed on these matters was generally recognized in the school systems represented in this study.

Of the 72 handbooks all except 4 provided information about employment policies and practices. In some the coverage of topics treated was markedly broader than in others, but there was a general tendency to include those topics of major concern to teachers and other employees. Because the specific items dealt with were so numerous it was necessary to group those most closely related into more general topical categories. This has been done in table 2.

Contracts, Probation, and Tenure

As Table 2 shows, more of the handbooks, almost four-fifths, dealt with employee contracts, probation, and tenure than with any of the other aspects of employment treated in this chapter. In view of the fact that these are matters subject to State regulation, it was obvious that many of the provisions which were included had been drawn from State law. However, it was equally obvious that locally adopted policies and practices which would

Table 2.—Number and percent of handbooks containing information on specified aspects of employment policies and practices

<i>Aspects of employment</i>	<i>Number of handbooks</i>	<i>Percent of handbooks</i>
Contracts, probation, and tenure	57	79
Certification, classification, and training	50	69
Other qualifications and personal information required for employment	50	69
Assignment and transfer	48	67
Promotion of personnel	21	29
Termination of employment	40	56
Recruitment and selection of personnel	27	38
Applications for employment	22	31
Total handbooks containing information on employment		94

be of interest to employees had also been included. In nearly all instances the general approach taken was to explain the provisions relating to contracts, probation, and tenure as they affected the individual employee.

Nearly all of the handbooks indicated the time and set forth the conditions under which personnel employed by the school system would receive their contracts. In some instances instructions were also included which employees were to follow in signing and returning their contracts.

With respect to tenure, the handbooks usually specified the number of years of satisfactory service and, in some cases, described other conditions which had to be met before teachers could achieve tenure status. Some handbooks also contained special applications of the tenure provisions, including those relating to school administrators, to teachers on leave, to former teachers returning to the school system, and to teachers employed by districts annexed to the school system. About one handbook out of every five included definitions of tenure terminology applicable in the school system, such as probation, tenure, and what constitutes a year of employment.

In addition to explaining the contractual and tenure provisions as they related to individual employees, nearly one-half of the handbooks also set forth the responsibilities of administrative personnel in the school system regarding these matters. Usually included were the responsibilities of the superintendent for recommending personnel to the school board for appointment or contract, and for reelection, reappointment, and tenure. Also usually included were (1) the responsibilities of school principals

for recommending personnel to the superintendent for reappointment or tenure, (2) the functions of special committees in reviewing tenure procedures and their application, and (3) the responsibilities of personnel departments or personnel administrators for determining whether employees met formal requirements for creditable probationary service or for advancement to tenure status.

Certification, Classification, and Training

In over two-thirds of the handbooks information concerning certification, classification, and training was provided for employees of the school system. Much of this information was concerned with the functions and responsibilities of State and intermediate agencies and local personnel offices for certification and classification of personnel and with standards and procedures for the evaluation of training and experience, the revocation of certificates, and the classification of noninstructional employees.

The most common type of information provided was concerned the responsibilities of teachers in connection with their certification. Over one-third of the handbooks provided specific instructions for teachers concerning the filing, registration, renewal, and verification of their certificates. Specific instructions were also provided on such matters as changes in the certificate-holder's name, notification of proper authorities of any change in certificate, and the filing of transcripts of college credits.

Some of the handbooks indicated that teachers would be notified by their local school personnel departments of any action they might be required to take regarding their certificates and that further information concerning certificates could be secured from State or intermediate education agencies, or from certain local school administrative offices. In some instances information was also provided about changes in salary due to changes in certificate, the acceptance of certain kinds of work for the renewal of certificates, and the payment of subsidies for summer school work required to renew certificates.

Other Qualifications and Personal Information Required for Employment

In addition to information on certification, classification, and training, more than two-thirds of the handbooks also included other related State and local requirements which had to be met by school employees. Most of these handbooks listed and, in some cases, included samples of certain records which employees were required to furnish concerning themselves and their qualifications.

Among these records were birth certificates, fingerprints, discharges or releases from military service, general personal data forms, and health and chest X-ray certificates which some handbooks indicated were based on State requirements. About one-fourth of the handbooks also stated the responsibilities of local school personnel administrators, county superintendents, and others for receiving reports and passing on certain statements of qualification.

About one-fifth of the handbooks described the assistance provided by the school system on health examinations for its employees. A number of handbooks indicated that physical examinations required for employees were provided by school health departments or by private physicians at the expense of the school district. Others indicated that local medical societies were prepared to assist employees in the selection of examining physicians. Some handbooks also specified the health standards for initial or continued employment and, in a few cases, the conditions which would be considered cause for requiring an employee to undergo another physical or mental examination.

Assignment and Transfer

Two-thirds of the handbooks contained information on the assignment and transfer of employed personnel. In a few instances this aspect of employment was covered by a simple regulation or allocation of administrative responsibility. More commonly, however, it was dealt with in detail.

Usually the responsibilities of various administrators, such as school principals and assistant superintendents, were indicated, along with a description of the procedures to be used by them in assigning and transferring personnel. Some handbooks went into considerable detail regarding the responsibilities and obligations of principals in their relationships with teachers requesting transfers.

Nearly a third of the handbooks described the various personal and administrative factors that would be considered in assigning personnel, approving transfers, and determining priorities among employees requesting transfers. Some handbooks indicated that teachers requesting transfers would be given priority in filling vacancies and a few contained special provisions concerning priorities in the selection of personnel to fill positions that were reopened.

About one-fourth of the handbooks included specific instructions for personnel to follow in making requests for transfer, and about one-sixth offered suggestions to teachers concerning factors they

should consider in determining whether or not they should request transfers. Some handbooks encouraged teachers to request transfers, especially if their training was not being used to best advantage, and emphasized the possibilities for growth in occasional transfers of assignment.

Promotion of Personnel

Although two-thirds of the handbooks contained at least some and, in most instances, a relatively large amount of information on employee assignment and transfer, less than a third (29 percent) dealt directly with employee promotion. Information about promotion was most commonly confined to the promotion of teachers to administrative positions.

Of the handbooks dealing with promotion, nearly all described board of education policies, administrative regulations, and the responsibilities of certain departments or administrators for various phases of the promotion program. These policies, regulations, and responsibilities usually dealt with the frequency and manner of announcing vacancies, the solicitation of applications, and the sequence of procedures in the selection of personnel for promotion. Some handbooks stressed that only one administrator or department in the school system was authorized to announce vacancies and receive applications. Other aspects of promotion which were covered were: reviewing credentials and interviewing candidates, the development of eligibility lists, the promotion of noninstructional personnel, and the selection of personnel for local leadership training programs.

One-sixth of the handbooks set forth criteria or standards to be used in selecting personnel for promotion, including objective requirements such as degrees, certificates, and experience as well as certain less tangible factors and indicating, in a few cases, the relative importance of those factors.

Some handbooks encouraged teachers to seek promotions and indicated the action they should take if they wished to be considered.

Termination of Employment

Regulations and procedures concerning termination of employment appeared in five out of nine handbooks. Usually, the regulations governing employee dismissal were discussed among other provisions on tenure and commonly included (1) a statement of the legal causes for which dismissals might be made, and (2) regulations governing employee rights in dismissal cases, to proper notification of an official hearing and to benefit of legal counsel.

Most handbooks that dealt with employee dismissals also included provisions relating to employee resignations. Usually set forth were the administrative procedures to be followed and, in some instances, statements of policy concerning avoidance of in-term resignations.

Recruitment and Selection of Personnel

As the handbooks had been prepared for the benefit of personnel already employed in the school system, most of them did not include information on personnel recruitment and selection. Of those that did (about three-eighths of the total number) most of the information presented dealt with the responsibilities of the school board, administrators, and in some cases selection process, ranging from the review of credentials to the actual offer of employment.

Applications for Employment

Slightly less than one-third of the handbooks contained information on making application for employment. For the most part this information consisted of instructions to applicants and set forth the responsibilities of specified personnel for receiving and processing applications for teaching positions.

Chapter V

Compensation and Benefits

THE COMPENSATION and benefits provided by a school system for its employees determines to a considerable extent whether or not it secures enough competent personnel for the various positions to be filled, and whether or not such personnel will choose to continue to work in that system. It is important, then, that adequate information concerning compensation and benefits be made available to all personnel. Furthermore, the policies and procedures for the administration of compensation have become more complex and need to be carefully defined both for administrators and for other personnel involved.

Compensation

As table 3 shows, all but two of the handbooks dealt with one or more aspects of compensation and four of the seven aspects listed were covered in two-thirds or more of the handbooks.

Table 3.—Number and percent of handbooks containing information on compensation

<i>Aspects of compensation</i>	<i>Number of handbooks</i>	<i>Percent of handbooks</i>
Methods of payment.....	55	76
Determination of compensation.....	52	72
Salary schedules.....	51	71
Provisions for advancement on salary schedules.....	48	67
Merit pay for teachers.....	4	6
Payroll deductions.....	42	58
Required personal information related to compensation.....	29	40
Total handbooks containing information on compensation.....	70	97

Methods of Payment

More handbooks covered methods of payment, a matter of immediate and practical importance to school employees, than any other aspect of compensation. Over three-fourths of the handbooks dealt with this aspect, usually by indicating the length of the period between salary payments or the days on which employees could expect to receive their salary payments. Some handbooks also covered optional methods of payment for the summer months, automatic bank deposits, the payment of custodial personnel by community groups in connection with their use of school buildings, and the responsibilities of principals and school business officials for the preparation of payroll forms and the distribution of salary checks to teachers.

Determination of Compensation

Nearly three-quarters of the handbooks—almost as many as those for methods of payment—provided employees with information on how their compensation was determined. The content identified with this aspect of compensation was concerned with the relationships of professional training, previous teaching experience, military service, and other types of experience to the placement of teachers on salary schedules. In some cases the treatment was extended by including a more detailed account of policies governing the amount, type, and recency of prior experience of teachers in determining salary placement. Also included in some instances were the special provisions for determining the compensation of former teachers who resumed employment in the district within a specified period of time, substitute teachers and other employees not on regular salary, teachers who were employed for less than a year, and teachers with extra assignments.

Many of the handbooks also identified the administrators who were responsible for evaluating the training and experience and determining the salaries of newly employed teachers.

Salary Schedules

Over 70 percent of the handbooks dealt with salary schedules and two-thirds of all handbooks included additional information on salary increases granted in accordance with those schedules.

Most of these handbooks presented complete schedules in tabular form showing prescribed salaries by levels of preparation and years of experience. Where tabular schedules were not provided, enough information concerning beginning salaries and annual increments was supplied to determine the salaries of all personnel covered by the schedule. In addition to the salary schedules for

regularly employed teachers a number of handbooks also included separate schedules for administrative and specialized personnel, substitute teachers, and custodial and other employees and lists of the amounts of extra compensation to be paid personnel for various types of work in the school system. One handbook contained over 20 different salary schedules including schedules for various positions, for substitute teachers, and for assignments entailing additional work.

In connection with salary schedules several handbooks provided additional information concerning the personnel covered by such schedules. One handbook, for example, indicated that salaries for personnel in five different specializations were the same as for teachers. Other handbooks indicated that exchange teachers would remain on their regular salary schedules. And in some handbooks the salaries for administrative and specialized personnel were expressed as amounts in excess of what they would have received as teachers.

Other types of information on salary schedules included (1) the objectives or standards adopted by the school system on which the salary schedules were based, (2) the school board's approval of the schedule, (3) the responsibilities of individual employees to see that their actual salaries conformed to the appropriate schedules, and (4) the sources of assistance to which employees could turn for clarification of salary policies and assistance with salary problems.

While the salary schedules indicated that salaries would be increased according to professional training and years of experience, they were usually accompanied by additional explanation of the types and amounts of experience and training required for advancement on salary schedules. This explanation covered such matters as the verification of training records, the approval of equivalencies or substitutions for certain training requirements, the minimum length of service for which credit would be given for salary purposes, the effective dates of salary increases, and the authority of administrators and school boards to recommend and grant such increases. Also frequently emphasized were the obligations of teachers to file notices of intention to secure training that would affect their salaries and to submit evidence of having completed such training prior to certain designated dates.

Merit Salary Awards

A number of handbooks indicated that satisfactory performance was a condition for continued advancement on the salary schedule but only four contained definite provisions for merit salary

awards. These provisions were concerned primarily with the responsibilities of various administrative personnel for evaluating teachers and recommending them for merit awards and with the criteria or standards to be used in making such evaluations.

Payroll Deductions

Nearly three-fifths of the handbooks indicated that payroll deductions were made for certain specified purposes. These included compulsory deductions for State and Federal income taxes and for retirement and voluntary deductions such as those for savings bonds and insurance. Some of the handbooks also provided employees with information they would need concerning deductions that could be made at their own request while others identified the agencies or departments from which such information could be secured.

Required Personnel Information Related to Compensation

About 40 percent of the handbooks indicated that employees were required to furnish certain records and data concerning themselves and their qualifications before they could receive any compensation. Among the required items mentioned in various handbooks were birth certificates, contracts, teaching certificates, retirement records, and personnel data forms. Some handbooks also covered the responsibilities of personnel directors or other administrators for initiating and maintaining the necessary records and of principals for verifying and transmitting such records to central offices.

Benefits for School Employees

As table 4 indicates, 96 percent of the handbooks provided some information on one or more aspects of the general topic of benefits which included insurance and health and accident protection, retirement provisions, and miscellaneous benefits and services.

Table 4.—Number and percent of handbooks containing information on certain benefits for school staff personnel

<i>Types of benefits</i>	<i>Number of handbooks</i>	<i>Percent of handbooks</i>
Insurance and health and accident protection.....	59	82
Retirement provisions	63	88
Miscellaneous benefits and services.....	25	35
Total handbooks containing information on benefits	69	96

Insurance and Health and Accident Protection

The information which five-sixths of the handbooks provided concerning health and accident protection for employees was concentrated primarily on workmen's compensation laws and the coordination of benefits under those laws with the provisions for sick leave. Many handbooks also emphasized the need for promptness on the part of employees in reporting injuries suffered while at work and the responsibilities of principals, nurses, and school physicians regarding injuries of employed personnel.

Some of the handbooks also provided basic information on the cost and type of protection provided for school employees by various health and life insurance plans or identified the personnel or the other publications from which such information could be secured. Of these plans, a few were financed wholly or in part by the local school district, but most of them were available to employees only at their own expense, with local school offices assisting with the registration of personnel, the collection of premiums, and other administrative details.

Retirement

Teachers and other school employees, most of whom have been brought under the provisions of statewide retirement systems or under local retirement systems authorized by State law, need to be informed concerning the amount of their retirement contributions, the amount of the contributions provided by the local school district, the compulsory retirement age and the amount of retirement compensation available under the prevailing schedules of contributions. At least one such phase or basic provision of retirement was included in seven-eighths of the handbooks. Some of these also included information on Federal social security coverage for school employees, survivor's benefits, withdrawal privileges, the computation of prior service and regular service time, and the minimum number of days and types of service which constitute a year for retirement purposes.

Almost two-thirds of the handbooks specified records or types of personal data which employees were required to furnish to inaugurate their retirement programs or to reinstate such programs that had been discontinued. And about one-fourth dealt with certain retirement options that were available to all employees, to new employees, or to employees about to retire. Many of these handbooks supplied information on opportunities for employees to increase their retirement benefits through increased contributions, on credit for out-of-State service and on procedures

to be followed by employees who wished to keep their retirement in force while on leave or in temporary employment outside the school system. About one-third of the handbooks referred employees who desired further information to other publications or to various agencies such as State retirement systems, central school offices, and local school personnel departments.

Miscellaneous Benefits and Services

About one-third of the handbooks described miscellaneous benefits and services that were available to employees, but were not actually provided by the local school systems. These benefits and services included credit unions, purchasing services, and a local blood bank for school employees.

Chapter VI

Employees' Time and Load; Employees' Absences

THE MANAGEMENT of the time of teachers and other employees is a matter of considerable interest to school boards and administrators and to school employees themselves. For efficient service, standards or guides should be established concerning the workday, the workyear, interruptions in service due to meetings and vacations, and the use of the teachers' or other employees' time both within and outside their school work assignments.

In addition to the general organization of employees' time and workload, school systems have to provide for employees' absences, both to maintain continuity in instruction and in services and to protect the health and security of employees. To do this many school systems have established procedures for securing competent substitutes for employees who are absent and provisions for continuing the compensation of those employees while they are absent due to sickness or other designated reasons.

Employees' Time and Load

As indicated in table 5, 94 percent of the handbooks provided information on one or more aspects of employees' time and workload.

Employees' Day

Policies and procedures relative to the workday for teachers were included in more than 80 percent of the handbooks. Usually these policies and procedures dealt with such matters as time of arrival at and departure from the school building, the hours during which teachers were subject to call, and the amount of out-of-class time to be spent in school. Some handbooks also dealt with the responsibilities of principals and other administrators

Table 5.—Number and percent of handbooks containing information on employees' time and load

<i>Aspects of employees' time and load</i>	<i>Number of handbooks</i>	<i>Percent of handbooks</i>
Employee's day _____	59	83
Work periods _____	84	47
Meetings and vacations _____	52	72
Employees' load _____	42	58
Total handbooks containing information on employees' time and load _____	68	94

in connection with the observance of designated school hours, and indicated the factors to be considered in approving any variation from those hours. A few handbooks specified a minimum amount of time for teachers' lunch periods.

Work Periods

Nearly one-half of the handbooks dealt with the workweek or the workyear, covering such items as the opening and closing dates of employment periods; the number of days of actual employment in the school year for teachers, administrators, and specialized instructional personnel; and the length of the workweek for classified or noninstructional personnel. Also covered in some of the handbooks were the functions and responsibilities of school boards and administrators for the opening and closing of schools, the completion of end-of-year reports and other activities, and the approval of requests from personnel for early departures at the end of the school year.

Meetings and Vacations

Meetings and vacations were covered in 70 percent of the handbooks, usually with major emphasis on the time and place of regularly scheduled school or district-wide meetings for teachers. However, some handbooks also dealt with the time and money available for personnel to attend meetings outside the local district, the procedures to be followed by employees in requesting permission to attend such meetings, and the responsibilities of school boards, administrators, and committees for approving such requests.

Information on vacations was generally limited to the number of days available to administrators and other personnel who were employed on an annual basis.

Employees' Load

Content related to the workload of teachers, and in some cases

of other employees, appeared in nearly 60 percent of the handbooks. Many of these handbooks identified the types of activities that were generally included in a normal teaching assignment and the factors such as number, size, and type of class and extra-curricular assignments that were taken into consideration by principals and other administrators in measuring and equalizing teachers' workloads.

In some handbooks considerable emphasis was placed on outside work as a possible deterrent to the effective performance of teaching or other assignments within the school system. Employees were instructed to keep certain administrators informed of their outside employment and to observe prescribed restrictions concerning the amount of time spent on outside work, the time of day during which such work was performed, and the acceptance of outside employment involving sales or service relationships with their local school districts. The information on outside employment also frequently covered the functions and responsibilities of school boards, superintendents, and principals for authorizing outside employment, enforcing restrictions, and curtailing employees' outside work because of its adverse effects on their performance of regular school assignments.

Employees' Absences

The only general topic that was treated in all of the handbooks was employees' absences. Each handbook included at least one item of information related to one or more of the four aspects of employees' absences listed in table 6, and each of these four aspects appeared in from 81 to 94 percent of the handbooks.

Table 6.—Number and percent of handbooks containing information on employees' absences

<i>Aspects of employees' absences</i>	<i>Number of handbooks</i>	<i>Percent of handbooks</i>
Absences due to sickness, quarantine, maternity, or bereavement _____	68	94
Other types of absences _____	60	83
Salary provisions related to absences _____	58	81
Substitute service and other arrangements for employees' absences _____	60	83
Total handbooks containing information on absences _____	72	100

Absences Due to Sickness, Quarantine, Maternity, or Bereavement

As table 6 indicates, all but four of the handbooks dealt with absences due to sickness, quarantine, maternity or bereavement. Nearly all of these handbooks specified the amount of leave with pay that would be allowed an employee while he was absent due to his own illness, usually in terms of a certain number of days allowed per year and a maximum number of days that could be accumulated and carried over from year to year.

In addition to the basic provisions for sick leave, many handbooks also dealt with various applications of sick leave such as the amount of sick leave allowed for illness in the employee's family, the use of a limited number of days of sick leave for personal business, the amount of sick leave available for employees at the beginning of a school year or at the time of employment, and the use of sick leave for absences during inservice training sessions. Some of the more extensive and detailed treatments of sick leave covered (1) separate leave provisions for noninstructional personnel; (2) the maintenance of sick leave privileges for employees on professional, military, or sabbatical leaves of absence; (3) the reinstatement of accumulated sick leave for former employees who had returned to service in the school district within a specified period of time; and (4) the transfer of sick leave credit from other public agencies. Some handbooks also included regulations and procedures concerning the use of sick leave in conjunction with disability leave and retirement and the coordination of sick leave benefits with workmen's compensation in order to prevent double compensation.

Some of the content dealing with absences due to illness, maternity, or bereavement covered the responsibilities of various administrators for determining the amount of leave with pay to which employees were entitled and of school health departments, school physicians, and principals for judging the health of employees and their fitness to return to work. Included in some of the handbooks were specific instructions to employees for filing reports and physician's certificates in connection with their absences.

Other Types of Absences.

While employees may be temporarily absent or on leave of absence due to illness, maternity, or bereavement, they may also be absent for various other reasons. Five-sixths of the handbooks covered some of these additional kinds of absences. Leaves of

absence, salary deductions and other provisions were covered in connection with employees' absences because of jury duty, witness and election duty; graduation, marriage, personal business, school business, and military duty, including leaves of absence for physical examinations, reserve duty, and the reemployment of personnel upon the completion of military service obligations. But, in general, it was on sabbatical leaves of absence that major attention was centered. In the handbooks the provisions governing sabbatical leave usually covered the number of years and types of service required for personnel to qualify for such leave, the amount of their compensation while on leave, and the conditions under which such compensation was granted. Some handbooks also specified the maximum number of personnel to be granted sabbatical leave privileges at the same time and the factors that would be considered by administrators in determining priorities among personnel requesting such leave.

Salary Provisions Related to Absences

In addition to employees' absences which under sick leave and other types of leave have no effect on existing salary arrangements, there are, as four-fifths of the handbooks indicated, types of absences for which salary adjustments must be made. These handbooks usually covered the amount or the method of computation of salary deductions for absences for which no leave with pay was ever allowed or for which sick leave or other leave privileges had been exhausted. In some instances, the time (the end of the pay period or the end of the year) was indicated at which such deductions would be made.

Also included in some of the handbooks were regulations and procedures on the scheduling of salary payments to personnel on military and sabbatical leave, and the salary adjustments to be made for personnel who by reason of death or disability were unable to meet their obligations to return to teaching at the end of their leaves of absence.

Arrangements for Absences

The maintenance of instructional and other school services requires that employees be fully informed concerning the reporting of anticipated absences. Most of the handbooks dealing with arrangements for absences designated the office or the person to be notified by employees when they were absent. Employees were directed to specify when they expected to be absent and when they expected to return to work. Many handbooks also indicated

that notices of absence should be given by a certain time and that teachers who were late in notifying their schools concerning their return to work could be denied a fraction of a day's compensation, especially if the services of substitute teachers had been secured.

The responsibility for securing substitute teachers either directly or through a central school office usually rested with the principals, and some handbooks stipulated with considerable emphasis that teachers and other employees were not to contact their own substitutes. In some cases the information concerning substitute teachers also covered the personnel and procedures involved in securing, evaluating, and approving applications for substitute teaching assignments.

Chapter VII

Personnel Development

IT HAS BEEN generally recognized that the improvement of instructional programs and school services depends on the growth and development of school staff personnel. To promote the development of their employed personnel, school systems have established orientation, induction, inservice education, and evaluation programs. Another important influence in the development of personnel is to be found in the various organizations for professional and other school employees. These organizations are also of considerable importance in the development of codes of ethics and other guides for the conduct of personnel.

The effectiveness of the various aspects of a school system's program for the development of personnel depends to a considerable extent on communication. Without adequate communication evaluation programs may be misinterpreted, opportunities for professional growth may be ignored, and interstaff relations may deteriorate. It is not surprising, then, that all but one of the handbooks presented some information related to the development of personnel.

Table 7 lists seven aspects of this general topic. Information relating to four of these aspects appeared in from 60 to 81 percent of the handbooks.

Orientation and Induction Programs

Orientation and induction programs in which new teachers were involved for a short time at the beginning of the school year were mentioned in only 17, or about one-fourth, of the handbooks and in only 4 out of 8 handbooks for new teachers. In general, the treatment of these programs was very brief with the exception of 2 of the handbooks, 1 for elementary teachers and 1 for new teachers, which dealt extensively with the activities and opportunities for growth included in such programs.

Table 7.—Number and percent of handbooks containing information on personnel development

<i>Aspects of personnel development</i>	<i>Number of handbooks</i>	<i>Percent of handbooks</i>
Orientation and induction programs.....	17	24
Scheduled inservice programs and conferences.....	24	33
Sources, availability, and choice of individual personnel development activities.....	54	75
Credit, reports, and subsidies for individual personnel development activities.....	43	60
Evaluation and rating of personnel.....	50	69
Employees' organizations.....	58	81
Conduct of personnel.....	29	40
Total handbooks containing information on personnel development.....	71	99

One handbook indicated that principals were responsible for this aspect of personnel development and offered suggestions for principals to follow in planning for it. Others dealt with various related matters including payroll deductions for personnel who fail to attend special orientation or induction meetings, a required course provided by a local university for all new teachers, and the time allowed foreign exchange teachers to observe other teachers before beginning work in a local school system.

Scheduled Programs of Inservice Education

Scheduled inservice training programs other than orientation and induction programs were treated in one-third of the handbooks. Information on these programs which were usually scheduled for all or for groups of teachers designated by subject or grade was devoted in most instances to the time, place, general content, and the number of sessions teachers were expected to attend. One handbook indicated that inservice training sessions had also been scheduled for custodians.

Individual Personnel Development Activities

Teachers frequently need opportunities for meeting professional growth requirements imposed by the State, the local school district, or by their own concern for the continued development of their abilities and their professional careers. This requires that they be adequately informed concerning developmental activities in which they can participate and procedures for securing appropriate recognition for such participation. Various developmental activities such as classes, workshops, and visitation programs were dealt with in three-fourths of the handbooks. These

activities were treated in terms of their sources or sponsors, their availability to personnel, and the opportunities of personnel to make choices. In three-fifths of the handbooks the same activities were discussed in terms of credits, reports, and subsidies.

The handbooks frequently identified local school systems or local colleges and universities as the source or sponsor of inservice training classes or workshops and indicated the time and place for such activities. Several handbooks also offered suggestions for teachers concerning the selection of individual inservice activities and indicated that they would be consulted concerning their needs and advised of the types of inservice training available. In some cases, however, the teachers' selections of inservice training activities were subject to administrative approval and new teachers were instructed not to undertake such activities until a specified period of time had elapsed.

While specific courses, workshops, or other activities were not generally required, many of the handbooks did specify that a certain number of credits be secured by teachers within a given period of time and a few indicated a required or recommended distribution of such credits among two or more types of activities. But some of the handbooks also indicated there were limitations on the amount of credit that would be granted for participating in inservice activities during the probationary period, during the school year, or during some other designated period of service. Other administrative provisions included in the handbooks covered such matters as the time by which teachers were expected to submit records of their activities, the responsibilities of administrators, departments, or committees for reviewing requests for credit, and the factors that would be considered in approving such requests. Among the factors cited were the accreditation of higher institutions sponsoring inservice training courses, the qualifications of instructors, and the quality or usefulness of workshop materials, individual projects and published articles.

Evaluation and Rating of Teachers

Adequacy and clarity of communication are of particular importance in the evaluation and rating of teachers. This aspect of school staff personnel administration and development was treated in nearly 70 percent of the handbooks. In general, major emphasis was placed on the evaluation or rating of probationary teachers, but some attention was also given to the evaluation of other regularly employed teachers and, in some instances, special provisions were included on the evaluation of substitute teachers.

In dealing with the evaluation and rating of teachers, the majority of the handbooks indicated what teaching personnel would be evaluated, the administrators or supervisors who would make the evaluation, and the approximate time or frequency of such evaluations. Some of the handbooks also covered acknowledgment of formal ratings by the teacher, the procedures for routing copies of completed rating forms to various administrative offices and to the teacher, and the opportunities provided for teachers to request evaluations and to submit instructional materials and other evidence of the quality of their work.

Several of the handbooks provided copies of rating or evaluation forms or lists of items for teachers to use in self-evaluation, and a few included formal statements of the desired characteristics of teachers and the types of behavior or performance that would be accepted as evidence of these characteristics.

Employees' Organizations

More than four-fifths of the handbooks provided information on teachers associations and other organizations for employees. This information varied considerably in scope and type. Some of these handbooks, for example, included items urging teachers to join the local teachers association in their school systems while others included the entire constitution and by-laws of those associations and one included a copy of the working agreement between the local school system and the local teachers union. Still other handbooks included fairly extensive information on many organizations which staff members were free to join. Membership in at least one such organization was generally encouraged, but one handbook stated definitely that organizational membership would not be considered in making decisions about personnel.

In presenting information on school employees organizations, the handbooks frequently covered the purposes and values of such organizations, the nature of their programs, their relationships with State and national organizations, their meeting schedules, and the names of their officers. Also included in some of the handbooks were policies and procedures governing the use of school time and, in some cases, funds for the purpose of attending meetings of State and national organizations, the duties of principals in arranging time and facilities for meetings of local organizations, and the extension of equal privileges to all employees' organizations in the use of school buildings and in the presentation of their programs to their fellow staff members.

Conduct of Personnel

Forty percent of the handbooks included information of a specific nature on one or more subjects related to the conduct of personnel, such as codes of ethics, grievances, and political activities. Many of these handbooks included codes of ethics developed by the National Education Association or by its State or local affiliates. The information on grievances was concerned primarily with the channels of communication to be followed by teachers in dealing with administrators and school boards and, in some cases, in utilizing the services provided by local school personnel departments and teachers associations.

In dealing with political activity, major emphasis was given to restrictions on the use of school equipment, facilities and materials, and the involvement of children in partisan politics. A few handbooks also dealt with the values of participation by school employees in political affairs and with the arrangements employees should make with their superintendents before running for public office.

Instructional Programs, Supplementary Services, Facilities and Equipment

PROBABLY the most important function of communication in any school system is to provide school staff members with information concerning the school program and their functions and responsibilities in making the program effective. As school programs change and develop, new functions and responsibilities must be assumed by various personnel. Thus, the teacher, the specialist, and the administrator may find, as they review the information available on some aspect of the school program, that they have certain changed or additional functions, responsibilities, and relationships. The teacher learns not only the objectives and organization of the instructional program, but also the established patterns for cooperating with others in presenting the program and utilizing resources.

Many of the handbooks provided considerable information concerning instructional programs and supplementary services. In 40 percent of the handbooks one-fifth or more of the items of information were devoted to this topic, and only three handbooks failed to provide some information on one or more of the items listed in table 8. For the topic as a whole the information presented was primarily concerned with specific duties of teachers, relationships among personnel, the resources of the school system, and the objectives of instructional programs.

Daily Schedules

Policies and practices which are related to the daily schedule of school activities were included in about two-thirds of the handbooks. These handbooks generally covered the length of the school day, length of class periods, and opening exercises and other daily activities. Although many of the handbooks indicated that the preparation of detailed daily schedules for elementary

Table 8.—Number and percent of handbooks containing information on instructional programs, supplementary services, and facilities and equipment

<i>Data contained in handbooks</i>	<i>Number of handbooks</i>	<i>Percent of handbooks</i>
Daily schedule or program.....	49	68
School calendars.....	27	38
Program development.....	62	86
Lesson plans and other records of instruction.....	24	33
Instructional program.....	62	86
Supplementary services.....	35	49
School buildings and facilities.....	44	61
Supplies and equipment.....	51	71
Student teaching and exchange teaching programs.....	22	31
Total handbooks containing information on instructional programs, supplementary services, and facilities and equipment.....	69	96

school classes was the responsibility of the teacher, they frequently suggested time allotments for various school subjects. Some handbooks also covered the general policies and the responsibilities of personnel relating to interruptions or changes in the daily schedule and the closing of schools for emergencies.

Annual Schedules

The scheduling of events throughout the school year was covered by nearly 40 percent of the handbooks. Some of these handbooks presented special calendars for particular programs and activities, such as testing programs and school reports. Most of the annual schedules, however, were general and indicated the dates for the beginning and closing of reporting periods and for preschool and postschool meetings, State teachers association meetings, workshops, and other programs and special events. A few of the handbooks indicated that certain administrators were responsible for the preparation and distribution of annual schedules or calendars of events.

Development of Instructional Programs

More than five-sixths of the handbooks dealt with the development of instructional programs. Most of the handbooks identified one or more resources such as State or local curriculum guides or bulletins and special guides for field trips which teachers could consult in planning and developing their programs of classroom instruction. Certain resources that were available in instruc-

tional materials center or in school libraries were identified and, in some cases, described. Demonstration teaching, curriculum committee work, radio, television, and photographic services were also mentioned as sources of assistance for teachers in planning their instructional programs.

While the handbooks usually referred teachers to other publications and to various specialists for assistance and information, nearly 40 percent included some suggestions to teachers concerning the development of their programs of instruction, particularly in connection with the use of textbooks and other instructional materials. Some of the handbooks provided specific instructions for teachers to follow in requesting supervisory assistance and in arranging for field trips. Others indicated the functions and responsibilities for various administrators, supervisors, and specialists in helping teachers develop their instructional programs. One handbook, for example, contained a list of 11 functions of the central school office in helping teachers with instruction.

Lesson Plans

Lesson plans and other records on instruction were mentioned in about one-third of the handbooks. Some of these handbooks merely indicated the source of planbooks or offered suggestions concerning their use. But over 20 percent provided specific instructions for teachers on the advance preparation of lesson plans and the need for having the plans ready for use by substitutes. One handbook also indicated that substitutes were expected to provide a record of the work completed during the absence of the regular teachers.

Instructional Programs

More than five-sixths of the handbooks contained information on instructional programs, but the amounts of this information varied greatly. Nearly two-thirds dealt with the objectives of the instructional program and the contributions the program should make to the education of children and youth. Some of these objectives were included in formally stated philosophies of education and referred to attitudes, skills, and understandings to be developed in children; others referred to certain conditions, such as adequate provision for individual differences, which were considered desirable for local school systems to develop in their instructional program. In some handbooks, however, the treatment of objectives did not cover the total school program but only

certain special programs with which many teachers might not be familiar.

Some of the handbooks included general descriptions of the programs in most of the major areas of instruction, while others provided descriptions only for special areas of instruction, such as art, foreign language, industrial arts, music, and special or experimental programs such as programs for gifted children or for physically or mentally handicapped children. In addition to descriptions of these special programs, several of the handbooks also included information on the functions and responsibilities of the personnel who were providing specialized instruction, the bases on which pupils were selected for special instruction, and the procedures to be followed by classroom teachers in securing such instruction for their pupils.

Supplementary Services

The information on supplementary services, which about one-half of the handbooks provided, was mainly concerned with school lunch and pupil transportation services. Specific items covered included the following: (1) the functions and responsibilities of personnel directly responsible for school lunch and pupil transportation services, (2) the responsibilities of principals in coordinating services and personnel, (3) the duties of teachers in supervising pupils during school lunch periods and while awaiting transportation, (4) the educational values and learning opportunities inherent in school lunch programs, and (5) procedures for securing free lunches for indigent children.

School Buildings and Facilities

School staff personnel need to be informed concerning their responsibilities for the care of school buildings and facilities and concerning the board policies and administrative regulations governing the use of school buildings for regularly scheduled instruction and for community affairs. More than 60 percent of the handbooks contained information on the care and use of school buildings. The principal, of course, was frequently mentioned as the person to be contacted by staff members and community groups on matters relating to the use of school buildings. Information clarifying the responsibilities of teachers, custodians, and maintenance supervisors for the cleanliness and comfort of classrooms was also given.

Some handbooks carried specific instructions for teachers concerning (1) safeguarding of classroom keys, (2) locking of classroom doors, (3) use of classrooms after regular school hours,

(4) care and use of chalk boards and lighting facilities, and (5) reporting damage to the school building due to vandalism or other causes. A few handbooks also identified the location and described the functions of certain special buildings and facilities.

Supplies and Equipment

Over 70 percent of the handbooks included some subject matter dealing with school supplies and equipment. Many of these handbooks identified the catalogs or inventories which teachers were expected to consult in ordering supplies, and provided information concerning the supplies that were normally kept on hand in each school building, the libraries and other places in the school district where samples of instructional materials could be examined, and the standards or criteria to be applied by teachers in selecting and ordering textbooks and audio-visual and other instructional materials and equipment. Teachers also had specific tasks to perform in connection with the requisitioning of textbooks and other supplies, in the keeping of records showing the condition of books and their assignment to pupils, in submitting reports on room inventories, and in the determination and assessment of charges for lost and damaged books and for damaged desks.

The handbooks usually indicated that principals were responsible for coordinating the ordering and distribution of supplies and equipment in their buildings and for maintaining adequate records. Some handbooks also included regulations concerning relationships with salesmen; the functions and responsibilities of school boards, superintendents, and principals in authorizing salesmen to contact teachers, custodians, or other school employees; and the factors that were considered by school boards and administrators in approving the use of instructional supplies and materials containing advertising.

Student and Exchange Teaching

About 30 percent of the handbooks contained information on student teaching or exchange teaching or both. Included in many of these handbooks were procedures and criteria for supervising teachers, rules and regulations governing the relationships of supervising teachers to student teachers, compensation of supervising teachers, the limitations placed on the use of student teachers as substitutes, and the granting by the superintendent of exceptions to established standards for the selection of supervising teachers. A few handbooks also dealt with demonstration

teaching for college students and with relationships between teachers and student observers.

The treatment of exchange teaching assignments was concerned primarily with personal qualifications, application procedures, teachers' benefits and compensation while on such assignments, and their privileges and obligations after returning to their local school systems.

Chapter IX

Pupil Personnel Administration and Services

IF A SCHOOL system is to provide individual pupils with the best possible opportunities for learning, it must have an adequate program for administering pupil personnel and providing essential pupil personnel services. This requires that procedures be established for developing, recording, and utilizing information concerning individual pupils. Also required is a systematic approach to the supervision and guidance of each pupil while he is in school and to the coordination and utilization of the special services which he may need. Probably no other area of the total school program requires so much cooperation and understanding from so many different types of personnel as does the area of pupil personnel administration and services. In this area not only specialists, but also teachers and administrators, find that they have many important functions to perform and relationships to maintain.

Much of the effectiveness of pupil personnel programs depends on the effectiveness of communications within school systems. Teachers and other personnel need considerable information on the roles they are expected to play in the operation of pupil personnel programs and in the coordination of those services with instructional programs. As table 9 indicates, 90 percent of the handbooks covered one or more aspects of this topic, and all but two of the nine aspects were covered in at least 50 percent of them. Many of the handbooks provided extensive information on pupils' records and reports, admission and attendance, pupil personnel services and pupils' health and protection. And in one-quarter of the handbooks more than one-third of the content was devoted to various aspects of pupil personnel administration and services.

Records and Reports on Pupils

Nearly four-fifths of the handbooks contained information about pupils' records and reports. This information was concerned primarily with certain tasks for teachers, the functions and responsibilities of administrators and specialists, and the nature of the records and reports themselves.

Table 9.—Number and percent of handbooks containing information on pupil personnel administration and services

<i>Topic</i>	<i>Number of handbooks</i>	<i>Percent of handbooks</i>
Records and reports on pupils.....	57	79
Admission and attendance of pupils.....	52	72
Pupils' conduct.....	53	74
Pupil personnel services.....	48	67
Pupils' health and safety.....	53	74
Grading and promotion of pupils.....	36	50
Organization of pupils' work.....	31	43
Pupil organizations and extracurricular activities.....	21	29
Pupils' money and gifts.....	39	54
Total handbooks containing information on pupil personnel administration and services.....	65	90

Most of these handbooks contained instructions for teachers, and in a few cases for secretaries, concerning the forms, procedures and symbols to be used in recording and transmitting data about individual pupils on attendance reports, census records, health records, failing grade reports, report cards, and religious instruction cards. Information was also provided concerning the location of central record files, the dates on which teachers were to make certain reports, and the forms and procedures to be used by teachers in transmitting data on individual pupils to nurses and other specialized personnel.

In some handbooks the treatment of records and reports on pupils also covered the functions and responsibilities of superintendents, principals, and counselors. Policy matters dealt with included (1) transferring pupils' records to other schools in the district or to other school systems, (2) screening and recording data on individual pupils, (3) approving the disclosure of information on pupils' records, and (4) furnishing lists of pupils' names to agencies and individuals outside the school system. Included in some instances were statements of standards and regulations governing the coordination of pupils' records systems.

About one-third of the handbooks stressed the value or importance of pupil personnel records and reports in connection with financial support for the school system, future inquiries concerning pupils, and the development of a better understanding of each pupil on the part of his teachers.

Admission and Attendance of Pupils

Policies and procedures relating to the admission and attendance of pupils were covered in over 70 percent of the handbooks. Many of these handbooks covered certain entrance or admission requirements, such as minimum age and health examination records, and indicated that pupils were expected to enter the schools in their own attendance areas. The presentation of these requirements in many instances also covered such matters as (1) the authority of superintendents to approve the admission of underage pupils, (2) the admission of pupils to special schools, (3) the admission of pupils to schools outside their own attendance areas or school districts, and (4) the factors that would be considered by the superintendent in making exceptions to general rules governing admission. Some handbooks included information on tuition rates and on the boundaries of the school district and its attendance areas, while others merely indicated how such information could be secured.

Major attention concerning school attendance was focused on State laws and local regulations dealing with compulsory attendance and the reasons for which pupils' absences would be excused. In some cases special provisions were included for excusing the absence of pupils from certain types of instruction such as physical education and for the observance of certain religious holidays. Many handbooks also covered the functions and responsibilities of principals and of attendance officers, visiting teachers, and other specialized personnel for investigating absences, enforcing laws and regulations, reviewing attendance and truancy cases, and promoting improved attendance. Several handbooks indicated that the principal could suspend pupils from further attendance but that only the school board could expel pupils.

Some handbooks contained instructions for teachers concerning their responsibilities for verifying and reporting pupils' ages, places of residence, and absences and for facilitating the transfer of pupils. These handbooks also stated the policies to be followed by principals and teachers in sending pupils on errands away from school or in releasing them to parents, to officers of the law, or to other schools for special instruction.

Pupils' Conduct

About 3 out of 4 handbooks included information directly related to pupils' conduct or behavior. Several of these handbooks dealt with the types of behavior that should be developed among pupils, the relationship of certain needs and characteristics of children to their behavior, possible approaches to the solution of certain types of behavior problems, and the role of principals and guidance specialists in assisting teachers in their relationships with their pupils. Attention was also called to legal limitations on the use of corporal punishment and to the duties of teachers who had administered corporal punishment to report the circumstances to their principals and, in some cases, to their superintendents. In some instances the regulations adopted by the school system concerning the detention of pupils after the close of the school day were included.

Some of the handbooks referred to the need for adequate supervision of pupils during their out-of-class time at school and specified the duties and responsibilities of principals and teachers for such supervision and, in a few cases, for the supervision of pupils while they were being questioned by police officers and other adults from outside the school system.

Pupil Personnel Services

Many of the handbooks provided extensive information on a variety of services for pupils including medical and dental services, guidance and testing services, social work, speech therapy and other special services for handicapped pupils. Two-thirds of the handbooks mentioned at least one of these services. In the treatment of a particular service the handbooks usually included (1) the nature of the service, (2) the functions and responsibilities of facilities for special departments, (4) the physical or mental symptoms or conditions of need which would warrant the referral of pupils to a particular specialist or department, (5) the data to be furnished and the procedures to be followed by teachers in making such referrals and (6) the approval of referrals by principals and other administrators. Many handbooks also included information concerning the availability of certain tests for pupils, the scheduling of testing services, and the personnel and special publications from which teachers could secure information and assistance in the selection and interpretation of tests.

Pupils' Health and Safety

Almost three-fourths of the handbooks contained information on pupil health and safety. Specific items fell in three general

categories: (1) the maintenance of safe conditions for pupils, (2) the care of pupils' injuries, and (3) the prevention of communicable diseases. Commonly stressed were safety in the school buildings and on the school grounds, the use of bicycles and motor vehicles, and the functions of safety patrols. Some emphasis was also given to fire prevention and to State laws and local regulations governing fire and civil defense drills and the responsibilities of principals and teachers in conducting such drills.

Many of the handbooks specified the types of action to be taken by administrators, teachers, nurses and other personnel in providing appropriate assistance for pupils who were injured or were found to have communicable diseases while at school. Some of the handbooks also indicated that there were limitations on the amount of first aid that could be given by school employees other than nurses and that principals were responsible for determining the need for professional medical services and arranging transportation for sick and injured pupils.

The teachers' role in connection with pupil health and safety was indicated by the instructions concerning the accident report forms, accident insurance plans for pupils, the conduct of health inspections, and the detection and reporting of communicable diseases among pupils. Several of the handbooks referred teachers to other publications or to administrators or specialists for additional information on communicable diseases and on fire and civil defense drills.

Grading and Promotion of Pupils

Typically, the treatment of grading and promotion policies and practices, covered in one-half the handbooks, included an explanation of the symbols or marks used on the records and report cards of individual pupils to represent levels of achievement and an interpretation of school standards and other factors that teachers were expected to take into account in assigning such marks. Also included in a few instances were the system-wide regulations governing scholastic contests and awards based on the achievements of individual pupils.

In a number of handbooks, the presentation of information concerning the promotion and retention of pupils in their grade placement or subjects included statements of promotional policies or objectives, lists of standards, graduation requirements, and the bases on which decisions were to be made about individual pupils. In several instances the procedures to be followed were indicated and relationships with parents regarding grade placement of pupils were explained. In some handbooks these poli-

cies and procedures covered the grade placement of pupils coming into the local school system and the assigning of grades or marks to pupils leaving the school system or transferring within the local school district. Other handbooks, however, instead of supplying detailed information on the evaluation and grading of pupils' achievement, advised teachers to consult special publications or to contact their administrators and supervisors.

Organization of Pupils' Work

While certain special instructional programs and pupil personnel services have been developed to help pupils with learning difficulties, there still remains for the teacher the problem of adapting instruction to the needs and abilities of individual pupils. In more than two-fifths of the handbooks, some of the relationships involving instructional programs and pupils were considered. Many of the handbooks provided suggestions for teachers concerning the grouping of pupils for instruction and the adaptation of seating arrangements and other classroom conditions to meet individual pupils' learning difficulties and physical handicaps. Included were some general suggestions, and in a few cases specific recommendations, concerning the type and amount of homework to be assigned to pupils. Tutoring, permitted under certain specified limitations, was mentioned in a few instances as a possible means of helping pupils learn.

Pupils' Organizations and Extra-Curricular Activities

The information which nearly 30 percent of the handbooks presented on pupils' organizations and extracurricular activities was concerned with the general values of pupils' clubs and out-of-class activities, the responsibilities of certain administrators for approving such activities, the bases on which such approval would be granted, and the administrative supervision of extra-curricular funds and travel.

Pupils' Money and Gifts

About one-half of the handbooks explained policies and procedures covering fund raising drives, gift-giving, and related matters. Most of these handbooks identified certain voluntary organizations which were permitted to solicit money from pupils or indicated how such organizations were selected and approved by school authorities. Some handbooks also contained information concerning the actual conduct of drives or campaigns for funds, the exchange of gifts among pupils or teachers and pupils, the sale of supplies to children, and the safeguarding of pupils' personal funds.

Chapter X

Community Relations

SCHOOL staff personnel live and work not only within a school organization but also within a local community. If teachers and other school employees are to function effectively, they need to understand their community as a source of appraisal and support for the school program. They also need to understand the various relationships which the school system has commonly maintained in communicating with individuals, groups, and agencies in the community. Furthermore, for their own satisfaction and well-being, school employees need information concerning the resources and opportunities available in the community for meeting their personal needs.

As table 10 indicates, 92 percent of the handbooks dealt with one or more aspects of community relations, and only six of the handbooks failed to include any information on this topic. However, in most handbooks, information on this topic was considerably less extensive than that presented for instructional programs and services or pupil personnel administration and services. Table 10 lists nine aspects of this topic, only three of which appeared in more than half of the handbooks.

Community History, Institutions and Resources

Information about the local community was provided in one-sixth of the handbooks. This information included the historical development of the local community and its educational system and information on points of historical interest located within or near the boundaries of the local school district.

More than one-fifth of the handbooks contained statistical data and other information concerning local institutions such as churches, colleges, hospitals, and libraries. A number of these handbooks also defined certain relationships of local schools with such institutions as local libraries, colleges and universities, and

churches, particularly with reference to certain religious holidays and to the scheduling of school and church activities.

More than 40 percent of the handbooks provided information on a variety of subjects identified with physical resources, cultural affairs, and private business enterprises in the local community. Among the subjects covered were climate, housing, industrial development, transportation systems, recreational facilities, sports, and cultural activities.

Table 10.—Number and percent of handbooks containing information on community relations

<i>Data on community relations</i>	<i>Number of handbooks</i>	<i>Percent of handbooks</i>
The school district and the community	39	54
Other local governmental agencies	16	22
History of the community	11	15
Local institutions	16	22
Local resources, cultural attractions, and private enterprises	30	42
Parent-teacher relations	51	71
Voluntary organizations	25	35
Methods of communication	42	58
General community relations	24	33
Total handbooks containing information on community relations	66	92

The School District and the Community

More than one-half of the handbooks contained information concerning the population and the local community. Treatment of this aspect of community relations varied greatly in scope. In some instances the descriptive material was confined to a few facts on the number of schools, number of pupils, and the total population of the city or school district. At the other extreme were detailed presentations which, in addition to certain statistical data concerning the school population and the total population of the community, included the addresses of individual schools; the streets and other place references designating the boundaries of attendance areas; the locations of special school buildings; and in some instances pictures of individual schools and maps of the community showing the location of school buildings, attendance areas, and selected points of interest in the community.

Governmental Agencies

The information presented in the handbooks concerning local

governmental agencies other than school districts was usually limited to a brief explanation of the general functions of certain agencies or of the relationships which commonly brought those agencies into contact with the school district or certain school personnel. Many of these agencies, such as city health departments, recreation departments, and welfare agencies, were providing services for children and frequently depended on the cooperation of school personnel in making those services effective.

Some of the handbooks dealt with relationships between schools or school personnel and local businesses by including regulations concerning school employees' credit ratings, the endorsement of local firms and commercial products by school personnel, the use of commercial advertising in the schools or in connection with school events, and the solicitation by school personnel of advertising for school publications.

Parent-Teacher Relations

In the highly personal and delicate area of parent-teacher relations, 70 percent of the handbooks provided information for the guidance of teachers. This information was concerned primarily with (1) the types of relationships to be maintained by teachers in their formal and informal conferences with parents; (2) the preparation, general organization and scheduling of parent-teacher conferences; and (3) the possible contributions such conferences could make to the teachers' understanding of individual pupils and to the improved adaptation of instruction to their needs.

In several handbooks considerable emphasis was also placed on the role of the principal in matters involving parent-teacher relations, the approval of written communications with parents, and the reception of parents and other adults who wished to visit classrooms or to take children out of school during the school day.

Voluntary Organizations

In addition to parent-teacher organizations there are in most communities a number of other voluntary organizations in which school staff members may be interested either for personal or professional reasons. Information concerning such organizations was found in one-third of the handbooks. In most instances the major part of this information was devoted to the organizations' fund raising activities for certain local and national charities. In the handbooks it was common practice either to identify the organizations which would be permitted to solicit funds from

school employees or to indicate the procedures and the personnel who would be involved in selecting such organizations and authorizing them to contact school employees at their work.

Information was also provided concerning the activities of certain voluntary civic and cultural organizations, the procedures for referring and approving requests that these organizations might make of the schools, and the channels of communication to be followed by teachers and other personnel in securing the assistance of civic organizations sponsoring special projects for indigent children.

Methods of Communication and General Community Relations

More than one-half of the handbooks provided some information on communications media and sources of information. Most of these handbooks identified various sources of written information by providing lists of publications and stressed the importance of certain bulletins which were distributed regularly to staff members. In some cases, the importance of the handbooks as sources of information was stressed.

Many of these handbooks indicated how and by whom information concerning the schools would be released or approved, and some also contained regulations governing the use of school services in distributing informative materials provided by outside organizations or individuals. Included in several handbooks were descriptions of mail, telephone, and other communications services and facilities and some specific instructions for personnel concerning the use of telephones.

Items of information concerning the general relationships of the school and its personnel to the community were found in one-third of the handbooks. Many of these items were general references to the "public" or to "community relations" as they affect the school, to the importance of the roles of teachers and pupils in school public relations, and to the value of participation by teachers in local civic affairs. Some information was also provided concerning Business-Education days and American Education Week.