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Local School Boards: ORGANIZATION AND PRACTICES

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School Board Organization and Practices

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Foreword

FOR A NUMBER OF YEARS there has been a growing recognition of the importance of the school board's role in improving educational programs and services. Evidences of this recognition may be found in the increased citizen interest in school boards, the amount of school administration literature devoted to them, the rapidly growing body of school board research, and the expanded program of services of State school board associations and of the National School Boards Association.

This bulletin is a report of a study of school board organization and practices. It is the third Office of Education bulletin dealing with local boards of education published within the past several years. *Provisions Governing Membership on Local Boards of Education* was published in 1957, followed by *Characteristics of Local School Board Policy Manuals* in 1959.

There were several stages in the development of the present study. In August 1958, the Executive Director of the National School Boards Association asked the Local School Systems Section of the United States Office of Education to make a study of school board compensation practices. Although this request furnished evidence of a clear-cut need for a study on compensation, there were other evidences indicating that a more comprehensive study was needed. Accordingly, plans were made for conducting a survey to obtain a broad range of information about school boards and their practices. Board compensation was included in the survey, and it is discussed in chapter 7 of this bulletin. The National School Boards Association supported the conduct of the survey by publicizing information about it in their periodical and also in their annual meetings.

The Office of Education expresses appreciation to the Association for its interest and cooperation, to the superintendents who participated in the preparation of the survey questionnaire, and to the respondents for providing data for the study.

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CHAPTER 1

Background of the Study

WITHIN THE PAST FEW YEARS increased attention has been given to the work of local boards of education and interest in improving their effectiveness is widespread. Their powers and position in the structure of education make them key agencies in school improvement programs. A soundly organized and efficiently operated board of education is essential to the provision of good schools. Because local school boards are of such vital importance, this study was made to provide up-to-date information about their organization and practices.

The School Boards Studied

The collection of information about all local school boards in the United States would be beneficial; however, their sheer number, about forty thousand, places a limitation on what can reasonably be undertaken. It was concluded that the purposes of this investigation could best be met by surveying all local boards¹ in school systems with a pupil enrollment of 1,200 or more. By concentrating on these, it was possible to provide information about the boards responsible for providing schools for a majority of this country's youth. The percentage of school systems with 1,200 or more pupils in 1956 was about 9 percent of the total number of local districts, yet approximately four-fifths of the public school pupils were enrolled in these systems.¹ For best results, in terms of accuracy of response and a high rate of return, it was considered essential for the boards to have an executive officer and to maintain an adequate system of records. Both of these conditions were likely to be found in districts with 1,200 or more pupils.

Preliminary investigation revealed that approximately 4,800 school systems had 1,200 or more pupils in 1956. However, some of these were excluded from the survey. This was the case for Pennsylvania

¹ Derived from data in *Governments in the United States, 1957 Census of Governments*, (Vol. 1, No. 1) U.S. Department of Commerce, Bureau of the Census. Washington: U.S. Government Printing Office, 1957, p. 23.

joint school systems, Indiana systems under the jurisdiction of a single township trustee, and junior college districts. Also, the State of Hawaii was not included because the education system is administered by the State Board of Education as one system. The most up-to-date mailing list available, as of June 1959, contained the addresses of 4,465 systems eligible to be included in the study.

The questionnaire.—A preliminary inquiry form was developed after examining existing research, reviewing requests for information, and determining gaps in school board research. This form underwent a series of refinements which involved United States Office of Education staff conferences, consultations with officials of the National School Boards Association, and visits with local school superintendents. Based on the experience and judgment of those involved, the final document included basic items of information needed to gain a greater insight into the present-day organization and operation of local boards of education. It covered such matters as the selection of board members, size of school boards, term of office, special and standing committees, board meetings, and compensation of board members. In most instances the information asked for pertained to the 1959-60 school year; however, some of the information requested was for fiscal year 1958-59. The survey form (appendix B, page 89) was sent to superintendents of the selected school systems in November 1959.

Response.—Of the 4,465 inquiry forms distributed, 4,072 usable ones (91.2 percent) were returned. The response rate, as shown in figure 1, was approximately 93 percent for all regions, except the South where the rate was 86 percent. The data as tabulated did not permit an evaluation of the response rate by district enrollment size group.

General Characteristics of the Reporting School Systems

The following discussion provides information about several characteristics of the school systems responding to the inquiry form. These characteristics are: size of school system, regional location, and type of school program provided.

Size of the school systems.—The responding districts were grouped in five size categories, based on pupil enrollment at the beginning of school year 1959-60. The five categories used for this purpose were the standard ones used by U.S. Bureau of the Census. These categories, with the number of systems in and percent of returns from each, are shown in the following distribution:

District enrollment size group	Number of systems reporting	Percent of total systems reporting
Total	4,072	100.0
I (1, 200-2, 999)	2,103	51.6
II (3, 000-5, 999)	1,118	27.5
III (6, 000-11, 999)	528	13.0
IV (12, 000-24, 999)	212	5.2
V (25, 000 or more)	111	2.7

Regional location of the school systems.—The reporting school systems were not heavily concentrated in any one region. Roughly, one-fourth of the 4,072 systems were in each region:

Region	Number of systems reporting	Percent of total systems reporting
Total	4,072	100.0
Northeast	887	21.8
North Central	1,161	28.5
South	1,098	27.0
West	926	22.7

Type of school program.—The lowest and highest school grades provided were indicated by 3,911 of the 4,072 school systems. These systems listed 24 different combinations, such as 1-12, K-8, and 9-12. Because of these variations, it was necessary to summarize the span of grades provided under four types of school programs; these being: (1) elementary and secondary, (2) elementary, (3) secondary, and (4) elementary and incomplete secondary. This last category includes systems reporting such grades as 1-9 and K-10. The percent of systems providing each type of program is shown in table 1.

In several instances, a legally separate elementary school district and a secondary school district having the same board of education and superintendent reported as one school system. While it was impossible to identify all districts reporting in this manner, it was believed that their number was quite small. These districts have been included in the figures pertaining to elementary and secondary school programs in table 1.

As would be expected for school systems with pupil enrollments of 1,200 or more, most of them (87.6 percent) were unified systems. That is, they provided an elementary and secondary school program, usually beginning with kindergarten or grade 1 and ending with grade 12. The other three types of programs were much in the minority: elementary, 8.4 percent; secondary, 2.8 percent; and elementary and incomplete secondary, 1.2 percent.

The larger the school system, the more likely it was to provide an elementary and secondary school program. Of the systems in the smallest size category (Group I), 85.1 percent reported a

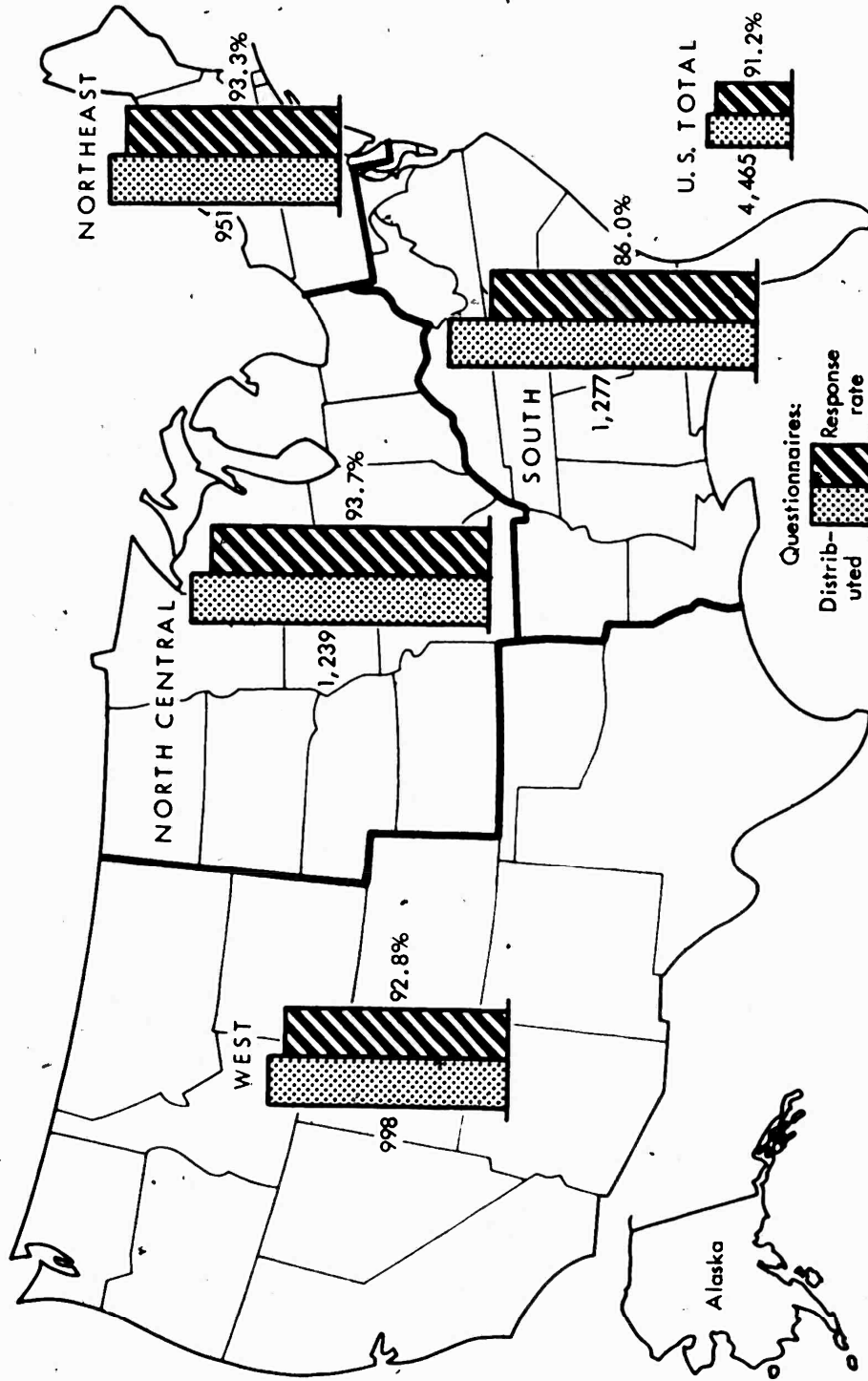


Figure 1.—Number of questionnaires distributed and response rate, by region

unified program, as compared with all of those in the largest (Group V). Sharp contrasts existed among the regions. In the West, 69.3 percent of the systems indicated an elementary and secondary program, as compared with 99.3 percent of those in the South. More than a fifth (22.3 percent) of the systems in the West had an elementary program only, as compared with 4.3 percent in the Northeast and 0.7 percent in the South.

Table 1.—Percentage distribution of school systems, by type of school program provided, district enrollment, and region

Type of program	All districts	District enrollment size group					Region			
		I 1,200-2,999	II 3,000-5,999	III 6,000-11,999	IV 12,000-24,999	V 25,000 or more	North-east	North Central	South	West
Total (Number of Districts)	3,911	2,004	1,061	510	297	109	556	1,113	1,057	885
Percent of total number										
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Elementary and secondary ¹	87.6	85.1	88.0	86.8	84.7	100.0	91.4	88.1	99.3	69.3
1-12.....	42.6	38.6	47.5	48.8	42.0	39.4	16.5	15.2	95.1	39.5
K-12.....	42.3	45.2	38.7	36.9	43.5	43.1	73.9	67.7	2.0	26.2
Others (1-11, 1-13, 1-14, K-11, K-13, K-14, K-16).....	2.8	1.3	1.9	5.1	9.2	17.4	.0	5.1	1.3	3.5
Elementary only	8.4	9.8	9.0	5.3	4.3	.....	4.3	7.9	0.7	22.3
K-8.....	6.5	7.4	7.3	4.1	3.4	.....	2.7	6.6	.1	17.7
Others (1-6, 1-8, K-5, K-6).....	1.9	2.4	1.7	1.2	1.0	.....	1.6	1.3	.6	4.6
Secondary only	2.8	3.0	2.7	3.7	1.0	.....	1.2	2.0	.....	8.1
9-12.....	2.0	2.2	2.1	2.0	.....	.....	.4	2.0	.....	5.8
Others (6-12, 7-12, 7-14, 8-12, 9-14).....	.9	.8	.6	1.8	1.0	.....	.7	.6	.....	2.4
Elementary and incomplete secondary (1-9, 1-10, K-9, K-10)	1.2	2.0	0.4	0.2	.....	.....	2.2	1.4	.....	0.3

¹ Excludes 161 school systems for which this information was not reported.

² This group includes a few separately organized school districts and secondary school districts that had the same superintendent and school board.

Presentation of Findings

In discussing the findings of the study, attention is primarily focused on four underlying questions. What variations in organization and practices existed among school boards in all reporting school systems? Among boards in different-sized districts? Among boards in different regions? Between elected and appointed boards?

School system size and regional classifications used in analyzing the data have been cited in previous sections of this study report. These

classifications are standard throughout the study, thus they are not repeated here. The regions are shown in figure 1, page 4, and the size classifications are listed on page 3.

The primary statistic reported was the percentage of boards organized in a particular way or engaged in a particular practice. The percentages in all cases were based upon the number of responses for each question. All percents have been rounded to the nearest tenth, therefore, the distributions reported in the tables will not always add to 100.0. While there were 4,072 boards represented, not every item on each inquiry form was answered, thus the total number of responses varies from table to table. An analysis of item nonresponse appears in appendix A, page 87.

CHAPTER 2

Selection of Members and Size of School Boards

ONE OF THE most distinguishing features of public school government in the United States is the degree of its decentralization. Although education is a State function, in all of the States except Hawaii, operation and control of the public schools, within broad limits set by the State legislature, have been delegated to local people. For exercise of that delegated responsibility, school districts have been created, and local boards of education established and empowered to maintain and operate schools.

Thus, in a legal sense local school boards are State agencies. But from a practical standpoint they operate as local agencies. Chosen from among the school district citizenry, the board of education represents the community in public school matters and is responsible for the district's educational program. Because of this, both the selection of school board members and the size of the board are of major significance.

SELECTION OF BOARD MEMBERS

The selection of board members is a matter that is prescribed by State law. Two basic selection methods are used: election by popular vote and appointment by a governmental body or by a public official.

Both the elective method and the appointive method have a number of important variable characteristics. With respect to the appointive method, the responsibility for making appointments is lodged with a variety of agencies and officials, including city councils, county boards of commissioners, mayors, governors, and judges. Usually the appointing agency or official is elected by popular vote. Often appointments are made from the district at large, but sometimes board members are appointed from subareas of the district, such as city wards or magisterial districts. Important variations in the elective method include the use of partisan or nonpartisan ballots, whether the election

is held in conjunction with a general election or held separately, whether the selection of members is from the district at large or from subareas of the district, and whether all voters of the district are entitled to participate in the election of all board members or whether the voters of each subdivision of the district vote only for a resident of their subdivision.

All of these variations are matters of State law and have been dealt with in a 1957 Office of Education report.¹ However, method of selection is of such significance, not only in and of itself, but also in relation to many other school board practices that it was singled out for inclusion in this study.

Prevalence of Elective and Appointive Methods

Information regarding the method of selecting the board of education in 4,045 school systems (all except 27 of the entire number included in the study) is shown in table 2. Of these school systems, 3,473 or 85.9 percent, had elected boards, and 572, or 14.1 percent, had appointed boards.

The proportion of elected boards varied inversely with school system size. Of the school boards in Group I, (the smallest school districts) 90.1 percent were elected, as compared with 73.4 percent of those in Group V (the largest school systems).

Regionally, a sharp contrast existed between the South and the other three regions. In the Northeast, North Central, and West, over 90 percent of the boards were elected, as compared with 61.7 percent in the South. Of the total number of 572 appointed boards, 412 were in the South.

In that connection it should be mentioned that in several Southern States (notably Georgia, Maryland, North Carolina, South Carolina, and Tennessee) the appointive method is used by all school systems except those where special legislation provides otherwise. All of Virginia's local school boards are appointed. On the other hand, all those in Florida, Louisiana, and West Virginia are elected to office by popular vote.

While the use of only one selection method by a given school system was almost universal, there were 19 systems which reported that both methods were used; that is, some members were elected and some were appointed. These boards were scattered among six States (Indiana, Mississippi, North Carolina, South Carolina, Tennessee, and

¹ Hall, Morrill M. *Provisions Governing Membership on Local Boards of Education*. Washington, U.S. Government Printing Office, 1957. (U.S. Department of Health, Education, and Welfare, Office of Education, Bulletin 1957, No. 13.)

Vermont). However, more than half of the systems reporting use of both methods were in Mississippi.

Nomination of Candidates for Election

The nomination of school board candidates is a significant aspect of the elective method. It is through the nominating process that a slate of candidates is set before the voters of a school district. The identification of good candidates and, in turn, the selection of good school board members depend to a large degree upon effective nominating procedures.

Usually each school system responding to this item reported one nominating procedure. However, some did report two or more. A number of these systems may have indicated both the nominating procedures specified by State law and extra-legal procedures followed in implementing the law. For example, individual announcement may have been the only procedure required by law, but to insure that good candidates were included on the slate, local citizens may have circulated a petition in hopes that this would induce the person to announce his candidacy. Because of the complex nature of State education codes, frequently involving both general and special legislation for different types and classes of school districts, it was impossible to readily ascertain which of the responses were based on State law and which ones were extra-legal procedures. Thus, no attempt is made in the following discussion to distinguish between these nominating procedures that are specified by law and those that may be extra-legal and are used in implementing the law. However, in table 3, all districts reporting more than one method have been placed in one group.

Petition of qualified voters.—As shown in table 3, the most frequently reported nominating method (44.1 percent) was by petition of qualified voters. As a general rule, the larger the school system, the less likely it was to use the petition method: the proportions ranged from 49.6 percent in Group I, the smallest districts, to 31.6 percent in Group V, the largest.

Regionally, sharp contrasts were evident. In the North Central, 63.4 percent of the school systems used the petition method as compared with 33.7 percent in the South and 26.8 percent in the West.

Individual announcement.—More than one-fifth (22.7 percent) of the school systems relied on individual announcement as the means for nominating candidates. The corresponding percents were similar for all size groups, varying not more than 6 percentage points from the national situation. Marked contrasts were present among the regions.

Table 2.—Distribution of elected and appointed school boards, by district enrollment and region

Enrollment size and region	Total		Elected boards		Appointed boards	
	Number	Percent	Number	Percent	Number	Percent
Total school systems reporting	4,645	100.0	2,473	53.0	573	12.3
DISTRICT ENROLLMENT SIZE GROUP						
I (1,200-2,999).....	2,091	100.0	1,885	90.1	206	9.9
II (3,000-5,999).....	1,111	100.0	925	83.3	186	16.7
III (6,000-11,999).....	522	100.0	414	79.3	108	20.7
IV (12,000-24,999).....	212	100.0	169	79.7	43	20.3
V (25,000 or more).....	109	100.0	80	73.4	29	26.6
REGION						
Northeast.....	885	100.0	829	93.7	56	6.3
North Central.....	1,158	100.0	1,060	92.3	98	7.7
South.....	1,076	100.0	664	61.7	412	38.3
West.....	926	100.0	911	98.4	15	1.6

¹ Excludes 8 school boards for which this information was not reported and 19 boards with both elected and appointed members.

Table 3.—Percentage distribution of elected boards, by methods used to nominate candidates for election, district enrollment, and region

Enrollment size and region	Total		Nominating methods					
	Number	Percent	Petition of qualified voters	Individual announcement	Primary election	Caucus	Convention and annual school or town meeting	Combination of methods
Total school systems reporting	2,433	100.0	44.1	22.7	8.7	3.1	1.4	20.1
DISTRICT ENROLLMENT SIZE GROUP								
I (1,200-2,999).....	1,863	100.0	49.6	20.2	5.8	2.9	2.1	19.4
II (3,000-5,999).....	913	100.0	40.7	24.8	10.4	3.5	.4	20.2
III (6,000-11,999).....	411	100.0	32.1	28.7	14.3	2.9	.7	21.4
IV (12,000-24,999).....	167	100.0	36.5	24.0	16.2	2.4	1.2	19.8
V (25,000 or more).....	79	100.0	31.6	21.5	12.7	5.1	....	29.1
REGION								
Northeast.....	827	100.0	46.3	4.7	14.1	8.5	1.7	24.7
North Central.....	1,059	100.0	63.4	12.5	1.9	2.5	2.2	17.7
South.....	649	100.0	33.7	29.0	21.4	.5	1.1	14.3
West.....	898	100.0	28.8	46.7	2.4	.8	.4	22.8

¹ Excludes 40 elected school boards for which this information was not reported.

In the Western States nearly half (46.7 percent) of the systems used individual announcements, as contrasted with 4.7 percent of those in Northeastern States.

Primary election.—Selection of candidates by primary election was used by 8.7 percent of the school systems. It was used least frequently (5.8 percent) by Group I systems and most often (16.2 percent) by those in Group IV. This method of selecting candidates was largely confined to two regions: the South (21.4 percent) and Northeast (14.1 percent).

Caucus.—Only 106 systems, or 3.1 percent, reported use of the caucus method exclusively. Among the five school system size groups, the percentages deviated from the national situation by not more than 2 percentage points. Contrasts were much more pronounced among regions: 8.5 percent of the systems in the Northeast used the caucus method, as compared with less than 1 percent of those in the South and West.

Because of the interest of the headquarter's staff of the National School Boards Association in the caucus method, two additional questions concerning this method were examined. How many school systems held an official or unofficial caucus during the last school board election, either as the only nominating procedure or in conjunction with other procedures? What groups participated in the selection of caucus members?

As cited above, 3.1 percent, or 106, of the reporting districts indicated that only the caucus method was used in nominating board candidates. In addition, 216 systems reported that this method was used along with other nominating procedures. These two groups of districts are combined in the following distribution which shows that proportionally the caucus method was very evenly distributed among school systems in all size categories:

<i>District enrollment</i>	<i>Number</i>	<i>Percent</i>
All enrollment groups.....	322	9.4
I (1, 200-2, 999).....	177	9.5
II (3, 000-5, 999).....	85	9.3
III (6, 000-11, 999).....	36	8.8
IV (12, 000-24, 999).....	16	9.6
V (25, 000 or more).....	8	10.1

However, the extent to which caucuses were held in the four regions varied markedly, as indicated by the following distribution:

<i>Region</i>	<i>Number</i>	<i>Percent</i>
All regional groups.....	322	9.4
Northeast.....	159	19.2
North Central.....	108	9.8
South.....	16	2.5
West.....	43	4.8

Because the caucus method makes it possible for a few persons to exercise a large measure of control over the slate of candidates to be presented to the voters, the question of who participates in the selection of caucus members is of significance. In the 322 districts that reported use of the caucus method, political party leaders and members

were involved in selecting caucus members more often than any other group:

<i>Caucus members selected by</i>	<i>Number of times reported</i>
Political party leaders and members.....	143
Local community organizations.....	98
Board of education.....	42
Local government officials.....	9
Other (PTA officers, interested citizens, former board members, etc.)....	53
Unknown.....	15

Convention and school or town meeting.—In a few of the systems (1.4 percent) school board candidates were nominated at either conventions or school and town meetings. This method was most common in size Groups I and IV; it was not reported by Group V systems. Nomination of candidates at such meetings was done most frequently (2.2 percent) in the North Central Region, and least frequently (0.4 percent) in the West.

Combination of nominating methods.—Approximately one-fifth (20.1 percent) of the systems reported the use of more than one nominating method. In each case, petition of qualified voters was generally used along with individual announcement, caucus, or primary election. This practice was most common (29.1 percent) among the systems in Group V, and ranged from 19.4 to 21.4 percent among the other size groups. Regional variations ranged from 24.7 percent in the Northeast to 14.3 percent in the South.

Length of Term of Office

How long should a board member serve before coming up for re-election? Experts in the field of school administration are generally agreed that the term of office should be relatively long, 4, 5, or 6 years. Terms of this length, say the experts, allow time for the board member to gain an understanding of his duties and responsibilities and to render effective service before re-selection time.

As shown in table 4, nearly three-fifths (58.4 percent) of the school systems reporting term of office for board members indicated 4, 5, and 6 years. However, the most common term reported (by 37.3 percent) was 3 years.

Generally, the larger the school system, the longer was the term of office. An inspection of table 4 reveals that 45.1 percent of the systems in Group I reported 3-year terms, as compared with 7.5 percent of those in Group V. In contrast, the proportion with 6-year terms ranged from 36.4 percent in Group V to 10.1 percent in Group I. Length of term varied markedly in different regions. In the North Central States, 94.7 percent of the boards had 3- or 4-year terms, as

Table 4.—Percentage distribution of boards, by length of term of office on school boards, district enrollment, and region

Enrollment size and region	Total		Percent of boards where term of office was—						
	Number	Percent	1 year	2 years	3 years	4 years	5 years	6 years	7 years or more
Total school systems reporting	2,945	100.0	0.1	2.3	27.0	20.1	12.3	15.0	0.9
DISTRICT ENROLLMENT SIZE (GROUP)									
I (1,200-2,999)	2,046	100.0	0.1	2.8	45.1	27.1	14.4	10.1	0.3
II (3,000-5,999)	1,089	100.0		3.9	31.7	32.0	13.7	17.5	1.3
III (6,000-11,999)	515	100.0		4.3	28.7	33.8	9.7	21.6	1.9
IV (12,000-24,999)	208	100.0		2.4	29.4	37.0	10.6	23.1	5.5
V (25,000 or more)	107	100.0		3.7	7.5	38.8	10.3	39.4	3.7
REGION									
Northeast	886	100.0	0.2	2.1	43.1	10.2	21.8	22.5	0.1
North Central	1,134	100.0		1.9	59.8	34.9	1.1	2.3	
South	1,063	100.0		6.7	8.3	34.2	19.4	28.2	3.2
West	902	100.0		2.2	37.9	38.5	13.3	8.2	

¹ Excludes 56 school boards for which this information was not reported and 51 others having different terms for different members.

contrasted with Southern States where nearly half (47.6 percent) had 5 or 6-year terms.

A comparison was made between the terms of office for elected and appointed boards. It was found that longer terms were more common among appointed boards, as indicated below:

Term of office	Percent	
	Elected	Appointed
Total	100.0	100.0
1-3 years	43.0	27.2
4-6 years	56.9	66.8
7 years or more	0.1	6.0

In addition to the school boards covered by the foregoing discussion, there were 51 other boards which were reported as having different terms for different members. For example, one five-member board was reported as having three members with a 3-year term and two members with a 2-year term. It was not indicated in these cases whether the boards were newly organized with some members having abbreviated terms in order to provide for overlapping terms or whether this was a continuing practice.

SIZE OF SCHOOL BOARDS

Experts in the field of school administration generally advocate that boards of education should be relatively small, consisting of five, seven, or nine members. Experience has shown that boards of this size, more often than larger ones, create an atmosphere for efficient

work, transact business expeditiously, provide opportunity for wider individual participation in discussions, and encourage consideration of business by the entire board. Generally, the small three-member board is not advocated, primarily because it may provide opportunity for control of the school system to shift from one community faction to another at each election. Authorities are of the opinion that boards of education should have an odd number of members, otherwise they may at times have to bring in a tie breaker or operate by compromise.

Number of Members on School Boards

All of the school systems surveyed reported the number of members on the board of education. The number of members ranged from 3 to 19. Most boards, 88.2 percent of the total, had an odd number of members.

As shown in table 5, slightly more than half (51.8 percent) of the boards had five members, 23.9 percent had seven members, and 9.2 percent had nine. A few boards (3.5 percent) had fewer than 5 members, and still fewer (2.2 percent) had 10 or more members.

Table 5.—Percentage distribution of boards, by size, district enrollment, and region

Enrollment size and region	Total		Board size (members)							
	Number	Percent	3	4	5	6	7	8	9	10 or more
Total school systems reporting.....	4,072	100.0	2.4	1.1	51.8	8.7	23.9	0.8	9.2	2.2
DISTRICT ENROLLMENT SIZE GROUP										
I (1, 200-2, 999).....	2, 103	100.0	3.3	1.1	54.2	8.7	23.3	0.3	8.4	0.9
II (3, 000-5, 999).....	1, 118	100.0	1.8	1.5	51.7	8.5	24.2	1.1	9.1	2.1
III (6, 000-11, 999).....	528	100.0	.9	.6	49.2	9.1	22.0	1.9	11.4	4.9
IV (12, 000-24, 999).....	212	100.0	1.4	.9	42.9	11.8	27.4	.9	10.8	3.8
V (25, 000 or more).....	111	100.0	—	—	36.0	3.6	34.2	.9	10.8	14.4
REGION										
Northeast.....	887	100.0	2.5	2.3	22.0	7.9	29.0	1.1	33.1	2.1
North Central.....	1, 161	100.0	2.7	.2	49.9	15.9	27.8	.3	2.2	1.0
South.....	1, 098	100.0	3.2	1.8	62.8	7.6	13.3	1.5	4.6	5.3
West.....	926	100.0	1.0	.3	69.7	1.7	26.7	—	.4	.2

A marked contrast existed between the number of members on boards in the four smallest size enrollment groups and the largest. The proportions of boards with seven or more members in Groups I through IV deviated less than 7 percentage points from the national situation (36.1 percent). In Group V, 60.3 percent had seven or more members. Among the largest systems, none had boards composed of

fewer than 5 members, but 14.4 percent had 10 or more member boards.

School board size varied considerably by region. As shown in table 5, five-member boards were most common in the West (69.7 percent) and South (62.8 percent) and least common in the Northeast (22 percent). Seven-member boards were least common (13.3 percent) in the South and most common (29 percent) in the Northeast. One out of every 3 boards in the Northeast had 9 members as compared with only 1 in 10 for the entire country.

The most frequently reported even-numbered board (8.7 percent) was composed of six members. They were most common (11.8 percent) in next to the largest school systems, Group IV, and least common (3.6 percent) in the largest, Group V. Regionally, six-member boards were reported most frequently (15.9 percent) in the North Central and least frequently (1.7 percent) in the West.

An analysis was made to determine whether a relationship existed between board size and method of selecting the members. It was found that the size tended to be larger where members were elected, as indicated below:

Board size	Percent	
	Elected	Appointed
Total.....	100.0	100.0
3-5 members.....	53.0	67.7
6-9 members.....	44.7	30.6
10 or more members.....	2.4	1.7

Ex Officio Board Members

The following analysis is confined to ex officio board members who were engaged primarily in occupations outside the school system, such as mayors, city council members, county treasurers, and township trustees. Although a number of respondents indicated that various school personnel, such as superintendents, administrative assistants, business managers, and principals were ex officio board members, these school system employees were not included in this analysis. It appeared that some school system employees were considered ex officio board members by local custom, primarily because they regularly attended or participated in board meetings. While it is known that some school superintendents in a few States are legally designated as ex officio board members, it was impossible to determine with any degree of accuracy which of the survey forms were from districts where this was true. Such authorization is contained in special legislation, city charters, and general legislation that pertains only to certain kinds of school districts.

Number of boards with ex officio members.—There were 109 school systems which reported one or more ex officio board members whose primary official positions were outside the school system. The distribution of these systems is shown in table 6. Ex officio members were reported by systems in all size categories, but most frequently (6.3 percent) by those in Group IV. From a regional standpoint, boards with ex officio members were relatively more common in the Northeast (9.6 percent) and least common in the West (0.2 percent).

Table 6.—Percentage distribution of boards, by number of ex officio members, district enrollment, and region

Enrollment size and region	Total		Number of ex officio members		
	Number	Percent	None	One	Two or more
Total school systems reporting	1 8, 549	100. 0	98. 9	2. 8	0. 3
DISTRICT ENROLLMENT SIZE GROUP					
I (1, 200-2, 999).....	1, 838	100. 0	97. 9	1. 7	0. 4
II (3, 000-5, 999).....	965	100. 0	98. 2	3. 4	. 4
III (6, 000-11, 999).....	453	100. 0	98. 3	3. 3	. 4
IV (12, 000-24, 999).....	190	100. 0	93. 6	4. 7	1. 6
V (25, 000 or more).....	103	100. 0	98. 1	2. 9	1. 0
REGION					
Northeast.....	814	100. 0	90. 4	9. 7	0. 0
North Central.....	1, 013	100. 0	98. 2	1. 3	. 5
South.....	899	100. 0	98. 8	. 9	. 3
West.....	823	100. 0	99. 8	.....	. 2

¹ Excludes 523 school boards for which this information was not reported.

An analysis was made to determine the prevalence of ex officio members on elected and appointed boards. It was found that 2.2 percent of appointed boards had ex officio members as compared with 2.8 percent of elected boards.

Another analysis was made to determine the relationship, if any, between board size and prevalence of ex officio members. It was found that ex officio members were relatively much more common on larger boards, as indicated below:

<i>Board size (members)</i>	<i>Number</i>	<i>Percent</i>
3-5.....	18	0. 9
6-9.....	82	5. 5
10 or more.....	9	11. 0

Positions carrying ex officio membership.—The school systems were asked to indicate the primary positions of the ex officio board members; that is, the positions which carried school board ex officio membership. The replies of the 109 systems with ex officio members were as follows:

<i>Position</i>	<i>Percent</i>
Mayor.....	40. 4
Members of locally elected governing body (e.g., city council).....	39. 4
County or city treasurer or auditor.....	22. 0

CHAPTER 3

Membership of Boards of Education

SINCE COUNTS' ¹ classic study, the socioeconomic characteristics of school board members, including such items as education and occupation, have probably been investigated by researchers more often than any other aspect of local boards of education. A large number of these studies have dealt with the membership of boards in a single State; others have covered several States; and a few have been national in scope. Several researchers have studied characteristics of members of a few boards over an extended period of time.

The large body of research dealing with the membership of boards of education that has accumulated over the past 50 years furnishes a historical record of the characteristics, attitudes, and interests of the citizens who were chosen to guide and control public education at the local level. It is important that demographical data concerning board members be collected and analyzed periodically. Such studies assist in providing up-to-date information for answering the question, "Who serves on boards of education?"

EDUCATIONAL PREPARATION OF SCHOOL BOARD MEMBERS

One of the important characteristics of board members is the amount of formal education they possess. To obtain such information about board members in the survey, respondents were requested to indicate the number of members who were (1) college graduates, (2) high school graduates but not college graduates, and (3) not high school graduates.

Two approaches were used in analyzing and describing the data collected on the amounts of formal education board members possessed. Attention is given in the following section to the educational qualifications of board members en masse; that is, the analysis is in terms of the number of board members having specified amounts of

¹ Counts, George S. *The Social Composition of Boards of Education*. Chicago: University of Chicago, 1927. University of Chicago Supplementary Educational Monographs, No. 33.

formal education. In the second approach, the amounts of formal education represented on boards of education are analyzed and described, and this is done in terms of the number of boards classified by the amount of formal education possessed by their members. In summary, these two approaches provide an insight into (1) educational preparation of school board members in the aggregate and (2) distribution of these members among boards of education.

Formal Education of School Board Members

The formal education possessed by citizens chosen for school board service was far above the average for all citizens. As reported by the Bureau of the Census for 1959, 7.9 percent of the total adult population beyond 25 years of age were college graduates, 35 percent had completed high school, and 55.3 percent were not high school graduates.² The school systems reporting educational information for all members of their board had a total of 24,041 members. Of that number, 48.3 percent were college graduates, 44 percent had graduated from high school but not college, and 7.7 percent were not high school graduates (table 7). Thus, college graduates were six times as prevalent among board members as among the general adult population, and persons who were not high school graduates were seven times more prevalent among the general adult population.

Table 7.—Percentage distribution of board members having specified amounts of formal education, by district enrollment and region

Enrollment size and region	Total		Formal education		
	Number	Percent	Graduated from college	Graduated from high school but not from college	Schooling ended before high school graduation
Total board members in school systems reporting.....	1 24,041	100.0	48.3	44.0	7.7
DISTRICT ENROLLMENT SIZE GROUP					
I (1,200-2,999).....	12,072	100.0	43.1	48.5	8.5
II (3,000-5,999).....	6,084	100.0	50.3	41.4	8.4
III (6,000-11,999).....	3,205	100.0	53.0	41.3	5.7
IV (12,000-24,999).....	1,300	100.0	60.1	34.9	5.0
V (25,000 or more).....	780	100.0	72.6	24.2	3.2
REGION					
Northeast.....	6,125	100.0	55.0	38.7	6.2
North Central.....	6,625	100.0	51.5	44.4	4.0
South.....	6,313	100.0	36.7	47.4	15.9
West.....	4,978	100.0	50.2	45.8	4.0

¹ Total membership of 3,919 school boards. Excludes membership of 153 boards for which this information was not reported.

² *United States Bureau of the Census. "Literacy and Educational Attainment" Current Population Reports, Population Characteristics, Series P-20, No. 99* Washington: U.S. Government Printing Office, Feb. 4, 1960. p. 12.

Classification of the 24,041 board members by school system size revealed a strong relationship between that factor and level of educational preparation, as table 7 shows. The proportion of members who were college graduates ranged from 43.1 percent in the smallest systems (Group I) to 72.6 percent in the largest (Group V). Moreover, the percentages of members who were high school but not college graduates and of those who had not completed high school both varied inversely with school system size.

Regional classification of the 24,041 members showed: that the highest proportion who were college graduates was in the Northeast (55 percent) and the lowest in the South (36.7 percent); that the highest proportion who had not completed high school was in the South (15.9 percent) and the lowest in North Central and West (4 percent).

Educational background of elected and appointed board members.—Some people have asserted that the appointive method is superior to the elective method in securing well-qualified school board members. Insofar as educational background is an indication of qualification for board membership, the data of this report did not support such assertions. The amounts of formal education possessed by elected and appointed board members were closely similar, as indicated by the following percentages:

<i>Amount of formal education</i>	<i>Percent</i>	
	<i>Elected</i>	<i>Appointed</i>
Total	100.0	100.0
College graduates	48.2	48.1
High school graduates but not college graduates	44.0	44.2
Did not complete high school	7.8	7.7

Educational Backgrounds Represented on School Boards

As mentioned earlier, in addition to determining the educational background of board members en masse, an analysis was made of the distribution of these members among the school boards. This analysis, dealing with numbers of boards classified by educational preparation represented on their membership, is reported below.

Typically, each school board was composed of members who had varying amounts of formal education. Of the 3,919 boards of education for which information was available, a relatively small number (564) reported all their members in a single category, as indicated below:

<i>Boards with all members—</i>	<i>Number</i>
College graduates	375
High school graduates but not college graduates	185
Not high school graduates	4

It may be recalled from table 7 that nearly half (48.3 percent) of the board members were college graduates and more than two-fifths (44 percent) were high school graduates but not college graduates. As shown in table 8, these two groups were widely dispersed among school boards: 87.9 percent of the boards had one or more members who were college graduates, and 89.5 percent had at least one member who was a high school graduate. Nearly a fourth (23.8 percent) of the school boards had one or more members who had not completed high school.

Table 8.—Percent of boards with one or more members in specified educational levels, by district enrollment and region

Enrollment size and region	Number of boards	Boards with one or more members who—		
		Graduated from college	Graduated from high school but not from college	Did not complete high school
Total school systems reporting	1 2,919	87.9	89.5	23.8
DISTRICT ENROLLMENT SIZE GROUP				
I (1,200-2,999).....	2,024	84.6	92.4	25.2
II (3,000-5,999).....	1,079	89.2	88.1	25.2
III (6,000-11,999).....	507	91.7	88.6	19.9
IV (12,000-24,999).....	204	97.1	79.9	18.6
V (25,000 or more).....	105	100.0	71.4	9.5
REGION				
Northeast.....	854	93.2	85.8	24.0
North Central.....	1,118	90.1	88.6	15.5
South.....	1,063	78.4	93.7	41.1
West.....	884	91.3	89.3	13.1

¹ Excludes 153 school boards for which this information was not reported.

Variations by school system size and region.—A direct relationship was found between school system size and the proportion of boards of education with one or more college graduates. The proportion of boards with at least one such member ranged from 84.6 percent in Group I (the smallest systems) to 100 percent in Group V (the largest). In general, the percentages of boards with one or more members who were high school graduates but not college graduates varied inversely with school system size. A similar trend was evident for boards with one or more members who were not high school graduates; however, the percentages for Groups I and II were identical (25.2 percent).

Wide variations existed among the four regions. In each of three regions (Northeast, North Central, and West) more than 90 percent of the boards had at least one member who was a college graduate, as compared with 78.4 percent of those in the South. But the most striking contrast occurred with respect to the proportion of boards with one or more members who were not high school graduates. In the West, 13.1 percent of the boards had at least one member who was not a high school graduate; the corresponding percent for the

South, where such boards were reported most frequently, was 41.1 percent.

Variations on elected and appointed boards.—An analysis was made of the levels of educational preparation represented on elected and appointed boards. The percentages were found to be closely similar, as indicated below:

Educational level of one or more members	Percent	
	Elected	Appointed
College graduate.....	87.6	89.0
High school graduate but not college graduate.....	89.7	88.4
Did not complete high school.....	23.8	23.9

Educational backgrounds represented on boards in the South.—In table 8, the proportion of boards in the South with one or more college graduates was smaller than in any other region, and the proportion with at least one member who did not complete high school was significantly larger.* Because of this and the fact that a large number of the boards in the South were appointed (as shown earlier in table 2), an analysis was made of the educational backgrounds represented on elected and appointed boards in the South. The analysis revealed that the proportion of boards with one or more college graduates was considerably higher among appointed boards and the proportion with at least one member who did not complete high school was significantly lower among those appointed, as indicated below:

Educational background of one or more board members	Percent	
	Elected	Appointed
College graduate.....	71.6	88.6
High school graduate but not college graduate.....	95.7	90.6
Did not complete high school.....	50.3	27.7

MEN AND WOMEN BOARD MEMBERS

Counts,³ after finding the percent of women board members on 386 city school boards had increased from 8.2 percent to 14.6 percent between 1920 and 1926, concluded that if the trend continued at the same rate, women would eventually outnumber men on school boards. However, there is evidence that this trend has not continued. The NEA⁴ found in 1946 that 10 percent of the city board members surveyed were women and that the percent of women for all classes of cities was slightly lower than 1926 figures. In the present study, information as to whether members were men or women was obtained for 24,467 board members serving on 4,038 school boards. Of this number, 9.7 percent were women.

³ Counts, *Op. Cit.*, p. 42-43.

⁴ National Education Association. Status and Practices of Boards of Education. *Research Bulletin*, 24: 75, April 1946.

Number of School Boards With Women Members

In addition to determining the number of women board members in the aggregate, an analysis was made of the distribution of these women among the school boards. This distribution is shown in table 9.

Attention is called to the fact that the number of women board members cited previously was based on the membership of 4,038 school boards. Because of tabulating difficulties, table 9 had to be derived from data pertaining to the prevalence of women on 4,008 elected and appointed boards.

As shown in table 9, more than half (56.4 percent) of the school boards did not have women members; 30.8 percent had one; and 12.8 percent, two or more.

The percentage of boards having no women members varied inversely with school system size, ranging from 62.3 percent for boards in the smallest systems (Group I) to 20.4 percent for those in the largest (Group V). The proportion of boards with one woman member ranged from 27.5 percent in Group I systems to 43.5 percent in Group V, and the proportion with two or more ranged from 10.2 percent in Group I to 36.1 percent in Group V.

Marked contrasts existed among the regions. The proportion of boards with one woman member (39.8 percent) in the Northeast was more than double that for the South (17.9 percent). The corresponding percentages for the North Central Region and West were closely similar to those for the total group. The proportion of boards with two or more women members ranged from 5.7 percent in the South to 25.3 percent in the Northeast.

Table 9.—Percentage distribution of boards, by number of women members, district enrollment, and region

Enrollment size and region	Total		Number of women members		
	Number	Percent	None	One	Two or more
Total school systems reporting..	4,008	100.0	56.4	30.8	12.8
DISTRICT ENROLLMENT SIZE GROUP					
I (1,200-2,999).....	2,071	100.0	62.3	27.5	10.2
II (3,000-5,999).....	1,099	100.0	54.1	32.8	13.1
III (6,000-11,999).....	518	100.0	51.1	33.8	15.1
IV (12,000-24,999).....	212	100.0	41.5	39.2	19.3
V (25,000 or more).....	108	100.0	20.4	43.5	36.1
REGION					
Northeast.....	880	100.0	34.9	39.8	25.3
North Central.....	1,147	100.0	54.5	33.6	11.9
South.....	1,061	100.0	76.4	17.9	5.7
West.....	920	100.0	56.3	33.7	10.0

¹ Excludes 64 school boards.

Women membership on elected and appointed boards.—An analysis was made to determine whether a relationship existed between the method of selecting school board members and the prevalence of boards with women members. Not only did a relatively larger proportion of elected boards have women but they tended to have more of them, as indicated below:

Total ⁴ Members	Percent	
	Elected Boards	Appointed Boards
Total	100.0	100.0
No women members	55.1	64.1
1 woman member	31.4	27.4
2 or more women members	13.5	8.5

Variations among different sized boards.—The proportion of boards having no women members, as shown in table 10, varied inversely with board size, ranging from 62.7 percent for 3- to 5-member boards to 41.6 percent of boards with 10 or more members. Also, as might be expected, larger boards which had women members tended to have more of them: among 3- to 5-member boards only 1 out of every 16 had 2 or more women members, as compared with 1 out of every 5 of those having 6 to 9 members and 1 out of every 4 of those having 10 or more members.

Table 10.—Percentage distribution of boards, by number of women members and school board size

Board size	Total		Number of women members		
	Number	Percent	None	One	Two or more
All size groups	4,686	100.0	54.5	34.7	12.8
3-5 members	2,226	100.0	62.7	30.9	6.4
6-9 members	1,721	100.0	49.2	30.6	20.2
10 or more members	89	100.0	41.6	27.0	25.8

⁴ Excludes 34 school boards for which this information was not reported.

OCCUPATIONAL BACKGROUND OF SCHOOL BOARD MEMBERS

Selection of school board members on the basis of their occupation is generally not advocated by authorities in the field of school administration. Emphasis is placed on securing men and women for school board service who, through their experiences, have gained breadth of understanding and broad vision concerning educational issues and problems. Nevertheless, information about occupations furnishes valuable insights to the composition of school boards and is an important aspect of a description of school board membership.

The respondents were requested to report the occupations of board members under 10 broad categories. These categories for the most part were based on the occupational classifications used by the U.S. Bureau of the Census. In some instances two or more Census classifications were grouped into a single category. Also, because the Census classification system included only persons gainfully employed, it was necessary to add two categories: Housewives and retired persons. Definitions of the categories which were used may be found in appendix B, page 89.

The analysis of occupations of board members follows the general pattern described earlier in this chapter. That is, the following section deals with the occupations of board members en masse and is concerned with numbers of members. In the second section, the distribution of these members among school boards is analyzed. This latter part deals with numbers of boards rather than numbers of members.

School Board Members and Their Occupations

Occupational information was obtained for 23,981 members, the total membership of 3,967 boards of education. As shown in table 11, two occupational categories accounted for more than three-fifths of these members: Business owners, officials, and managers with 34.5 percent and professional and technical services with 27.4 percent. Farmers ranked third, accounting for 12.4 percent of the total membership, and housewives, fourth, with 7.2 percent.

Variations by school system size and region.—All school system size groups had a large proportion of board members who were business owners, officials, or managers, ranging from 33.1 percent in the smallest (Group I) to 38.8 percent in the largest (Group V). For this occupational category, no school system size group deviated as much as 5 percentage points from the national situation. The proportions of members in the three smallest size groups (I, II, and III) who were in professional or technical occupations did not vary markedly, deviating not more than 2 percentage points from the national picture. However, 34.2 percent of the board members in Group IV systems and 36.4 percent of those in Group V were in the professional and technical category. The percents of members who were farmers, of those who were skilled craftsmen, and of those who were semiskilled and unskilled workers varied inversely with school system size, and this was generally true both for service workers and for sales and clerical personnel. The percent of housewives increased as school system size increased, and this was generally true for retired persons also.

Table 11.—Percentage distribution of board members, by occupational classification, district enrollment, and region

Enrollment size and region	Total		Occupational classification									
	Number	Percent	Business owners, officials, and managers	Professional and technical services	Farmers	Sales and clerical	Skilled craftsmen, other workers, and foremen	Semi-skilled operatives and unskilled workers	Service workers	Housewives	Retired	Others
Total board members in school systems reporting.....	23,961	100.0	34.5	37.4	12.4	6.9	6.7	1.8	6.9	7.3	2.0	0.2
DISTRICT ENROLLMENT SIZE GROUP												
I (1,200-2,999)	12,052	100.0	33.1	25.4	15.1	7.1	7.8	2.2	1.0	0.1	1.8	0.3
II (3,000-4,999)	6,573	100.0	34.6	28.0	11.9	6.8	6.5	1.9	0.9	7.5	1.7	0.2
III (6,000-11,999)	3,252	100.0	37.1	28.4	9.2	7.6	5.3	1.7	0.8	8.2	2.6	0.2
IV (12,000-24,999)	1,312	100.0	36.9	34.2	4.6	4.4	3.6	0.5	1.1	9.4	3.3	0.2
V (25,000 or more)	1,792	100.0	38.8	34.4	2.1	3.4	2.1	0.3	0.4	13.1	3.4	0.2
REGION												
Northeast.....	6,088	100.0	26.6	35.2	2.7	8.7	7.6	2.4	1.2	9.7	2.6	0.4
North Central.....	6,616	100.0	34.7	30.5	8.9	7.3	7.0	1.5	0.9	8.0	1.1	0.2
South.....	6,286	100.0	37.7	16.3	24.6	6.2	5.6	2.0	0.8	3.8	2.8	0.2
West.....	4,991	100.0	37.3	27.7	12.4	6.2	6.5	1.1	0.8	7.4	1.4	0.2

1 Total membership of 3,967 school boards. Excludes membership of 106 boards for which this information was not reported.

Regional variations were especially marked in four occupational groups. In the Northeast, 28.6 percent of the members were business owners, officials, or managers, as compared with more than a third of the members in the other regions. The proportion of members in the South who were in professional and technical occupations was considerably smaller than in the other three regions, 16.3 percent as compared with 35.2 percent in the Northeast where this occupational group was reported most frequently.

Housewives were approximately twice as common in the Northeast, North Central, and West as in the South. A high percentage of the members in the South (24.6 percent) were farmers, almost seven times as large as the percent for the Northeast and approximately four times the percent in the North Central. In connection with this it should be recognized that many of the Southern school systems surveyed were of the county unit type and contained large farming areas. In other regions, such as the North Central, many of the school systems in farming areas did not have an enrollment of 1,200 or more and thus were not included in the survey.

Occupational variations between elected and appointed board members.— An analysis was made to determine whether a relationship existed between method of selecting school board members and occupations of board members. Extreme differences were not found. But, as shown in figure 2, the appointive method secured relatively more members in the occupational categories of (1) business owners, officials, and managers; and (2) farmers; but fewer members in the occupational categories of (1) professional and technical services, and (2) skilled craftsmen, other skilled workers, and foremen.

Occupations Represented on School Boards

This part of the analysis deals with occupations represented on boards of education. It is concerned with numbers of boards classified by occupations represented on their membership.

Generally, boards of education were not composed entirely of members from one occupational group. Of 3,967 school systems, only 117 reported all their members in a single occupational category, as indicated below:

<i>All members of the board</i>	<i>Number of boards</i>
Business owners, officials, and managers.....	48
Professional and technical services.....	37
Farmers.....	28
Sales and clerical.....	1
Skilled craftsmen, other skilled workers, and foremen.....	3

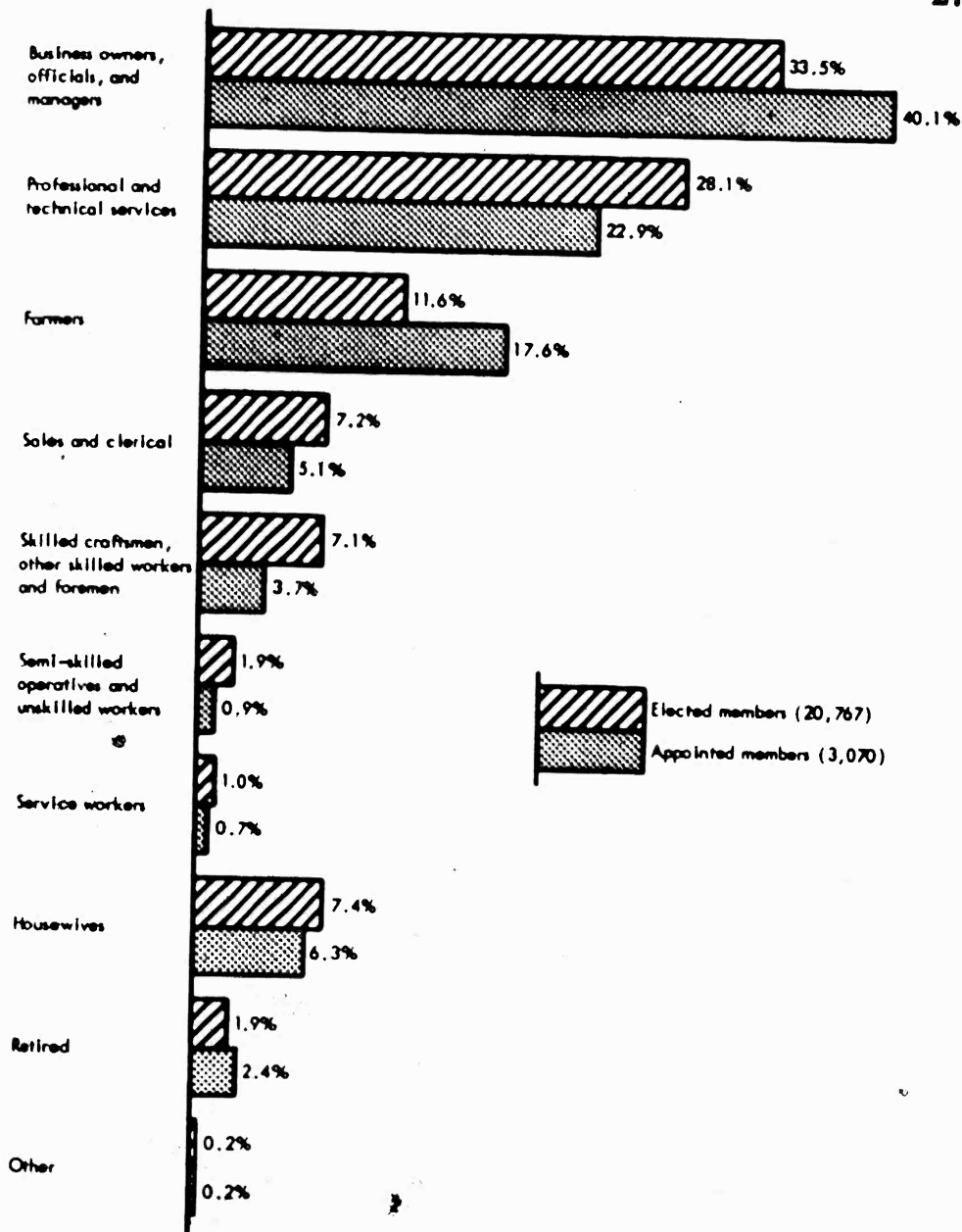


Figure 2.—Percentage distribution of elected and appointed board members, by occupation

It may be recalled from table 11 that two occupational groups (business owners, officials, and managers, and professional and technical services) accounted for 61.9 percent of the board members. As shown in table 12, these two groups were widely dispersed among school boards: 85.1 percent of the boards had one or more members who were business owners, officials, or managers, and 74.2 percent had at least one member who was in a professional or technical occupation. In contrast, farmers, housewives, and sales and clerical personnel, accounting for 12.4, 7.2, and 6.9 percent of the board mem-

bers, respectively (table 11), were each found to be represented on approximately one-third of the school boards. The proportion of boards with one or more members in the occupational category of skilled craftsmen, other skilled workers, and foremen was 26.3 percent; of semi-skilled operatives and unskilled workers, 6.9 percent; of service workers, 4.8 percent; and of retired persons, 10.4 percent (table 12).

District size and regional variations.—The occupations represented on boards of education varied considerably by school system size and by region. Generally, the larger the school system, the more likely one or more of the members of the board of education were in the following four occupational categories: (1) Business owners, officials, and managers; (2) professional and technical services; (3) housewives; and (4) retired. However, 84 percent of the smallest systems (Group I) reported that their board had at least one member who was a business owner, official, or manager, as compared with 89.6 percent of the largest (Group V). Boards with at least one member with a professional or technical occupation were reported by 71.3 percent of the systems in Group I, as compared with 93.4 percent of those in Group V. For the other two occupational groups mentioned above, contrasts were more striking. Boards with one or more housewives ranged from 28.4 percent in Group I systems to 67.9 percent in Group V. The percentage of boards in Group V with at least one member who was retired (19.8 percent) was more than double that for Group I (8.7 percent).

In contrast to the foregoing, boards with one or more members in most of the other occupational categories were found less frequently as the size of the school system increased. Boards with at least one farmer were reported by more than two-fifths (41.2 percent) of the smallest school districts (Group I), as compared with 12.3 percent of the largest systems (Group V). In Group I, one or more members on 29.5 percent of the boards were skilled craftsmen or workers or foremen, while in Group V only 13.2 percent had one more board member classified as such.

In all regions, the percentages of boards with at least one member who was a business owner, official, or manager were similar, each deviating less than 3 percentage points from the national situation. For most other occupational groups, the greatest differences were between the Northeast and South. In the Northeastern States, 87.4 percent of the boards had one or more members with a professional or technical occupation, as compared with 55.2 percent in the South. About three out of five boards in the South had at least one member who was a farmer, as compared with one out of every seven in the Northeast. Another marked difference occurred with respect to housewives. In the Northeast, half (50.3 percent) of the boards had

Table 12.—Percent of boards with one or more members in specified occupational classification, by district enrollment and region

Enrollment size and region	Boards with one or more members in occupations classified as—										
	Number of Boards	Business owners, officials, and managers	Professional and technical services	Farmers	Sales and clerical	Skilled crafts-men, other skilled workers, and foremen	Semi-skilled operatives and unskilled workers	Service workers	Housewives	Retired	Others
Total school systems reporting	1,967	85.1	74.3	35.6	39.1	28.3	6.9	4.9	34.1	16.4	1.1
DISTRICT ENROLLMENT SIZE GROUP											
I (1,200-2,999)	2,050	84.0	71.3	41.2	30.2	29.5	8.5	4.9	28.4	8.7	1.3
II (3,000-5,999)	1,092	85.3	74.8	34.4	29.1	25.2	7.1	4.7	30.0	9.1	1.3
III (6,000-11,999)	206	87.3	75.8	29.0	33.5	22.2	2.9	4.7	40.9	14.4	1.0
IV (12,000-24,999)	106	86.4	85.4	15.5	30.6	17.0	2.4	6.3	45.6	18.9	---
V (25,000 or more)	106	89.6	93.4	12.3	20.8	13.2	1.9	1.9	67.9	19.8	---
Region											
Northeast	860	84.0	87.4	14.9	40.0	33.0	8.6	7.2	50.3	15.0	1.5
North Central	1,133	84.3	80.3	28.0	32.1	27.2	6.8	4.2	36.8	6.2	1.0
South	1,074	84.9	55.2	59.1	28.0	22.2	7.6	4.2	17.8	13.8	1.2
West	1,000	87.3	76.4	37.1	23.1	23.7	4.7	3.9	34.7	7.1	0.9

1 Excludes 106 school boards for which this information was not reported.

one or more housewives, and in the South the corresponding percent was 17.8. The West had the smallest percentage of boards (4.7 percent) with at least one member who was in a semi-skilled or unskilled occupation, and also the smallest percent of boards (3.9 percent) with at least one member in a service occupation. In contrast, corresponding percentages were highest in the Northeast: 8.6 and 7.2 percent, respectively. School boards with at least one member who was retired were approximately twice as common in the Northeast and South as in the North Central and West.

Variations between elected and appointed boards.—The percentages of elected boards and appointed boards with one or more members who were business owners, officials, or managers were similar: 84.6 percent and 87.4 percent, respectively. As shown in figure 3, the proportion of appointed boards with farmer representation was markedly higher than for elected boards. In contrast, the percentages of elected boards with one or more members in each of four occupational groups (professional and technical services, sales and clerical, skilled craftsmen and other skilled workers, and housewives) were relatively higher.

Occupations represented on elected and appointed boards in the South.—As will be recalled from table 12, the proportions of boards with one or more members in a professional or technical occupation and with a housewife were significantly lower in the South, and the percentage of boards with at least one farmer was significantly higher than in any other region. Because of these differences and the fact that a large number of all appointed boards in the survey (412 out of 572) were in the South, an analysis was made of occupational representation on elected and appointed boards within that region. This analysis, presented below, shows: (1) that boards with at least one member in a professional or technical occupation were much more prevalent among the appointed boards and (2) that the proportion of boards with housewife representation was significantly higher for appointed boards. However, farmer representation was more prevalent among elected boards.

Occupational group of one or more members on the board	Percent	
	Elected boards	Appointed boards
Business owners, officials, and managers.....	82.6	88.0
Professional and technical services.....	50.8	62.6
Farmers.....	61.8	55.4
Sales and clerical.....	29.5	20.4
Skilled craftsmen, other skilled workers, and foremen.....	27.8	14.0
Semiskilled operatives and unskilled workers.....	10.3	3.7
Service workers.....	4.9	3.0
Housewives.....	13.8	24.2
Retired.....	14.7	12.5
Other.....	1.4	1.0

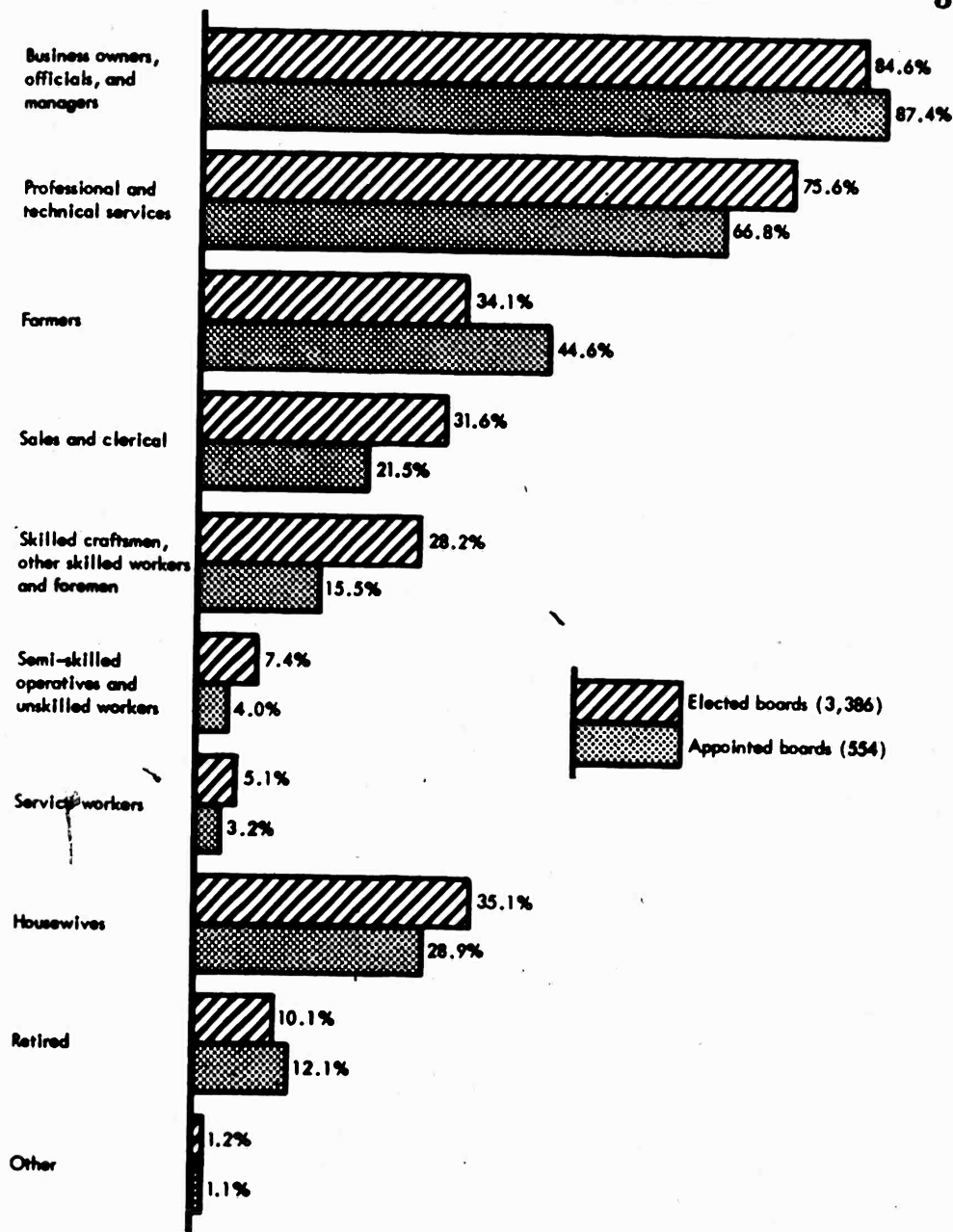


Figure 3.—Percent of elected and appointed boards with one or more members in specified occupational groups

These comparisons make it evident that the deviations among Southern boards from the national pattern of occupational representation (table 12) cannot be attributed to the greater prevalence of the appointive method in that region.

LENGTH OF SERVICE OF SCHOOL BOARD MEMBERS

How long should a school board member serve? While this question obviously cannot be answered by stating a specific number of years that would apply to all school board members, relatively long periods of service are generally considered desirable. Rapid turnover in board membership impairs the stability of a school system. It has been suggested that "a qualified board member should serve long enough to reach maximum understanding and competence in the job, but not so long that his usefulness is outgrown because his actions have become perfunctory or routine."⁵

The following section is concerned with length of service of board members en masse, that is, the analysis deals with numbers of board members according to their years of service. Later, the distribution of these members among boards of education will be examined, this to be done in terms of numbers of boards classified by years of service represented on their membership.

School Board Members and Their Years of Service

Information on years of service was obtained for 23,886 school board members (the membership of 3,950 boards), and is presented in table 13.

In the winter of 1959-60 when the information was collected, 13.2 percent of the board members had been in office for less than 1 year; 40.2 percent had served 1 to 5 years; 30.1 percent, 5 to 10 years; 13.7 percent, 10 to 20 years; and 2.9 percent, 20 years or more.

The corresponding percentages were closely similar for all size groups of school systems. Regionally, the length of service in the Northeast, North Central, and West generally did not vary markedly from the national picture. The South had the highest percentage of board members (23.4 percent) who had served 10 years or more, and the West had the lowest, 11.9 percent.

Service of elected and appointed board members.—It is sometimes asserted that one advantage of the appointive method is that the tenure of appointed members is generally longer than that of elected members, thus allowing for more consistent board action and for the schools to be in the hands of experienced board members. However,

⁵ Tuttle, Edward Mowbray. *School Board Leadership in America*. Danville, Ill.: The Interstate Printers and Publishers, 1968. p. 123.

Table 13.—Percentage distribution of board members, by length of service, district enrollment, and region

Enrollment size and region	Total		Length of service				
	Number	Percent	Less than 1 year	1 year or more but less than 5 years	5 years or more but less than 10 years	10 years or more but less than 20 years	20 years or more
Total board members in school systems reporting.....	23,886	100.0	13.2	40.3	30.1	13.7	2.9
DISTRICT ENROLLMENT SIZE GROUP							
I (1,200-2,999).....	11,997	100.0	13.2	40.2	31.0	13.1	2.5
II (3,000-5,999).....	6,532	100.0	13.6	40.8	28.8	13.9	2.9
III (6,000-11,999).....	3,234	100.0	12.9	39.4	30.1	13.9	4.0
IV (12,000-24,999).....	1,307	100.0	12.2	41.2	28.0	15.8	2.9
V (25,000 or more).....	796	100.0	11.2	36.3	31.4	16.2	4.9
REGION							
Northeast.....	6,102	100.0	15.2	42.0	28.8	11.2	2.7
North Central.....	6,599	100.0	12.7	41.6	29.8	13.8	2.1
South.....	6,244	100.0	10.7	34.8	31.1	18.4	5.0
West.....	4,941	100.0	14.3	42.8	31.0	10.4	1.5

¹ Total membership of 3,950 school boards. Excludes membership of 122 boards for which this information was not reported.

in this survey, little variation was found between lengths of service, as indicated below:

Length of service	Percent	
	Elected members	Appointed members
Total.....	100.0	100.0
Less than 5 years.....	53.5	52.6
5 years to 10 years.....	30.5	27.2
10 years or more.....	16.0	20.2

Board size and length of service.—A comparison was made of the tenure or length of service of members on different sized boards of education and the data are presented in figure 4.

No marked deviations from the national picture were found in length of service of members on three- to five-member boards or on six- to nine-member boards. On boards with 10 or more members, 43.9 percent had served for less than 5 years, as compared with 53.4 percent of the total board membership in the reporting districts. And, 26.7 percent of those on boards with 10 or more members had served for 10 years or more, as compared with 16.6 percent of all board members.

Tenure and term of office.—It was possible to compare the length of service of 23,288 board members with term of office set by State law for selecting them. These comparisons are shown in figure 5. It will be noted that of the members with 1- and 2-year terms, more than half (56 percent) had served for less than 5 years, as compared with 43.6 percent of those with terms of 7 years or more. Over one-fourth (27.2 percent) of the board members with long terms were

LOCAL SCHOOL BOARDS

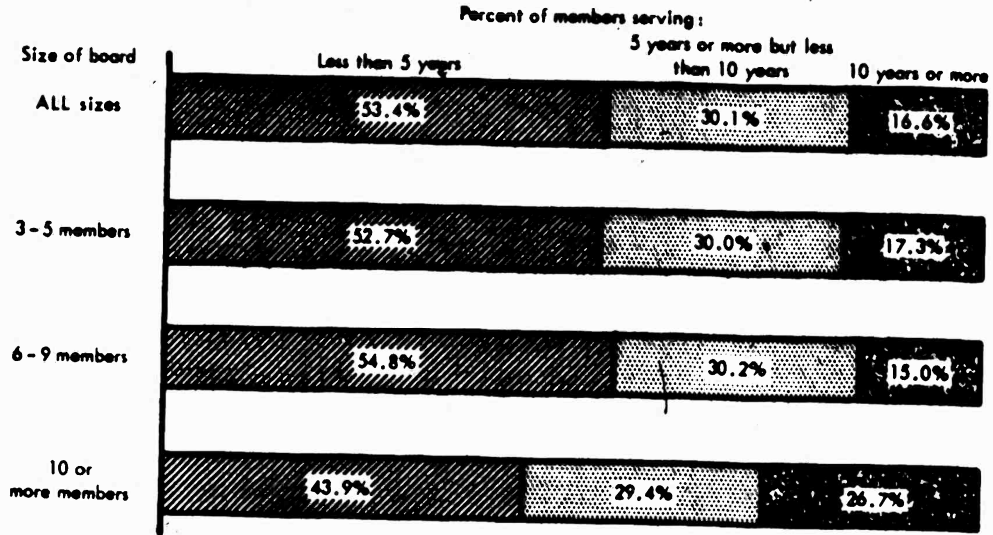


Figure 4.—Percentage distribution of board members, by length of service and size of board

veterans with service of 10 years or more; only 13.3 percent of the members with 1- and 2-year terms had such long service. Regardless of the term of office, the proportion of members serving from 5 to 10 years remained fairly constant, roughly 30 percent.

It is obvious that board members with long terms reach the 10-year mark with greater ease than those with short terms. A board member with a 2-year term must be selected 5 times to complete 10 years of service, but a member with a 6-year term need only be selected twice.

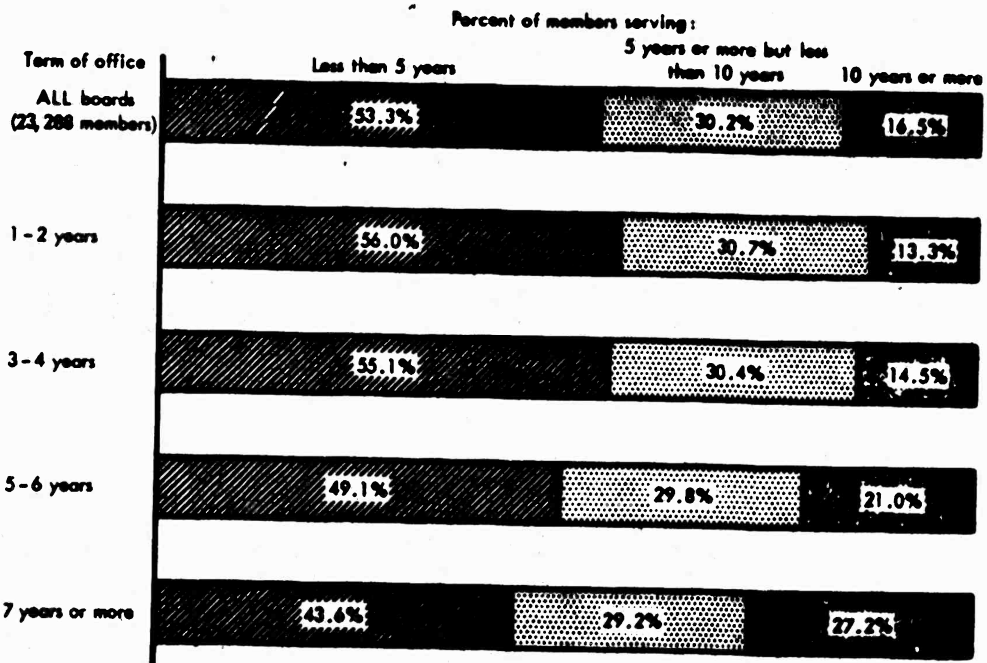


Figure 5.—Percentage distribution of board members, by length of service and term of office

Years of Service Represented on Boards of Education

This part of the analysis deals with years of service represented on school boards. It is concerned with numbers of boards classified by length of tenure represented on their membership.

Typically, boards of education, apparently because of the widespread use of overlapping terms of office, were not composed entirely of members with similar lengths of service. Of 3,950 school systems, only 137 reported all their board members in one category, as indicated below:

All board members had served—		Number of boards
Less than 5 years.....		93
5 years to 10 years.....		39
10 years or more.....		5

The years of service represented on 3,950 boards of education are presented in table 14. This table shows that more than half (52.4 percent) of the boards had one or more members with less than 1 year of service; 88.9 percent had at least one member who had served 1 to 5 years; 80.6 percent, 5 to 10 years; 47.4 percent, 10 to 20 years; and 13.6 percent, 20 years or more.

Table 14.—Percent of boards with one or more members having specified years of service, by district enrollment and region

Enrollment size and region	Number of boards	Boards with one or more members having served—				
		Less than 1 year	1 year or more but less than 5 years	5 years or more but less than 10 years	10 years or more but less than 20 years	20 years or more
Total school systems reporting.....	3,950	52.4	88.9	80.6	47.4	13.6
DISTRICT ENROLLMENT SIZE GROUP						
I (1,200-2,999).....	2,089	51.4	88.4	81.0	45.6	11.7
II (3,000-5,999).....	1,088	55.0	88.7	79.0	48.3	13.8
III (6,000-11,999).....	510	50.6	91.0	82.7	47.1	18.0
IV (12,000-24,999).....	208	54.4	88.3	78.7	56.8	15.0
V (25,000 or more).....	107	48.6	92.5	87.9	57.9	23.4
Region						
Northeast.....	866	64.1	92.4	82.7	47.8	14.3
North Central.....	1,133	51.6	91.6	80.1	46.0	9.4
South.....	1,089	42.9	82.6	79.3	58.1	22.3
West.....	860	53.4	90.0	80.1	45.4	7.6

¹ Excludes 122 school boards for which this information was not reported.

Among the five school system size groups, the percentages of boards in two lengths-of-service categories (less than 1 year and 1 to 5 years) deviated from the national situation by less than 4 percentage points. Group V systems deviated most markedly from the national picture, having higher percentages of boards with one or more members who had served for 10 to 20 years (57.9 percent) and with one or more members who had served for 20 years or more (23.4 percent). Group

IV systems varied from the national situation with 56.8 percent of the boards having at least one member with 10 to 20 years of service.

There were some marked regional variations. In the Northeastern States, more than three-fifths (64.1 percent) of the boards had one or more new members, as compared with about two-fifths (42.9 percent) of the Southern boards.* More than half (56.1 percent) of the boards in the South had at least one member with 10 to 20 years service, as compared with 45.4 percent in the West. Boards with one or more members who had been in office for 20 years or more were also most common in the South (22.3 percent) and least common (7.6 percent) in the West.

Variations among elected and appointed boards.—A comparison was made between the length of service represented on elected and appointed school boards. The most outstanding differences, as shown below, were: (1) the proportion of elected boards with one or more members who had served 5 to 10 years was larger and (2) the proportion with at least one member with service of 20 years or more was smaller:

<i>Length of service of one or more members</i>	<i>Percent</i>	
	<i>Elected boards</i>	<i>Appointed boards</i>
Less than 1 year.....	52.9	49.0
1 to less than 5 years.....	89.4	85.7
5 to less than 10 years.....	81.8	73.0
10 to less than 20 years.....	47.3	48.1
20 years or more.....	12.5	20.1

CHAPTER 4

School Board Organization

LOCAL BOARDS OF EDUCATION must organize each year at the time and in the manner prescribed by State law. Because the board of education is considered to be a legal entity, with members having no individual authority, organization must be completed before the board can exercise control over the school system. Officers of the board, such as the chairman, must be chosen and agreements reached on how the board is to conduct its business.

Experts in school administration are generally of the opinion that school boards operate most effectively with a simple organization. Though the organizational structure need not be elaborate, it merits careful attention. The plan of organization reflects the board's concept of its function as a policy-making body, establishes a pattern of operation, and sets the tone of the relationship between the board of education and superintendent.

SCHOOL BOARD OFFICERS

Generally, at an organizational meeting boards of education select their officers. These positions, as provided by State law, often include a board chairman, vice chairman, clerk or secretary, and a treasurer. Normally, the positions of chairman and vice chairman are filled among the membership of the school board, but this may or may not be the case with respect to the board secretary and board treasurer. The statutes in some States prohibit board members from serving in either of these positions. Where this occurs, the law sometimes specifies that the board of education shall select qualified voters of the district to serve, or designates the persons, by title, that are to serve as board secretary and as board treasurer. Sometimes the superintendent of schools is designated by law as school board secretary. In some States, boards of education of certain types of school districts must select the board secretary and treasurer from among its members, and in other districts the board is permitted to do this or it may fill the position with nonboard members.

Authorities in the field of school administration generally are of the opinion that the positions of school board secretary and treasurer should be held by persons who are not school board members. Experts say that a board member who serves as secretary or clerk, especially if his duties include recording minutes of board meetings, cannot fully participate in board discussions. And, in large school systems more than part-time attention is required in discharging duties normally associated with these positions. Perhaps the most important reason for not advocating that board members serve in these positions stems from the possibility that involvement of board members in administrative duties of the clerk or treasurer may cause the entire board to become active in the administration of the school system. Regardless of who serves as board secretary and board treasurer, it is important that the superintendent of schools remains chief executive officer of the board.

Information about school board officers was obtained by asking respondents to indicate whether members of the board of education served as: (1) clerk of the board, (2) secretary of the board, and (3) board treasurer. Their replies are discussed below and summarized in tables 15 and 16.

Board Clerk or Secretary

Approximately 200 respondents indicated that the board of education of their district had both a secretary and a clerk. After examining the laws governing board organization in several States from which such responses came, it was concluded that these respondents reported on the basis of both secretarial and clerical functions performed by one individual on the school board. These districts were counted as having a board member who served as secretary or clerk and were included in table 14.

More than two-fifths (42.3 percent) of the school systems responding to this item reported that a board member served as secretary or clerk of the board. The percentage of boards with a board-member secretary varied inversely with school system size. As shown in table 15, 48.7 percent of the boards in Group I (the smallest districts) had one, as compared with 21.6 percent in Group V (the largest districts). Sharp contrasts were evident among the regions. Boards with members serving as secretary were most common (66.1 percent) in the West and least common (19 percent) in the South.

Variations between elected and appointed boards.—An analysis was made to determine whether a relationship existed between prevalence of board-member secretaries and method of selecting board members. It was found that 44.5 percent of the elected boards

Table 15.—Percent of boards having a member serving as board clerk or secretary, by district enrollment and region

Enrollment size and region	Total number of boards	Percent
Total school systems reporting.....	12,998	42.8
DISTRICT ENROLLMENT SIZE GROUP		
I (1,200-2,999).....	2,064	48.7
II (3,000-5,999).....	1,099	38.3
III (6,000-11,999).....	817	25.0
IV (12,000-24,999).....	207	28.1
V (25,000 or more).....	111	21.6
REGION		
Northeast.....	879	30.8
North Central.....	1,140	32.7
South.....	1,094	19.0
West.....	915	68.1

¹ Excludes 74 school boards for which this information was not reported.

had a member who served as secretary to the board, as contrasted with 28.1 percent of those appointed.

Board Treasurer

Only 18.9 percent of the school systems answering this item reported that a board member served as treasurer. As shown in table 16, the proportion of systems reporting a board-member treasurer varied inversely with school system size. In the smallest districts (Group I), 23.6 percent of the boards had one, as compared with 6.4 percent of those in the largest (Group V). Regional variations were most pronounced. The percent of boards in the North Central Region (41.2 percent) with a board-member treasurer was nearly eight times as large as the percent in the South (5.4 percent) where this practice was least common.

Table 16.—Percent of boards having a member serving as board treasurer, by district enrollment and region

Enrollment size and region	Total number of boards	Percent
Total school systems reporting.....	12,768	18.9
DISTRICT ENROLLMENT SIZE GROUP		
I (1,200-2,999).....	1,993	28.6
II (3,000-5,999).....	1,016	18.6
III (6,000-11,999).....	498	15.4
IV (12,000-24,999).....	197	7.6
V (25,000 or more).....	109	6.4
REGION		
Northeast.....	811	12.9
North Central.....	1,098	41.2
South.....	1,008	5.4
West.....	796	18.8

¹ Excludes 379 school boards for which this information was not reported.

Variations on elected and appointed boards. No relationship was found between prevalence of board-member treasurers and method of selecting the board of education. It was found that 18.7 percent of the appointed boards had a member who served as treasurer, as compared with 19 percent of those elected.

SCHOOL BOARD COMMITTEES

In addition to operating as a committee of the whole, some boards of education establish from among their membership standing and special committees to assist in the conduct of the school system. Standing committees, as implied by their name, are permanent committees which are assigned by direction of the school board continuing responsibilities over specified aspects of school system operation, such as finance, personnel, and school buildings. Special committees are temporary committees appointed by the board of education to investigate or study specific nonrecurring problems. These operate for a definite period of time or until their special duties are discharged.

Many authorities in school administration recognize that boards of education may need to appoint an occasional special committee, but few of them advocate the creation of standing committees. The practice of organizing school boards into standing committees was undoubtedly a sound practice prior to the general establishment of the office of superintendent of schools and was the best means for conducting board business during the era of extremely large school boards. For present-day boards of education, the American Association of School Administrators¹ points out that the standing committee plan:

- makes effective functioning of the superintendent difficult
- impairs board efficiency
- encourages the adoption of committee reports without a full discussion by the entire board
- causes members to become chiefly interested in the work of their own committee

Prevalence of Board Committees

Widespread variations were found in the prevalence of committees among boards of education.² As shown in table 17, nearly half (47.4

¹ American Association of School Administrators. *School Boards in Action*. Washington, D.C.: the Association, 1946. p. 40.

percent) of those responding to this particular item did not operate with either standing or special committees in fiscal 1958-59. Standing committees only were used by 15.1 percent, and special committees only, by 22.5 percent. It was evident that the use of standing and special committees was not an "either/or" proposition; 15 percent of the boards had both types.

Table 17.—Number and percent of school boards, by type of committee: fiscal year 1958-59

Type of committee	Number of boards	Percent of boards
Total school systems reporting	3,941	100.0
None.....		
Standing committees only.....	1,867	47.4
Special committees only.....	505	13.1
Both standing and special committees.....	886	22.5
	503	15.0

¹ Excludes 131 school boards for which this information was not reported.

Standing Committees

Nearly a third (30.1 percent) of the school systems responding to this item indicated that their board had one or more standing committees during fiscal 1958-59 (table 18). The percent includes boards that had both standing and special committees as well as those with standing committees only (table 17).

The corresponding percentages, while increasing with school system size, were closely similar in Groups I, II, III, and IV, each percent deviating less than 4 percentage points from the national situation. In Group V, nearly half (46.8 percent) of the boards had one or more standing committees.

Sharp contrasts existed among the regions. Boards with one or more committees were most common (57.5 percent) in the Northeast and least common in the West (15.9 percent) and South (18.1 percent).

Variations on elected and appointed boards.—An analysis was made to determine whether a relationship existed between the prevalence of standing committees and method of selecting the school board. It was found that 31.7 percent of the elected boards had standing committees as compared with 21.3 percent of those appointed.

Number per board.—Of the 1,188 districts reporting standing committees, 1,146 indicated the number used during fiscal 1958-59. As shown in figure 6, nearly three-fifths (58.2 percent) of these boards operated with fewer than 5 committees; 38.5 percent had 5 to 9; and 3.3 percent, 10 or more.

LOCAL SCHOOL BOARDS

Table 18.—Percent of school boards having one or more standing committees, by district enrollment and region: fiscal year 1958-59

Enrollment size and region	Total number of boards	Percent
Total school systems reporting	1,941	38.1
DISTRICT ENROLLMENT SIZE GROUP		
I (1,200-2,999).....	2,027	28.8
II (3,000-5,999).....	1,083	28.5
III (6,000-11,999).....	516	31.8
IV (12,000-24,999).....	208	33.7
V (25,000 or more).....	109	44.8
REGION		
Northeast.....	570	57.5
North Central.....	1,120	31.4
South.....	1,083	18.1
West.....	850	15.9

¹ Excludes 131 school boards for which this information was not reported.

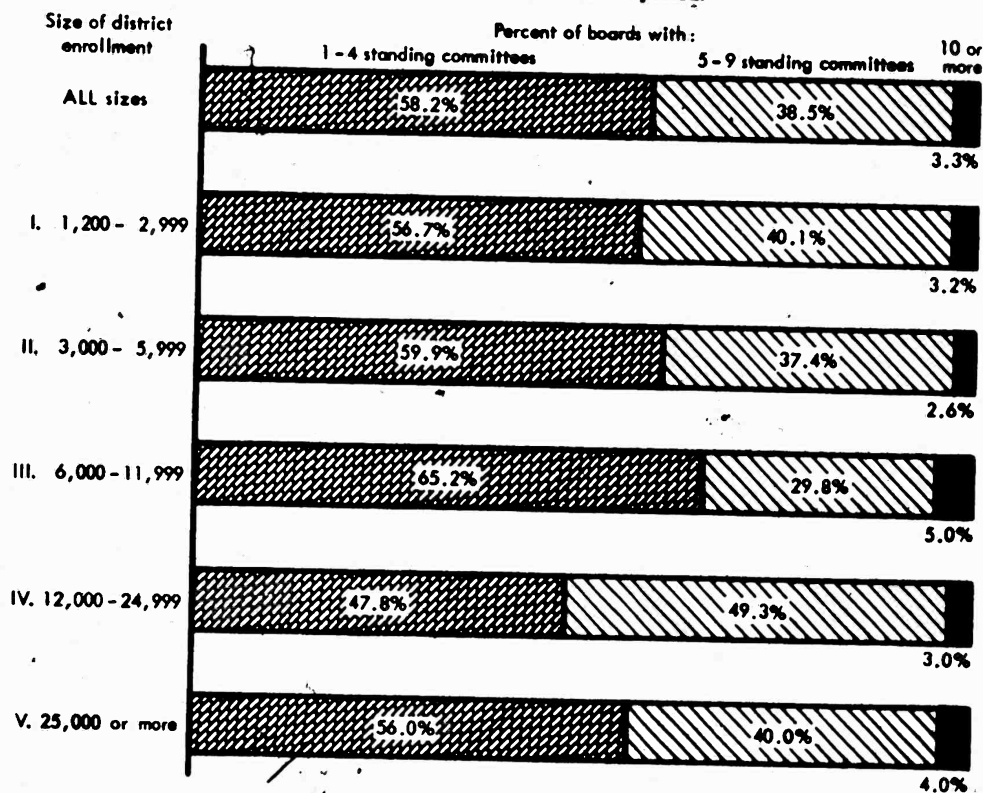


Figure 6.—Percentage distribution of school boards with one or more standing committees, by number of committees and size of district enrollment: fiscal year 1958-59

Distribution by school system size revealed that the only marked deviations from the national situation were in Groups III and IV. In Group III, 65.2 percent of the boards had 1 to 4 committees, and 29.8 percent, 5 to 9. The corresponding percents for Group IV were 47.8 percent and 49.3 percent.

An analysis was made of the variations among different sized boards. As shown in table 19, the percentages for 6- to 9-member boards with

1 to 4, 5 to 9, and 10 or more standing committees more nearly approximated the national situation than any other size group. Approximately 70 percent of both the 3- to 5-member and 10-or-more member boards had 1 to 4; however, 10 or more standing committees were relatively more common in this latter group and least common among 3- to 5-member boards.

Table 19.—Percentage distribution of school boards with one or more standing committees, by number of committees and board size

Board size	Total		Number of standing committees		
	Number	Percent	1-4	5-9	10 or more
All size groups.....	1,148	100.0	58.7	28.5	2.8
3-5 members.....	328	100.0	70.9	27.8	1.3
6-9 members.....	756	100.0	51.7	44.4	4.0
10 or more members.....	64	100.0	70.3	28.4	8.3

¹ Excludes 42 of the 1,188 school boards with standing committees.

Standing committees, as shown on page 41, were proportionately more common among elected than among appointed boards. Analysis of 1,142 elected and appointed boards by number of committees revealed that the former tended to have a larger number of them, as indicated below:

Number of Committees	Percent	
	Elected boards	Appointed boards
Total.....	100.0	100.0
1-4 standing committees.....	57.3	66.7
5-9 standing committees.....	39.3	30.7
10 or more standing committees.....	3.4	2.6

Areas assigned to standing committees.—What areas of school operation were assigned to standing committees? According to the data in table 20, assignments varied greatly. The three areas most frequently mentioned were: buildings and grounds, finance, and personnel. Each of these were reported by more than one-half the districts. Areas mentioned fewer than 500 times but more than 200 times were: transportation, curriculum, repairs and maintenance, athletics, insurance, purchasing, board rules and regulations, cafeterias, and public relations. Textbooks and health were reported fewer than 200 times and libraries were mentioned fewer than 100 times. These areas were by no means the only ones assigned to standing committees; 200 districts reported about 80 other areas, such as attendance, camp, legal, surplus property, and testing.

The ranking of the areas according to number of times reported in each of the five school system size groups revealed that most areas received about the same rank regardless of enrollment classification.

Table 20.—Rank order of areas most frequently assigned to standing committees, by district enrollment

Area	Number of times reported	Rank order of area, by district enrollment group				
		I (1, 200- 2, 999)	II (3, 000- 5, 999)	III (6, 000- 11, 999)	IV (12, 000- 24, 999)	V (25, 000 or more)
Buildings and grounds.....	986	1	1	1	1	2
Finance.....	928	2	2	2	2	1
Personnel.....	640	3	3	3	3	3
Transportation.....	466	4	4	4	4	10
Curriculum.....	377	7	5	4	4	4
Repairs and maintenance.....	363	5	8	9	9	8
Athletics.....	359	6	7	7	10	7
Insurance.....	356	8	6	5	5	6
Purchasing.....	296	9	9	8	8	5
Rules and regulations.....	249	10	11	10	7	9
Cafeterias.....	221	12	10	12	12	12
Public relations.....	221	11	12	13	11	15
Textbooks.....	188	13	13	11	14	13
Health.....	154	14	14	14	13	11
Libraries.....	81	15	15	15	15	14
Others ¹	200					
Number of districts reporting.....	1, 179	578	319	164	70	48

¹ Omitted for purposes of ranking. Includes such areas as: attendance, camp, city-school, civil defense, complaints, discipline, extracurricular, farm, legal, memorial, playgrounds, reorganization, research, reports, surplus property, testing, tuition, visiting, and welfare.

² Excludes 9 of the 1,188 school boards that had standing committees.

Among the exceptions to this were the areas of transportation, curriculum, purchasing, and public relations.

Special Committees

Of the school systems responding to this item, 37.5 percent reported that their school board had special committees during fiscal 1958-59 (table 21). This percent includes boards that had both standing and special committees as well as those with special committees only (table 17).

The corresponding percentages were closely similar in all school system size groups, except for Group IV (46.6 percent). Among the four regions, special committees were most common in the Northeast (44.6 percent) and least common in the South (34.2 percent) and West (34.5 percent).

Variations on elected and appointed boards.—An analysis was made to determine the relationship between prevalence of special committees and method of selecting the board of education. It was found that 32.2 percent of the appointed boards had one or more, as compared with 35.4 percent of those elected.

Number of special committees.—Of the 1,479 systems reporting special committees, 1,449 indicated the number they had in 1958-59. As shown in figure 7, nearly half (47.1 percent) of the boards in these systems had one or two committees, 36.4 percent had three or four, and 16.6 percent, five or more.

Table 21.—Percent of school boards having one or more special committees, by district enrollment and region: fiscal year 1958-59

Enrollment size and region	Total number of boards	Percent
Total school systems reporting	13,941	37.5
DISTRICT ENROLLMENT SIZE GROUP		
I (1,200-2,999).....	2,027	37.0
II (3,000-5,999).....	1,082	37.1
III (6,000-11,999).....	515	36.7
IV (12,000-24,999).....	208	46.6
V (25,000 or more).....	109	38.8
REGION		
Northeast.....	870	4.6
North Central.....	1,139	37.6
South.....	1,033	34.2
West.....	899	34.5

¹ Excludes 131 school boards for which this information was not reported.

The corresponding percentages were closely similar for each of the three smallest size groups of school systems (Groups I, II, and III). In Groups IV and V the most striking deviations were: the higher relative frequency (29.3 percent) of boards with five or more in Group IV systems, and in the largest size group (Group V) the high proportion (64.1 percent) which had one or two. It may be that the large proportion (46.8 percent) of Group V systems with standing committees (table 18) is one reason why boards in this size group had so few special committees.

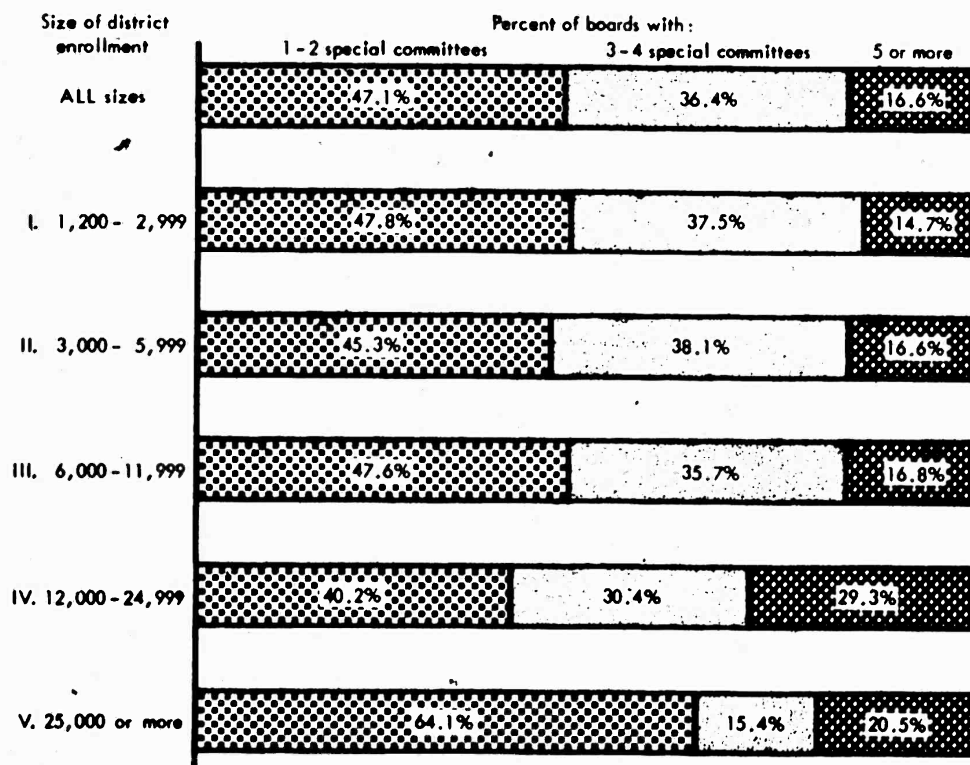


Figure 7.—Percentage distribution of school boards with one or more special committees, by number of committees and size of district enrollment: fiscal year 1958-59

LOCAL SCHOOL BOARDS

As shown on page 44, the percentage difference between elected and appointed boards with one or more special committees was minor. Distribution of 1,440 elected and appointed boards by number of special committees likewise revealed relatively minor percentage differences, as indicated below:

	<i>Special committees</i>	<i>Percent</i>	
		<i>Elected boards</i>	<i>Appointed boards</i>
Total.....		100.0	100.0
1 or 2.....		46.7	49.1
3 or 4.....		36.8	33.3
5 or more.....		16.5	17.5

CHAPTER 5

School Board Meetings

LEGALLY, school boards exercise control over school systems through regular and special meetings. While sitting in an official meeting, the board of education makes decisions that guide the operation of the school system. Careful consideration of school business and maximum utilization of board time requires that meetings of the board of education be conducted in an efficient and orderly manner.

There are a number of significant meeting practices on which boards of education differ, including the number of meetings held each year, length of meetings, whether meetings are open to the public, and whether executive sessions are used. Some of these matters are prescribed by State law. However, within the framework of State law, school boards may determine many of their meeting practices. In the following analysis no attempt is made to distinguish between meeting practices that are specified by State law and those established locally by the school board.

NUMBER OF REGULAR BOARD MEETINGS

Respondents were asked to indicate the number of regular school board meetings held during fiscal 1958-59. Of the total number responding to this item, 8.1 percent indicated, as shown in table 22, that the board of education held fewer than 12 regular meetings; 69.4 percent reported 12 to 17 meetings; 8.1 percent, 18 to 23; and 14.4 percent, 24 or more.

To indicate more precisely the number of regular meetings held, the frequency counts for numbers included within class intervals of table 22 were further analyzed. It was found that a large majority of the 4,007 boards held 12 meetings, as indicated below:

<i>Number of regular meetings held</i>	<i>Percent</i>
10 or 11.....	5.0
12.....	63.1
24.....	10.7

Probably the large proportion of boards that held 12 meetings is in part due to State laws which often specify, as a minimum requirement,

Table 22.—Percentage distribution of boards, by number of regular board meetings held, district enrollment, and region: fiscal year 1958-59

Enrollment size and region	Total		Number of regular meetings				Median ¹
	Number	Percent	Fewer than 12	12-17	18-23	24 or more	
Total school systems reporting.....	14,007	100.0	8.1	69.4	8.1	14.4	12
DISTRICT ENROLLMENT SIZE GROUP							
I (1,200-2,999).....	2,065	100.0	7.2	75.2	6.2	11.4	12
II (3,000-5,999).....	1,104	100.0	8.7	68.5	8.2	14.7	12
III (6,000-11,999).....	519	100.0	9.8	62.1	10.8	17.3	12
IV (12,000-24,999).....	209	100.0	8.6	53.1	14.8	23.6	12
V (25,000 or more).....	110	100.0	10.0	35.5	16.4	38.2	20
REGION							
Northeast.....	874	100.0	12.4	62.6	10.4	14.6	12
North Central.....	1,142	100.0	2.8	75.3	6.2	15.6	12
South.....	1,080	100.0	14.7	76.4	4.3	4.6	12
West.....	911	100.0	2.7	60.1	12.5	24.6	12

¹ Based on arrays.

² Excludes 65 school boards for which this information was not reported.

monthly or 12 regular meetings per year. Several of those reporting 10 or 11 meetings indicated that the board did not meet monthly during the summer.

Variations by school system size and region.—Generally, the larger the school system the more frequently the board of education held regular meetings. As shown in table 22, the proportion of boards that met 12 to 17 times varied inversely with school system size, ranging from 75.2 percent in Group I to 35.5 percent in Group V. However, 18 to 23 meetings were held by 6.2 percent of the boards in Group I, as compared with 16.4 percent of those in Group V. The range was much wider in the "24 or more" meeting interval, from 11.4 percent in Group I to 38.2 percent in Group V. The median board in Group V held 20 meetings; the median board in each of the other size groups held 12.

Although the median board in each of the 4 regions held 12 regular meetings, there were marked variations in the distribution of boards above and below the regional medians, as table 22 indicates. The largest percentages of boards holding fewer than 12 meetings were in the Northeast and South. Of those holding 18 to 23 and 24 or more, the smallest percentages were in the South; the largest were in the West where nearly a fourth of the boards held 24 or more meetings.

NUMBER OF SPECIAL MEETINGS

Of the 3,805 systems responding to the question on number of special board meetings held in 1958-59 (table 23), only 5.6 percent

held none; 52.9 percent held 1 to 6; 25.8 percent held 7 to 12; and 15.7 percent held 13 or more. The median board held 6 special meetings.

The median for each of the first four size groups was also six, but for Group V systems it was four. The percentages shown in table 23 were likewise closely similar for all size groups except for Group V which had a higher proportion of boards (10.4 percent) holding no special meetings and a lower proportion (17 percent) holding 7 to 12. These differences may be due to the fact that boards in this size group generally held more regular meetings than other boards (table 22).

Major regional deviations from the national picture were the Northeast with a median of seven special meetings, and the South with a median of four. The Northeast had the smallest proportion of boards (2.5 percent) holding no special meetings, but the largest proportion (25.9 percent) holding 13 or more. The largest proportion of boards holding no special meetings (9.8 percent) and the smallest proportion holding 13 or more (8.1 percent) were in the South.

Table 23.—Percentage distribution of boards, by number of special board meetings held, district enrollment, and region: fiscal year 1958-59

Enrollment size and region	Total		Number of special meetings				
	Number	Percent	None	1-6	7-12	13 or more	Median ¹
Total school systems reporting	2,805	100.0	5.6	52.9	25.8	15.7	6
DISTRICT ENROLLMENT SIZE GROUP							
I (1,200-2,999).....	1,965	100.0	5.4	55.4	25.2	14.0	6
II (3,000-5,999).....	1,041	100.0	5.3	50.1	25.6	19.0	6
III (6,000-11,999).....	499	100.0	5.4	50.5	29.7	14.4	6
IV (12,000-24,999).....	194	100.0	7.2	49.0	25.8	17.0	6
V (25,000 or more).....	106	100.0	10.4	52.9	17.0	19.8	4
REGION							
Northeast.....	831	100.0	2.5	46.7	24.9	25.9	7
North Central.....	1,076	100.0	4.6	47.0	29.7	18.7	6
South.....	1,019	100.0	9.8	62.6	19.4	8.1	4
West.....	879	100.0	4.9	54.7	29.0	11.4	6

¹ Based on arrays.

² Excludes 267 school boards for which this information was not reported.

USUAL LENGTH OF BOARD MEETINGS

The length of school board meetings depends upon many factors, such as the volume and character of business transacted, conduct of meetings, amount of advanced preparation, and skill of the presiding officer. On occasion long sessions may be required, but authorities in school administration generally agree that meetings should not last longer than 2 or 3 hours.

Regular Meetings

More than one-half (54.8 percent) of the school systems responding to this item, as shown in table 24, estimated an average length of less than 3 hours for regular board meetings; 43.1 percent estimated 3 to less than 5 hours; and 2.1 percent, 5 hours or more.

The corresponding percentages were closely similar for each of the three smallest size groups of school systems. In Groups IV and V, a relatively large proportion of the boards usually met for less than 3 hours, 64.7 and 71.6 percent, respectively. As it will be recalled from table 22, boards in these two groups tended to hold more regular meetings than other boards.

Meetings averaging less than 3 hours in length were most common in the South (68.5 percent) and least common in the Northeast (43.3 percent).

Table 24.—Percentage distribution of boards, by estimated average length of regular board meetings, district enrollment, and region

Enrollment size and region	Total		Length of regular meetings		
	Number	Percent	Less than 3 hours	3 to less than 5 hours	5 hours or more
Total school systems reporting	1 2, 968	100.0	54.8	43.1	2.1
DISTRICT ENROLLMENT SIZE GROUP					
I (1,200-2,999).....	2,055	100.0	54.0	43.9	2.0
II (3,000-5,999).....	1,096	100.0	51.9	45.9	2.2
III (6,000-11,999).....	516	100.0	56.4	41.5	2.1
IV (12,000-24,999).....	297	100.0	64.7	33.3	1.9
V (25,000 or more).....	109	100.0	71.6	26.6	1.8
REGION					
Northeast.....	867	100.0	43.3	55.2	1.5
North Central.....	1,136	100.0	49.8	48.6	1.6
South.....	1,071	100.0	68.5	28.2	3.3
West.....	909	100.0	55.8	42.4	1.9

¹ Excludes 24 of the 4,007 school boards for which number of regular meetings held was reported.

Length of meetings and board size.—A comparison was made of the estimated average length of regular meetings of different sized boards. It was found that the percentages for three- to five-member and six- to nine-member boards closely approximated the percents shown in table 24 for the total group. However, boards with 10 or more members tended to hold shorter meetings, as indicated below:

Size of board	Percent, by length of meeting			
	Total	Less than 3 hours	3 to less than 5 hours	5 hours or more
3-5 members.....	100.0	55.0	42.5	2.5
6-9 members.....	100.0	53.7	44.8	1.5
10 or more members.....	100.0	69.8	27.9	2.3

Special Meetings

Of the systems responding to this item, 11.9 percent estimated an average meeting time of less than 1 hour for special meetings; 71.3 percent, 1 to less than 3 hours; and 16.9 percent, 3 hours or more (table 25).

The corresponding percentages for school systems in the three smallest size categories did not vary markedly from the national pattern. The highest percentages of systems reporting meetings of less than an hour were in Groups IV (15.3 percent) and V (21.3 percent). However, nearly a fifth (19.1 percent) of the Group V systems reported an average meeting time of 3 hours or more.

The most marked regional deviation was in the Northeast where in 27.8 percent of the systems special meetings were reported as averaging 3 hours or more.

Table 25.—Percentage distribution of boards, by estimated average length of special board meetings, district enrollment, and region

Enrollment size and region	Total		Length of special meetings		
	Number	Percent	Less than 1 hour	1 to less than 3 hours	3 hours or more
Total school systems reporting...	2,565	100.0	11.9	71.3	16.9
DISTRICT ENROLLMENT SIZE Group					
I (1,200-2,999).....	1,849	100.0	11.6	71.6	16.8
II (3,000-5,999).....	980	100.0	10.9	70.1	19.0
III (6,000-11,999).....	465	100.0	11.6	73.8	14.6
IV (12,000-24,999).....	177	100.0	15.3	74.0	10.7
V (25,000 or more).....	94	100.0	21.3	59.6	19.1
REGION					
Northeast.....	801	100.0	9.4	62.8	27.8
North Central.....	1,021	100.0	10.2	73.2	16.7
South.....	912	100.0	13.9	74.6	11.5
West.....	831	100.0	14.1	73.5	12.4

¹ Excludes 27 of the 2,562 school boards reported as holding one or more special meetings.

OPEN SCHOOL BOARD MEETINGS

Open school board meetings are generally advocated by experts in school administration. This is not to say that an occasional executive session of the board is not required to consider certain kinds of problems. But, it is important that the general pattern of operation provide citizens with free access to their board and ample opportunity to see it in action. To assist in maintaining good public relations, Reeves states that, "School board meetings can be open to the public from the call to order to adjournment except when the board deems

it necessary or advisable to recess for an executive session or to hold a meeting of the committee of the whole."¹

Closed board meetings, where decisions are made in secrecy, do not encourage community support of the schools nor do they foster a two-way flow of information and ideas between the board and community. The right of citizens to attend board meetings and hear the affairs of their schools discussed is considered so vital to public education that many boards have adopted an open meeting policy and several States have enacted laws which prescribe open meetings.

Prevalence of Open Meetings

Of the 4,019 districts responding to this item, 89.1 percent indicated that the board of education always, except for executive sessions, kept their meetings open to the public (table 26). Analysis of the group sometimes or always holding closed meetings revealed that only 25 systems reported that meetings were always closed.

The percentages for the three smallest school system size groups closely approximated the national picture, but were higher for both Group IV (93.8 percent) and Group V (98.2 percent). The South with 79.5 percent deviated markedly from the other three regions.

Table 26.—Percentage distribution of boards holding open and closed meetings, by district enrollment and region

Enrollment size and region	Total		Board meetings, except for executive sessions	
	Number	Percent	Always open to the public	Sometimes or always closed to the public
Total school systems reporting	4,019	100.0	89.1	10.9
DISTRICT ENROLLMENT SIZE GROUP				
I (1,200-2,999).....	2,087	100.0	89.8	10.2
II (3,000-5,999).....	1,092	100.0	88.7	11.3
III (6,000-11,999).....	518	100.0	89.6	10.4
IV (12,000-24,999).....	211	100.0	93.8	6.2
V (25,000 or more).....	111	100.0	98.2	1.8
REGION				
Northeast.....	879	100.0	93.3	6.7
North Central.....	1,153	100.0	93.2	6.8
South.....	1,067	100.0	79.5	20.5
West.....	920	100.0	94.8	5.2

¹ Excludes 53 school boards for which this information was not reported.

Relation to Other Practices

An analysis was made to determine whether a relationship existed between the open meeting practice and method of selecting board

¹ Reeves, Charles Everard. *School Boards: Their Status, Functions and Activities*. New York: Prentice-Hall, Inc., 1964. p. 292.

members, average length of regular board meetings, type of board organization, and prevalence of ex officio board members. As shown in table 27, it was found that 91.6 percent of the elected boards always held open meetings, as compared with 80.4 percent of the appointed boards.

The percentage of school boards always holding open meetings was slightly higher where (1) meetings averaged 3 hours or more, (2) there were no standing committees, and (3) the board had ex officio members.

Table 27.—Percentage distribution of boards holding open and closed meetings, by selected practices

Item	Total		Board meetings, except for executive sessions	
	Number	Percent	Always open to the public	Sometimes or always closed to the public
METHOD OF SELECTING THE BOARD				
Election.....	3,432	100.0	91.6	8.4
Appointment.....	561	100.0	80.4	19.6
AVERAGE LENGTH OF REGULAR MEETINGS				
Less than 3 hours.....	2,149	100.0	88.4	11.6
3 hours or more.....	1,787	100.0	92.1	7.9
BOARD ORGANIZATION				
Standing committees.....	1,177	100.0	89.7	10.3
No standing committees.....	2,719	100.0	91.4	8.6
EX OFFICIO MEMBERS				
Board has ex officio members.....	108	100.0	92.5	7.5
No ex officio members.....	3,399	100.0	90.4	9.6

EXECUTIVE SESSIONS

As mentioned earlier, boards of education need to meet in executive session to discuss some school affairs. Prominent among such matters are those involving staff personnel problems, misconduct of pupils, and purchase of school sites. Justification for discussing such problems in closed session is based on the fact that an open discussion could be harmful to employees and pupils, embarrassing to the board of education, and costly to the school district. However, an excessive number of executive sessions may cause public distrust and suspicion. It is considered good practice, and laws in some States require it, for the executive session to be deliberative in nature, with final decisions being made in an open board meeting.

Prevalence of Executive Sessions

Of the 3,936 systems reporting on the number of executive sessions held during 1958-59 either separately or in conjunction with regular

and special meetings, 42 percent reported none; 46.3 percent from 1 to 6; 6.5 percent, 7 to 12; and 5.2 percent, 13 or more (table 28).

Several factors may account for the relatively high proportion of systems that reported no executive sessions. A few respondents commented that the public did not attend regular board meetings, thus there was no need for the board to go into executive session. As may be seen in table 32, page 58, more than a third of the systems reported that usually no citizens were present at regular board meetings. Also, as previously shown in table 26, page 52, 10.9 percent of the boards sometimes or always held closed meetings.

Table 28.—Percentage distribution of boards, by number of executive sessions held, district enrollment, and region: fiscal year 1958-59¹

Enrollment size and region	Total		Number of executive sessions			
	Number	Percent	None	1-6	7-12	13 or more
Total school systems reporting...	2,936	100.0	42.0	46.3	6.5	5.2
DISTRICT ENROLLMENT SIZE GROUP						
I (1,200-2,999).....	2,084	100.0	42.6	44.1	4.7	2.6
II (3,000-5,999).....	1,078	100.0	31.4	42.1	7.0	6.3
III (6,000-11,999).....	516	100.0	34.1	42.8	8.5	8.5
IV (12,000-24,999).....	304	100.0	37.5	51.0	12.7	8.8
V (25,000 or more).....	104	100.0	19.2	45.2	14.4	21.2
REGION						
Northeast.....	870	100.0	24.4	46.3	14.7	14.6
North Central.....	1,135	100.0	42.5	46.1	3.5	1.9
South.....	1,041	100.0	54.0	39.2	3.7	3.1
West.....	890	100.0	37.1	54.7	5.5	2.7

¹ Estimated by respondents where necessary.

² Excludes 136 school boards for which this information was not reported.

The proportion of boards holding executive sessions increased as size of school systems increased. Slightly more than half (51.4 percent) of the boards in Group I held executive sessions, as compared with 80.8 percent for districts in Group V. There was also a positive relationship between size of school system and number of executive sessions. In Group V systems, 21.2 percent reported 13 or more executive sessions, as compared with 2.6 percent in Group I.

There were marked regional variations. Executive sessions were least prevalent in the South where 54 percent of the systems reported none were held. In contrast, only 24.4 percent of the systems in the Northeast reported none, but 14.7 percent reported 7 to 12 and 14.6 percent, 13 or more.

Relation to other practices.—The prevalence of executive sessions was compared for elected and appointed boards, for boards with and without standing committees, and for boards with and without ex officio board members (table 29). It was found that the percentage of systems reporting none were higher where (1) the board was appointed, (2) there were no standing committees, and (3) there were no ex officio members. The proportion of systems reporting seven or more

executive sessions was highest among boards with ex officio members (20 percent) and among boards with standing committees (18 percent).

Table 29.—Percentage distribution of boards, by estimated number of executive sessions and selected practices: fiscal year 1958-59

Practice	Total		Number of executive sessions		
	Number	Percent	None	1-6	7 or more
METHOD OF SELECTING THE BOARD					
Election.....	2,259	100.0	46.7	47.6	11.8
Appointment.....	561	100.0	50.1	38.3	11.7
STANDING COMMITTEES					
Have standing committees.....	1,159	100.0	32.9	46.1	18.0
No standing committees.....	2,965	100.0	45.7	44.3	9.1
EX OFFICIO MEMBERS					
Have ex officio members.....	106	100.0	31.4	48.6	20.0
No ex officio members.....	2,737	100.0	42.5	46.2	11.4

Decision-Making During Executive Sessions

Experts in school administration generally advocate that boards of education refrain from acting on matters while sitting in executive session. The making of decisions behind closed doors may create an atmosphere of secrecy and distrust within the community. Some States, such as California, Colorado, and Pennsylvania, prohibit voting in executive sessions.

As shown in table 30, more than three-fifths (62.7 percent) of the school systems responding to this item indicated that the board of education always deferred formal action on matters discussed at executive sessions until the meeting was opened to the public; 26 percent reported this practice was usually or sometimes followed, and 11.3 percent reported it was never followed.

The corresponding percentages were closely similar for each of the three smallest size groups of school systems (Groups I, II, and III) and the largest size group (Group V). In Group IV the most striking deviation was the higher relative frequency (71.4 percent) of boards that always deferred their decisions until an open meeting.

Among three of the regions, Northeast, North Central, and West, the percentages were similar. In the South, 33.1 percent of the school systems reported decisions were always deferred until an open meeting, as compared with 72.8 percent of those in the West where the practice was most common. The proportion of boards in the South (23.4 percent) never deferring action on matters discussed in executive session was more than three times that of the North Central (7.2 percent).

Table 30.—Percentage distribution of boards, by decision-making practice at executive sessions, district enrollment, and region

Enrollment size and region	Total		Formal action during executive sessions		
	Number	Percent	Always deferred until an open meeting	Usually or sometimes deferred until an open meeting	Never deferred until an open meeting
Total school systems reporting...	2,289	100.0	62.7	28.0	11.3
DISTRICT ENROLLMENT SIZE GROUP					
I (1,200-2,999).....	1,074	100.0	60.0	28.1	11.9
II (3,000-5,999).....	674	100.0	63.7	25.6	10.7
III (6,000-11,999).....	343	100.0	64.7	22.9	12.4
IV (12,000-24,999).....	147	100.0	71.4	20.4	8.2
V (25,000 or more).....	86	100.0	65.5	23.8	10.7
REGION					
Northeast.....	654	100.0	68.0	22.8	9.2
North Central.....	581	100.0	71.3	21.5	7.2
South.....	475	100.0	33.1	43.6	23.4
West.....	559	100.0	72.8	19.3	7.9

¹ Excludes 12 of the 2,281 school boards that held one or more executive sessions.

CITIZEN ATTENDANCE AT SCHOOL BOARD MEETINGS

Attendance at meetings of the board of education is one means that citizens have for exercising local control of the public schools. At board meetings citizens have an opportunity to present their viewpoints and gain information about the school system. As representatives of the community in educational matters, school board members, according to authorities in school administration, should strongly encourage citizens to attend board meetings.

Number of Citizens Attending

Respondents were asked to indicate, using estimates if necessary, the lowest, highest, and usual number of citizens attending board meetings during fiscal 1958-59.

For the 3,567 systems reporting the lowest number of citizens attending, it was found that three-fifths (60.3 percent) of the boards held at least one meeting during the year with no citizens present, as indicated below:

<i>Lowest number of citizens attending</i>	<i>Percent of school systems</i>
Total.....	100.0
None.....	60.3
1-4.....	31.7
5-9.....	4.5
10 or more.....	3.5

In the 3,778 school systems responding to highest number of citizens attending a board meeting, approximately two-thirds (64.8 percent) of the boards had fewer than 25, as indicated below:

<i>Highest number of citizens attending</i>	<i>Percent of school systems</i>
Total.....	100.0
1-9.....	30.8
10-24.....	34.0
25-49.....	17.2
50-99.....	10.2
100 or more.....	7.8

Of the school systems reporting the usual number of citizens attending regular meetings of the board, as shown in table 31, more than a third (35.4 percent) indicated none; another third (33.5 percent) reported 1 to 4 citizens; 15 percent, 5 to 9; 12.3 percent, 10 to 24; and 3.8 percent, 25 or more.

The percentage of boards usually having no citizens at meetings varied inversely with school system size; the range was from 44.7 percent for the smallest systems (Group I) to 4.8 percent for the largest (Group V). The median for Group I was 1, as compared with 11 for Group V. Likewise, the percentages in each of the three largest attendance categories increased as school system size increased. In Group I, 1 percent of the systems reported a usual attendance of 25 or more, in contrast to 29.8 percent of those in Group V.

The median attendance for the Northeast and West was three, and in the South, one. The South had the highest percentage of systems (47.2 percent) reporting no citizens and the Northeast the lowest (25.7 percent). More than a fourth (26.2 percent) of the systems in the Northeast and more than a fifth (20.4 percent) of those in the West reported a usual attendance of 10 or more, as compared with 7.5 percent in the South.

Relation to other practices.—Citizen attendance was analyzed to determine relationships between that factor and each of five selected school board practices (table 32). It was found that the proportion of boards usually having one or more citizens in attendance was higher among boards that (1) were elected, (2) usually held meetings for 3 hours or more, (3) had standing committees, (4) always held open meetings, and (5) held executive sessions.

The differences were least marked with respect to length of board meetings and most marked with respect to executive sessions. More than half (52.6 percent) of those not holding executive sessions typically had no citizens attending board meetings, as compared with

Table 31.—Percentage distribution of school boards by usual number of citizens attending regular board meetings, district enrollment, and region: fiscal year 1958-59¹

Enrollment size and region	Total		Usual number of citizens attending					Median ²
	Number	Percent	0	1-4	5-9	10-24	25 or more	
Total school systems reporting.....	2,334	100.0	34.4	32.5	15.0	12.3	2.8	?
DISTRICT ENROLLMENT SIZE GROUP								
I (1,200-2,000).....	1,677	100.0	44.7	36.3	11.0	7.2	1.0	1
II (2,000-5,000).....	922	100.0	30.8	33.8	17.9	14.3	3.1	3
III (6,000-11,000).....	450	100.0	23.1	31.8	19.1	18.4	7.6	4
IV (12,000-24,000).....	181	100.0	20.4	22.7	21.5	25.4	10.0	5
V (26,000 or more).....	104	100.0	4.8	11.5	25.0	28.8	29.8	11
REGION								
Northeast.....	782	100.0	26.7	32.6	15.5	18.9	7.3	3
North Central.....	965	100.0	39.1	36.9	12.5	9.4	2.1	2
South.....	778	100.0	47.2	30.2	15.2	5.3	2.2	1
West.....	789	100.0	28.6	33.3	17.5	16.3	4.1	3

¹ Estimated by respondents where necessary.

² Based on arrays.

³ Excludes 738 school boards for which this information was not reported.

23.7 percent of those holding some executive sessions. With respect to an average attendance of 25 or more, differences were most pronounced with respect to executive session and standing committee practices. Of the systems holding some executive sessions, 5.6 percent had a usual attendance of 25 or more, as compared with 1.2 percent of those not holding any executive session. And, of the boards with standing committees, 6.2 percent had an average attendance of 25 or more, in contrast to 2.9 percent of those without standing committees.

Table 32.—Percentage distribution of boards, by usual number of citizens attending regular board meetings and selected practices: fiscal year 1958-59

Item	Total		Usual number of citizens attending				
	Number	Percent	0	1-4	5-9	10-24	25 or more
TYPE OF BOARD							
Elected.....	2,909	100.0	32.4	34.4	15.4	12.1	2.8
Appointed.....	445	100.0	47.2	28.1	12.0	7.6	4.0
LENGTH OF BOARD MEETINGS							
Less than 3 hours.....	1,750	100.0	37.8	33.1	12.9	12.2	3.9
3 hours or more.....	1,513	100.0	32.7	33.9	17.3	12.4	3.7
BOARD ORGANIZATION							
Has standing committees.....	1,013	100.0	28.0	34.4	17.1	14.3	6.2
No standing committees.....	2,236	100.0	38.5	33.1	14.0	11.4	2.9
OPEN BOARD MEETINGS							
Always open.....	3,014	100.0	34.6	33.8	15.0	12.7	3.9
Not always open.....	274	100.0	43.4	31.8	15.0	7.8	2.2
EXECUTIVE SESSIONS							
None.....	1,300	100.0	52.7	33.8	8.2	4.3	1.2
Some.....	1,946	100.0	23.7	32.3	19.5	17.8	5.6

PREPARATION FOR BOARD MEETINGS

With the multiplicity of complex problems that confront boards of education and the relatively limited time boards can devote to solving problems, it is important that the period of time spent in meetings be used to the best advantage. While many factors influence both the quantity and quality of work accomplished during a board meeting, the preparation and distribution of various materials to board members prior to each meeting has frequently been cited by experts in school administration as one means of bringing about a more successful meeting. Among the materials that are sometimes prepared and distributed to board members before regular meetings are: (1) meeting agenda, (2) minutes of previous board meeting, (3) current financial statement, (4) list of bills payable, and (5) background information on matters to be discussed at the forthcoming meeting. Such advanced information gives board members an opportunity to study problems prior to a board meeting, reduces amount of meeting time required for routine duties, and allows the meeting to proceed in an orderly manner without lost motion.

Preparation of Meeting Agenda

Respondents were asked to indicate whether agenda were prepared in advance of all regular school board meetings. Of those responding, 96.2 percent replied "yes." As shown in table 34, distribution by size of enrollment and by region revealed no marked deviations from the national situation.

An analysis was made to determine whether a relationship existed between method of selecting the board of education and preparation of meeting agenda. It was found that meeting agenda were prepared in 96.3 percent of the systems with elected boards, as compared with 95.5 percent of those appointed.

Advanced Distribution of Materials for School Board Meetings

The respondents were asked to specify whether five selected items of information were usually distributed to board members prior to regular school board meetings. Of those responding to each item, 73.3 percent indicated agenda were distributed in advance; 67.8 percent, minutes of the previous board meeting; 58.2 percent, a current financial statement; 48.8 percent, a list of bills payable; and 79.9 per-

Table 33.—Percent of school districts always preparing meeting agenda, by district enrollment and region

Enrollment size and region	Total number of boards	Percent
Total school systems reporting.....	14,043	96.2
DISTRICT ENROLLMENT SIZE GROUP		
I (1,200-2,999).....	2,066	95.1
II (3,000-5,999).....	1,109	96.9
III (6,000-11,999).....	528	97.5
IV (12,000-24,999).....	212	98.1
V (25,000 or more).....	110	100.0
REGION		
Northeast.....	886	96.5
North Central.....	1,150	97.2
South.....	1,087	93.0
West.....	920	98.4

Excludes 29 school boards for which this information was not reported.

cent, background information on matters to be considered at forthcoming meeting. This is shown in table 34.

Variations by school system size and region.—Advanced distribution of the items of information, except for list of bills payable, was more common as school system size increased. In Group IV, 58 percent of the systems reported advanced distribution of list of bills payable, as compared with 50.5 percent of those in the largest (Group V).

The percents in the Northeast, North Central, and West for all materials were closely similar, the only exception being that "distribution of minutes of previous meeting" was relatively less common in the North Central (67.4 percent) than either in the Northeast (82 percent) or West (77 percent). The most striking regional deviation was in the South which had markedly lower percents for all five kinds of materials. The most outstanding difference occurred with respect to distribution of minutes of previous meeting, where in the South 48.1 percent of the systems reported advanced distribution of this item, as compared with 82 percent of those in the West.

Table 34.—Percent of districts usually distributing specified materials to board members prior to regular meetings, by district enrollment and region

Item	Total school systems		District enrollment size group					Region			
	Number	Percent	I (1,200-2,999)	II (3,000-5,999)	III (6,000-11,999)	IV (12,000-24,999)	V (25,000 or more)	North-east	North Central	South	West
Agenda.....	2,922	73.3	72.9	73.1	75.7	85.8	91.0	81.6	79.4	50.8	83.6
Minutes of previous meeting.....	2,647	67.8	60.4	71.9	76.7	83.9	91.9	82.0	67.4	48.1	77.0
Financial statement.....	2,214	58.2	53.6	60.1	65.9	67.6	71.7	62.8	63.3	43.6	64.1
List of bills payable.....	1,855	48.8	46.3	50.4	51.3	58.0	50.5	54.4	57.2	30.2	53.9
Background information on matters to be discussed at forthcoming meeting.....	3,109	79.9	77.2	80.6	84.4	86.9	88.0	82.5	84.0	69.8	82.8

Relation to other practices.—An analysis was made to determine the relationship between advanced distribution of the three most frequently mentioned items in table 34 (agenda, minutes, and background information) and four selected board practices. It was found (table 35) that the proportion of systems reporting advanced distribution of the items was higher where the boards (1) were elected, (2) had standing committees, (3) usually held meetings for 3 hours or more, and (4) always held open meetings. The differences were least marked with respect to distribution of background information on matters to be discussed at forthcoming meeting and most marked with respect to distribution of agenda. Of the systems with elected boards, 76.4 percent reported distribution of agenda, as compared with 55.1 percent of those appointed, and 75.3 percent of the system always holding open meetings indicated distribution of this information, in contrast to 55.1 percent of those reporting that meetings were sometimes or always closed.

Table 35.—Percent of districts usually distributing specified materials to board members, by selected practices

Practice	Agenda	Minutes of previous board meeting	Background information on matters to be discussed at forthcoming meeting
METHOD OF SELECTING BOARD			
Election.....	76.4	70.2	81.4
Appointment.....	55.1	55.1	71.0
BOARD ORGANIZATION			
Have standing committees.....	77.2	75.4	84.4
No standing committees.....	72.0	64.7	78.0
USUAL LENGTH OF REGULAR MEETINGS			
Less than 3 hours.....	69.0	63.8	77.7
3 hours or more.....	78.6	73.1	82.4
OPEN MEETINGS			
Always open.....	75.3	69.3	80.8
Sometimes or always closed.....	55.1	54.6	72.8

MEETING BYLAWS

Experts in school administration generally agree that bylaws, governing such matters as the order of business, making of motions, and methods of voting, assist the board of education in conducting its business in an efficient manner. These ground rules for conducting board meetings serve as a guide for the board chairman, help new members to become familiar with the proceedings, and allow matters before the board to be carefully considered, yet handled with dispatch.

Of those responding to whether the board of education had adopted meeting bylaws, 51.8 percent indicated "yes." The corresponding percents for the three smallest size categories (Groups I, II, and III)

were closely similar, but were markedly higher for Group IV (61.2 percent) and Group V (74.3 percent). Meeting bylaws were most common in the West (62.4 percent) and least common in the South (32.8 percent).

The prevalence of meeting bylaws was compared by method of selecting the board of education. They were found to be more common among elected boards (54.7 percent) than among appointed boards (33.9 percent).

Table 36.—Percent of school boards that have adopted meeting bylaws, by district enrollment and region

Enrollment size and region	Total number of boards	Percent
Total school systems reporting.....	1 2, 841	51. 8
DISTRICT ENROLLMENT SIZE GROUP		
I (1,200-2,999).....	2, 037	50. 7
II (3,000-5,999).....	1, 073	50. 3
III (6,000-11,999).....	516	50. 4
IV (12,000-24,999).....	208	61. 2
V (25,000 or more).....	109	74. 3
REGION		
Northeast.....	861	57. 5
North Central.....	1, 129	55. 8
South.....	1, 059	32. 8
West.....	892	62. 4

¹ Excludes 131 school boards for which this information was not reported.

CHAPTER 6

School Board Policy Manuals

ONE OF THE MOST SIGNIFICANT and highly successful means of improving the overall efficiency of local school district operation has been the development of comprehensive board policy manuals. While these manuals differ somewhat in content from district to district, essentially, they set forth important school board decisions regarding such matters as employed personnel administration, pupil personnel administration, the educational program, special services, business management, and school community relations.¹

The lack of a set of written school board policies which is well organized, precisely written, and up-to-date can be, as recently expressed, "a major handicap to effective school board operation."² This statement is well supported in the writings of a number of authorities in the field of school administration. It has been pointed out³ that written policies contribute to effectiveness by: (1) fostering continuity, stability, and consistency of board action; (2) enabling the board to provide for many affairs or conditions in advance of their happening; (3) saving time and effort by eliminating the necessity of having to make a decision each time a recurring situation develops; (4) facilitating the orderly review of board practices; (5) aiding boards in appraising educational services; (6) improving board-superintendent relationships; (7) reducing pressures of special interest groups; (8) helping in the orientation of new board and staff members; (9) enabling staff members to understand their work in relation to the total activities of the school system; (10) facilitating the improvement of staff morale by providing uniform and fair treatment, (11) keeping

¹ For a detailed analysis of topics treated in board policy manuals, see: *Characteristics of Local School Board Policy Manuals*. Washington: U.S. Government Printing Office, 1959. (U.S. Department of Health, Education, and Welfare, Office of Education, Bulletin 1959, No. 14.)

² Tuttle, Edward Mowbray. *School Board Leadership in America*. Danville, Ill.: The Interstate Printers and Publishers, 1956. p. 39.

³ For summaries of advantages see:

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

National School Boards Association and National Education Association. *Reference Manual on Written School Board Policies*. Evanston, Ill.: NSBA, 1960. p. 2-3.

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

Smith, Max S. and Smittle, W. Ray. *The Board of Education and Educational Policy Development*. Ann Arbor, Mich.: Edwards Inc., 1964. p. 2.

the public and school staff informed of board action; and (12) giving lay citizens a better understanding of how they can work with school authorities in building a good school system.

Prevalence of Board Policy Manuals

Of the respondents replying to this item, 60.4 percent reported that the board of education had a policy manual. A number of those without a policy manual indicated that one was being prepared.

The corresponding percentages were closely similar in the three smallest size categories (Groups I, II, and III). A policy manual was reported by 67.8 percent of the systems in Group IV and by 85.5 percent of those in Group V. Marked regional contrasts existed. In the West, 79.7 percent of the systems reported a policy manual, as compared with 40.5 percent of those in the South.

Table 37.—Percent of boards with a policy manual, by district enrollment and region

Enrollment size and region	Number of boards	Percent
Total school systems reporting	4,032	60.4
DISTRICT ENROLLMENT SIZE GROUP		
I (1, 200-2, 999).....	2,089	58.0
II (3, 000-3, 999).....	1,100	59.5
III (6, 000-11, 999).....	522	63.6
IV (12, 000-24, 999).....	211	67.8
V (25, 000 or more).....	110	85.5
REGION		
Northeast.....	879	54.0
North Central.....	1,154	68.5
South.....	1,081	40.5
West.....	918	79.7

¹ Excludes 40 school boards for which this information was not reported.

Relation to Other Practices

Seven school board practices were analyzed with respect to the prevalence of policy manuals. These are shown in table 38.

The percentages varied markedly in four of the practices examined. Of the elected boards, 63.1 percent had a policy manual, as compared with 43.1 percent of those appointed. Seventy-two percent of the boards having ex officio members had one, in contrast to 60.2 percent of those without such members. The proportion of 6-to 9-member boards with a policy manual (64.3 percent) was higher than that for 10-member (47.3 percent) and 3-to 5-member boards (58 percent). Of the systems reporting no citizens in attendance at board meetings, 54.2 percent had a policy manual, as compared with 69.6 percent of

those indicating five or more citizens. More than three-fifths of the boards (61.5 percent) always holding open meetings had a policy manual, as compared with 56.2 percent of those not always holding open meetings. The percentages for boards meeting on an average of less than 3 hours and 3 hours or more were similar, deviating less than 3 percentage points. The percentages for boards with and without standing committees were almost identical.

Table 38.—Percentage of boards with policy manuals, by selected practices

Practice	Number of boards	Percent
METHOD OF SELECTING THE BOARD		
Elected.....	3,441	63.1
Appointed.....	564	43.6
EX OFFICIO BOARD MEMBERS		
Have ex officio members.....	107	72.0
No ex officio members.....	3,818	60.2
USUAL NUMBER OF CITIZENS ATTENDING REGULAR BOARD MEETINGS		
None.....	1,169	54.2
1-4.....	1,107	61.2
5 or more.....	1,032	69.6
BOARD SIZE		
3-5 members.....	2,225	58.0
6-9 members.....	1,716	64.3
10 or more.....	91	47.3
OPEN BOARD MEETINGS		
Meetings always open.....	3,584	61.5
Sometimes or always closed.....	130	56.2
USUAL LENGTH OF BOARD MEETINGS		
Less than 3 hours.....	2,159	59.3
3 hours or more.....	1,785	62.1
STANDING COMMITTEES		
Have standing committees.....	1,178	60.4
No standing committees.....	2,729	60.5

CHAPTER 7

Compensation and Reimbursements for School Board Members

MEMBERS OF THE LOCAL boards of education perform a public service of the highest order. Their work is complicated and time consuming. Not only do they devote considerable time to board meetings but additional time is spent in a number of related activities, such as studying school problems and attending school functions. Should board members be paid for the valuable service they render? The answer is no, according to most of the opinions expressed in educational literature. There does appear to be general agreement among experts in school administration that board members should be reimbursed for out-of-pocket expenses incurred in performing duties.

Terminology Used

Although there is general agreement on the purpose for which board members may receive money, there are certain differences in terminology that should be recognized at this point. These differences pertain to the word "compensation."

The term compensation has been used by some authorities when referring to all types of payments made to board members. Included are payments for salaries, per diem, mileage, and other expenses. For example, the Research Division of the NEA used the term in this sense when stating: "Especially in noncity districts the compensation often goes no further than reimbursement for mileage and expenses."¹ Others have used the term in a more restricted sense to denote pay for service, as distinguished from reimbursement of expense. The following quotation illustrates this particular usage: "Compensation, as used here, does not include allowances for mileage and actual expenses."² According to one source, compensation has been used so

¹ Research Division, National Education Association. *Status and Practices of Boards of Education. Research Bulletin*, 24: 69, April 1946.

² Hall, Morrill M. *Provisions Governing Membership on Local Boards of Education*. Washington: U.S. Government Printing Office, 1957. (U.S. Department of Health, Education, and Welfare, Office of Education, Bulletin 1957, No. 13) p. 25.

often to mean salaries and wages that it no longer implies payment for loss or damage.³

Similar differences in the usage of the term may be noted in the laws of various States. For example, an Alabama statutory provision, having "Compensation" as its title, provides that county board members shall receive \$7.50 per day, actual travel expenses, and hotel expenses incurred in attending board meetings and in transacting board business. In contrast, an Arkansas provision specifies that county board members shall serve without compensation but shall be allowed actual expenses incurred in attending board meetings and in performing board business.

In this study report, the term "compensation" refers to any payment made to board members that is over and above their expenses.

Arguments For and Against Compensation

Some of the reasons given by authorities in school administration for not paying compensation are summarized as follows: (1) the amount offered would not be large enough to attract able men and women but would likely attract officeseekers; (2) payments for services rendered may create the feeling among board members that they must actually operate the schools in order to earn money; (3) it has been proven through experience that capable men and women can be secured without having to induce them with pay; and (4) compensation payments violate the belief that every citizen should assume certain obligations of service to the school district.

In discussing salary payments, a form of compensation, the AASA stated that:

The first evil result, then, of paying salaries to board members is that school board membership is placed on the patronage list, and far down on the list at that, because the salaries are small. But inasmuch as salaries are paid for a term of years, those citizens who are willing to work at the salaries offered are likewise willing to spend money and time and to make definite political moves to secure their own election. Therefore, salaries for school board members actually put a school election or appointment on a patronage or political basis. The most important evil result of paying school board members salaries is that they will try to earn the salaries. There is no way in which a board member can feel he is earning a salary except to attempt to do the detailed work that the board pays the trained superintendent and his staff to do⁴

It should be recognized that not everyone agrees with the foregoing statements. Compensation is paid to some board members and is

³ Evans, Bergen and Evans, Cornelia. *A Dictionary of Contemporary American Usage*. New York: Random House, 1957. p. 107.

⁴ American Association of School Administrators. *School Boards in Action*. Washington, D.C.: the Association, 1946. p. 44-45.

considered by some people to be desirable practice. The following statement expresses this point of view:

On the other hand, it is well known that the position is one of heavy responsibility, involving much time and work and personal sacrifice, and many persons with equal claim to recognition as authorities in school administration feel that some partial compensation for the member's time and service is not only right and proper but also desirable. Those who hold this opinion cannot see any reason why city councilmen and county supervisors and other similar officials should be paid something for their services and school board members, whose services are equally as exacting and certainly no less important, should be paid nothing. Such a policy tends, they claim, to minimize the importance of the member's duties and to lessen public respect for the office. They point out that the school board member is, or should be, the type of person who serves on the directorates of important business corporations, that directors of private corporations are customarily paid fees for attendance upon meetings, and that the nominal salaries paid School Board Members are in the nature of director's fees and are properly paid. In answer to the claim that such payments attract to Board membership the type of person who is primarily interested in the small financial compensation, they say that director's fees do not work this way in important private business.⁵

Legal Provisions Governing Compensation and Reimbursement of Expenses

Specific regulations governing the payment of compensation and reimbursement of expenses are found in the laws of most States. According to a 1957 study,⁶ which defined compensation to include all payments to board members except for mileage and actual expense payments, the general statutes of 22 States prohibit the payment of compensation. For example, the laws of Colorado governing this matter specify that board members will not be paid for their services. In 16 other States, it was reported that all board members covered by the general statutes were entitled to compensation, and in 10 other States, board members of certain districts could receive compensation. Such laws often specify the maximum amount that may be received each year. For example, the Utah code specifies that the maximum amount that county and city school boards may pay to members as compensation shall not exceed \$300 per annum.⁷

The reimbursement of expenses incurred in the performance of board duties is authorized in a number of States. In some States where compensation is prohibited, board members are allowed mileage

⁵ Virginia Association of School Trustees. *Virginia School Boards*. Richmond, Va., 1948. p. 12.

⁶ Hall, Morrill M. *Op. cit.*, p. 35.

⁷ *Utah Code Annotated, 1969 Pocket Supplement*. Indianapolis, Ind.: The Allen Smith Co., 1959. p. 167.

and actual expense reimbursements. Frequently, States that authorize the payment of compensation also allow board members to be reimbursed for mileage.

COMPENSATION AND REIMBURSEMENT PRACTICES

Respondents were asked whether board members were allowed any compensation or reimbursement for expenses incurred in performing official board business. Of the 3,763 responding systems, more than three-fourths (76.7 percent) indicated "yes."

As shown in table 39, the corresponding percentages were similar for all school system size groups, each deviating less than 6 percentage points from the national situation. Regional contrasts were more pronounced. In the North Central Region, 84.2 percent of the boards were allowed compensation and/or expenses, as compared with 67.1 percent of those in the West.

Although these payments were authorized, not all boards accepted them. Comments on 33 of the survey forms indicated that 26 of the boards never accepted the money and that others sometimes did. Three other boards accepted the payments but used them for such purposes as providing lunches for needy children or establishing a scholarship fund.

Table 39.—Percent of school boards allowed compensation and/or expenses, by district enrollment and region

Enrollment size and region	Number of boards	Percent
Total school systems reporting.....	3,763	76.7
DISTRICT ENROLLMENT SIZE GROUP		
I (1,200-2,999).....	1,950	73.8
II (3,000-5,999).....	1,044	78.1
III (6,000-11,999).....	483	82.4
IV (12,000-24,999).....	183	81.4
V (25,000 or more).....	103	82.6
REGION		
Northeast.....	801	76.0
North Central.....	1,078	84.2
South.....	1,052	77.2
West.....	832	67.1

¹ Excludes 309 school boards for which this information was not reported.

A comparison was made to determine the relative prevalence of compensation and expense allowances among elected and appointed boards. The percentages were almost identical, as indicated below:

Authorized compensation and/or expenses.....	Percent	
	Elected	Appointed
	77.6	77.4

Expenditures for Compensation and Reimbursement for Expenses

Respondents who indicated that board compensation was allowed were requested to specify the total amount paid during fiscal 1958-59 to all board members as compensation or as reimbursement of expenses, excluding any payments to ex officio members or to board members for service as board clerk, secretary, or treasurer. The amounts reported by 2,263 systems answering this item ranged from \$2 to \$56,523.

As shown in table 40, 51.8 percent of the school systems reported a total amount of less than \$500; 17.5 percent, \$500 to \$999; 27 percent, \$1,000 to \$4,999; and 3.7 percent, \$5,000 or more. The median amount was \$450.

Classification of the systems by size revealed that the amount spent increased with school system size. The median for Group V (\$2,336) was nearly eight times that of Group I (\$300). Marked contrasts were evident among the regions. The median for the South was \$1,000, as compared with \$250 for the Northeast and West and \$284 for the North Central Region.

Table 40.—Percentage distribution of school boards, by total amount of board compensation and reimbursement of expenses, district enrollment, and region: fiscal year 1958-59 (rounded to nearest dollar)

Enrollment size and region	Total		Percent, by total amount					Median ¹
	Number	Percent	\$1-99	\$100-499	\$500-999	\$1,000-4,999	\$5,000 or more	
Total school systems reporting	2,263	100.0	16.0	34.8	17.5	37.0	3.7	\$450
DISTRICT ENROLLMENT SIZE GROUP								
I (1,200-2,999).....	1,122	100.0	21.1	39.9	16.7	20.7	1.6	300
II (3,000-5,999).....	644	100.0	13.4	37.6	17.9	28.4	2.8	477
III (6,000-11,999).....	323	100.0	8.0	27.6	21.4	38.1	5.0	782
IV (12,000-24,999).....	108	100.0	7.4	19.4	15.7	48.1	9.3	1,149
V (25,000 or more).....	66	100.0	6.1	16.7	12.1	31.8	33.3	2,336
REGION								
Northeast.....	457	100.0	23.9	46.4	13.8	14.7	1.3	250
North Central.....	732	100.0	17.6	42.2	14.3	23.8	2.0	284
South.....	636	100.0	3.2	17.9	24.8	45.6	8.5	1,000
West.....	438	100.0	26.0	43.0	14.9	14.7	1.3	250

¹ Based on averages.

² Excludes 624 of the 2,887 school boards reported as being allowed compensation and/or expenses.

Variations between elected and appointed boards.—As shown on page 70, the percentage difference between elected and appointed boards authorized compensation and/or expenses was minor. How-

ever, appointed boards tended to receive larger amounts of money, as indicated below:

	Percent	
	Elected	Appointed
Total.....	100.0	100.0
Less than \$500.....	56.1	29.2
\$500 to \$999.....	14.9	31.7
\$1,000 or more.....	29.0	39.1

Amount of compensation and expense, by board size.—Classification by school board size (figure 8) revealed that the percentages for 3- to 5-member boards were similar to those for all size groups. However, systems with 6- to 9-member boards tended to spend less, and those with 10 or more members tended to spend more. Nearly three-fourths of these latter systems reported amounts of \$1,000 or more.

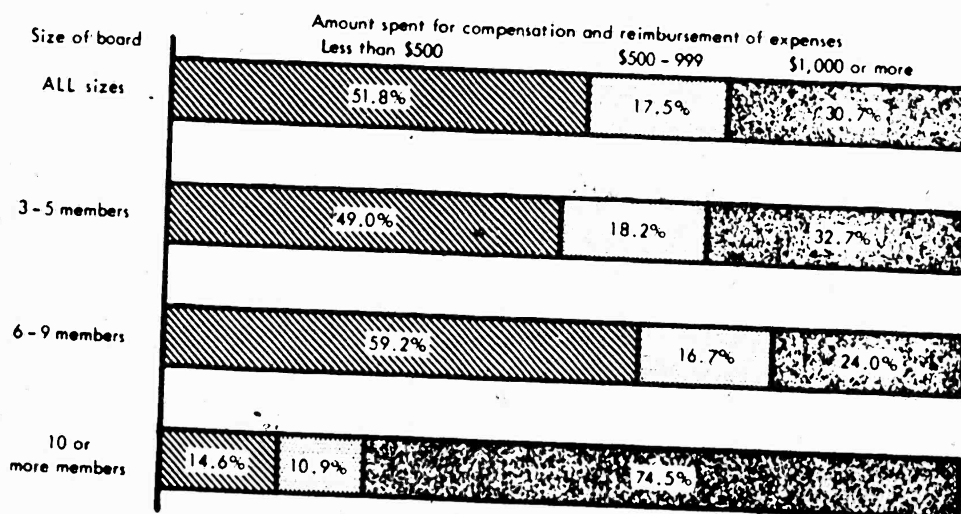


Figure 8.—Percentage distribution of school boards, by total amount spent for compensation and reimbursement of expenses and size of board: fiscal year 1958-59

Amount spent and board organization.—Further analysis revealed that the median amount for boards having no standing committees was nearly double that for boards with such committees, as indicated below:

Boards with—	Median expenditure
Standing committees.....	\$263
No standing committees.....	500

Types of Payments

The types of payments made to board members were reported by 2,470 school systems. There were three general types: Actual travel

expenses, a flat sum per meeting or day, and a flat sum per year. A few systems reported that members were paid a monthly salary, but these have been included in the group that reported a flat sum per year. Because a number of systems made more than one general type of payment, it was necessary to classify responses of the 2,470 systems into six different categories, as shown in table 41.

Table 41.—Percentage distribution of boards, by type of payment made to board members, district enrollment, and region

Enrollment size and region	Total		Type of payment					
	Number	Percent	Travel expenses only	Travel expenses and flat amount per meeting or day	Travel expenses and flat amount per year	Flat amount per day or meeting only	Flat amount per year only	Other
Total school systems reporting	2,470	100.0	47.9	31.8	11.6	9.4	8.1	1.3
DISTRICT ENROLLMENT SIZE GROUP								
I (1,200-2,999).....	1,247	100.0	52.4	17.6	11.1	9.9	7.6	1.3
II (3,000-5,999).....	707	100.0	45.3	25.9	11.0	10.9	5.8	1.1
III (6,000-11,999).....	335	100.0	42.1	27.8	13.1	6.3	9.6	1.2
IV (12,000-24,999).....	118	100.0	39.8	24.6	11.9	4.2	17.8	1.8
V (25,000 or more).....	63	100.0	33.3	22.6	17.5	7.9	17.5	1.6
REGION								
Northeast.....	502	100.0	84.7	5.8	1.8	1.6	4.8	1.4
North Central.....	778	100.0	41.6	16.6	21.5	10.0	8.9	1.4
South.....	746	100.0	6.4	47.5	11.7	19.2	13.9	1.3
West.....	444	100.0	86.9	6.1	5.2	.5	.7	.8

¹ Excludes 417 of the 2,887 school boards reported as being allowed compensation and/or expenses.

It should be recognized that the following discussion concerns types of payments, irrespective of any limitations placed on their use. Various activities for which members receive expenses and per diem will be examined later in this chapter.

Actual travel expenses only.—As shown in table 41, nearly half (47.9 percent) of the school systems responding to the type of payment item reported that actual travel expenses only, including mileage, costs of meals and lodging, and transportation fares, were paid. The proportion of school boards receiving travel expenses only varied inversely with size of school system, ranging from 52.4 percent for boards in Group I to 33.3 percent of those in Group V.

Regional variations were very pronounced. In the South, 6.4 percent of the boards received travel expenses only as compared with 86.9 percent of those in the West and 84.7 percent of those in the Northeast.

Travel expenses and flat amount per day.—More than a fifth of the school systems reported that board members received a flat amount per day or meeting and travel expenses. This combination was in-

icated by 17.6 percent of the Group I school systems and by 27.8 percent of those in Group III where it was most common.

Marked regional variations were found. Nearly half (47.5 percent) of the systems in the South reported payments based on a flat amount per day or meeting and travel expenses, as compared with 5.8 percent of those in the Northeast.

Travel expenses and flat amount per year.—This combination, ranking third among the types of payments, was reported by 11.6 percent of the systems.

The corresponding percentages were similar in all size groups of school systems, deviating less than 6 percentage points from the national situation. However, sharp contrasts were evident among the regions. In the North Central Region, 21.5 percent of the systems reported travel expenses and flat amount per year, as compared with 1.8 percent of those in the Northeast.

Flat amount per day or meeting only.—Of those reporting type of payment, 9.4 percent indicated that board members received a flat amount per day or meeting only. This type was most common (10.9 percent) in Group II systems and least common (4.2 percent) in Group IV. Regional variations were most pronounced, ranging from 19.2 percent in the South to 0.5 percent in the West.

Flat amount per year.—Payments involving a flat amount per year only were reported by 8.1 percent of the school systems. Distribution by school system size revealed that the only marked deviations from the national situation were in Groups IV (17.8 percent) and V (17.5 percent).

Marked regional variations existed. In the South, 13.9 percent of the systems reported that board members received a flat sum per year, as compared with 0.7 percent of those in the West.

Other payments.—A few systems (1.3 percent) reported other combinations. Included in this group were several which indicated that, in addition to paying a flat sum per year, per diem and travel expenses were not regularly paid but were sometimes paid. Also included were those reporting that a lump sum was given to board members when they attended a convention.

Variations between elected and appointed boards.—Comparison of method of selecting the board of education by type of payments made (figure 9) revealed that the proportion of boards receiving travel expenses only was more than three times larger for elected (54 percent) than for appointed boards (15.9 percent). Three of the types, travel expenses and flat amount per year, flat amount per meeting only, and flat amount per year only, were more common among systems with appointed boards.

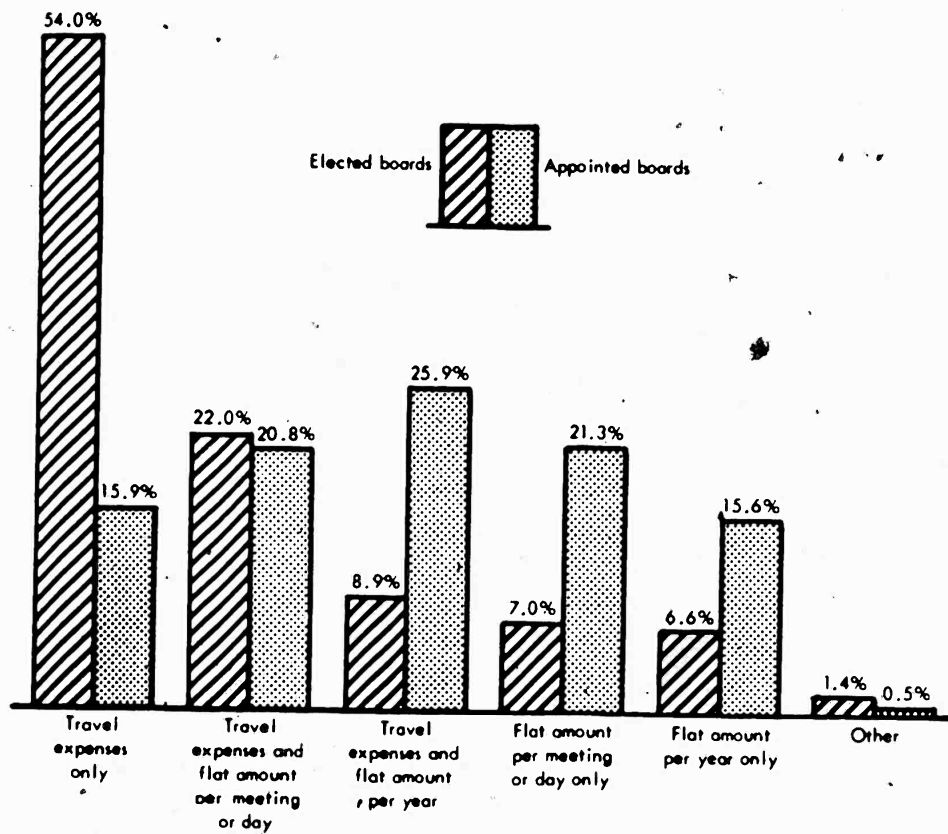


Figure 9.—Percent of elected and appointed boards, by type of payment made to board members

Type of payment and amount spent for compensation and expenses.— Information obtained from 1,983 systems made it possible to compare the amounts paid to board members by type of payment. These comparisons are shown in table 42.

The type of payment authorized was closely related to the amount spent. Generally, the largest sums were reported by systems where the school board was authorized a flat amount per year only and where more than one type of payment was made. The median amount for boards authorized both travel expenses and flat sum per year was \$1,500 as compared with \$200 for those receiving travel expenses only. The median amount for those receiving a flat amount per year only was \$1,000.

Rate of Payments

The school systems indicating that board members were allowed compensation or reimbursement of expenses were requested to report the rate paid per meeting or day, per year, and per mile traveled.

Table 42.—Percentage distribution of boards, by total amount of compensation and expenses and type of payment authorized: fiscal year 1958-59 (rounded to nearest dollar).

Type of payment	Total		Total amount of compensation and expenses					Median
	Number	Percent	\$1-\$99	\$100-\$499	\$500-\$999	\$1,000-\$4,999	\$5,000 or more	
Total systems reporting, all types	1,963	100.0	15.1	24.5	17.3	37.3	2.8	\$451
Travel expenses and flat amount per year.....	258	100.0	3.9	14.0	17.4	53.9	10.9	1,500
Flat amount per year only.....	167	100.0	.6	19.6	19.6	49.4	10.7	1,000
Travel expenses and flat amount per meeting or day.....	475	100.0	3.2	32.2	20.0	39.6	5.1	850
Flat amount per meeting or day only.....	195	100.0	4.1	45.1	26.2	23.1	1.5	515
Travel expenses only.....	988	100.0	29.8	46.6	13.4	9.8	.3	200

¹ Based on arrays.

² Excludes 487 of the 2,470 school boards for which type of payment was reported.

Their replies are analyzed below and summarized in tables 43, 44, and 45.

Per meeting or day.—Rates paid per meeting or day were available for 784 school boards, including those paid travel expenses as well as a flat amount per meeting or day. These rates for board members ranged from \$1 to \$50.

Of those responding, 21.2 percent reported a rate ranging from \$1 to \$3; 22.3 percent, \$4 to \$9; 24.5 percent, \$10 to \$14; and 20 percent, \$15 or more. The median rate was \$10 (table 43).

Distribution of the school systems by size revealed that higher rates were generally reported by the largest. The median rate for Group I was \$7, as compared with \$15 for Group V. The median rate in the other three size groups (II, III, and IV) was \$10.

Table 43.—Percentage distribution of boards, by rates for members per meeting or day and district enrollment

Enrollment size group	Total		Rate per meeting or day				Median
	Number	Percent	\$1-\$3	\$4-\$9	\$10-\$14	\$15 or more	
Total school systems reporting	784	100.0	21.2	22.3	24.5	20.0	\$10
I (1, 200-2, 999).....	351	100.0	35.3	18.5	36.2	10.0	7
II (3, 000-5, 999).....	264	100.0	11.7	23.1	40.2	25.0	10
III (6, 000-11, 999).....	115	100.0	6.1	35.7	32.2	26.1	10
IV (12, 000-24, 999).....	35	100.0	11.4	17.1	25.7	45.7	10
V (25, 000 or more).....	19	100.0		10.5	36.8	52.6	15

¹ Based on arrays.

Flat amount per year.—Information on yearly flat amount rates paid board members was available for 503 school boards, including those paid travel expense as well as a flat amount per year. The rates

ranged from \$1 to \$3,600. Of the systems reporting, 15.3 percent had a rate of less than \$100; 66 percent, \$100 to \$499; 9.7 percent, \$500 to \$999; and 8.9 percent, \$1,000 or more. The median rate was \$200 (table 44).

Generally, the larger the school system, the higher was the rate per year. The median rate in Group I systems was \$200 per member, as compared with \$1,200 in Group V. More than half (56.5 percent) of those in Group V reported that board members were paid \$1,000 or more per year.

Table 44.—Percentage distribution of boards, by flat amount per year rates for members and district enrollment

Enrollment size group	Total		Flat amount per year rate				Median ¹
	Number	Percent	Less than \$100	\$100-\$499	\$500-\$999	\$1,000 or more	
Total school systems reporting	503	100.0	15.3	66.0	9.7	8.9	\$200
I (1,200-2,999).....	244	100.0	20.9	68.0	4.9	6.1	200
II (3,000-5,999).....	123	100.0	13.8	69.1	10.6	6.5	250
III (6,000-11,999).....	77	100.0	10.4	68.8	15.6	5.1	240
IV (12,000-24,999).....	36	100.0	2.8	61.1	22.2	13.9	300
V (25,000 or more).....	23	100.0		28.1	17.4	56.5	1,200

¹ Based on arrays.

Mileage rates.—A total of 1,983 systems indicated the mileage rates for travel of their board members. Those rates ranged from 5 to 30 cents per mile. In 77.4 percent of the systems the rate was 7 to 8 cents per mile. Distribution by school system size (table 45) revealed that the median for each size group, except the largest, was 7 cents and for Group V, the median was 8 cents.

Table 45.—Percentage distribution of boards, by mileage rates for members and district enrollment

Enrollment size group	Total		Mileage rate			Median ¹
	Number	Percent	\$.05-.06	\$.07-.08	\$.09 or more	
Total school systems reporting	1,983	100.0	10.2	77.4	12.4	8.07
I (1,200-2,999).....	1,005	100.0	9.3	77.7	13.0	.07
II (3,000-5,999).....	573	100.0	12.6	77.3	11.2	.07
III (6,000-11,999).....	278	100.0	10.1	78.8	11.2	.07
IV (12,000-24,999).....	89	100.0	9.1	78.4	12.5	.07
V (25,000 or more).....	39	100.0	5.1	71.8	23.1	.08

¹ Based on arrays.

Rates for school board chairmen.—Systems reporting that board members received a flat amount per meeting or day or a flat amount per year were asked whether the rates paid board chairmen were higher than those paid other members of the school board. Of 1,186 systems responding, 12.6 percent reported "yes."

Payments Based on Board Meeting Attendance

When a flat amount per meeting or day (per diem) or travel expenses are authorized for board members for attendance at school board meetings, statutory provisions often limit the number of meetings per year for which payments may be made. For example, in West Virginia, per diem payments are authorized for 18 meetings per year; in Ohio the limit is 12. Board members in Minnesota are entitled to \$5 per regular meeting attended, not to exceed \$75 per year.

In systems where per diem or travel expenses were allowed for board meeting attendance, respondents were asked to indicate whether such payments were made for all regular and special meetings held in fiscal 1958-59. Of the 901 systems answering this item, 62.5 percent reported "yes."

Systems indicating that board members did not receive per diem or travel expenses for all of the meetings were asked to report the number of meetings held without benefit of these payments. The replies of 248 systems are summarized below:

<i>Number of meetings held without per diem or travel expenses</i>	<i>Percent of systems</i>
Total.....	100.0
1-5.....	36.7
6-11.....	24.6
12 or more.....	38.7

Payments for Other Meetings and Activities

In the performance of school business, board members attend various kinds of meetings, both within and outside their district. To determine the extent to which members were allowed per diem or expenses, respondents were asked to indicate whether board policy allowed members either expenses or a flat sum per day when attending any of seven meetings and activities. Their replies are summarized in table 46.

Policies permitting per diem and expense payments for out-of-district travel were quite common. Most frequently, such payments were authorized for attendance at State school board association meetings (82.7 percent). Attendance at conventions of the National School Boards Association was covered by board policy in 72.9 percent of the systems. With respect to attendance at meetings within the district (board committee meetings, graduation exercises, and dedication of school buildings) a relatively few systems reported that per diem or expenses were authorized.

Table 46.—Percent of districts with board policy allowing per diem or expenses, by specified purpose

Purpose	Total number reporting	Percent
State school board association meeting attendance.....	2,715	82.7
Region or district school board association meeting attendance.....	2,663	78.2
National School Boards Association convention attendance.....	2,550	72.9
On other official board business outside of school district.....	2,544	69.3
Board committee meeting.....	2,486	12.3
Graduation exercises.....	2,480	3.8
Dedication of school buildings.....	2,480	2.1

CHAPTER 8

School Board Problems

ALONG WITH determining existing practices of local boards of education, it is important to know current problems in board organization and practice. Therefore, each respondent, through an open-end type of question, was asked to list the most important problems in board organization and practice currently confronting his school system. Such problems were reported on 1,543 of the survey forms. On 278 others, the respondents indicated that they did not have any problems concerning board organization and practices. One superintendent commented:

We have a good school board and we are very satisfied with the organization and practices of our board. Of course, there is always room for improvement, but it would be difficult to point out any particular problem.

The specific problems listed covered a broad range, and were so numerous and varied that it was necessary to classify them in 12 categories. The categories or problem areas are listed in table 44 and described below. As will be noted, a number of the problems deal with topics treated in previous chapters.

Table 47.—Percent of districts reporting problems of board organization and practice, by problem area

<i>Problem area</i>	<i>Districts reporting</i>
Total number.....	1, 543
	<u>Percent of total¹</u>
School board policy.....	32. 6
Selection of board members.....	21. 6
Board-superintendent relationships.....	21. 0
Board meetings.....	20. 7
Orientation and inservice training of board members.....	14. 4
Relation of individual members to the board.....	9. 5
Keeping board members informed.....	8. 0
Relationship of board to other local agencies and organizations.....	6. 9
Board organization.....	6. 0
Board size.....	2. 1
Term of office of board members.....	1. 9
Miscellaneous.....	9. 8

¹ Percents do not add to 100.0 because some respondents listed more than one problem.

School Board Policy

Problems related to board policy were reported frequently. Nearly a third (32.6 percent) of the reporting districts listed such problems. The problems were primarily concerned with developing policy statements, preparing policy manuals, keeping policies up to date, and adhering to adopted policies. One superintendent reported:

We need board policies more than any other one item. As it is now, the superintendent does not know what methods to use on problems that arise from one meeting to the next.

Selection of Board Members

Problems pertaining to the selection of board members were reported by 21.6 percent of the school systems. Typically, these problems dealt with securing and retaining qualified board members. Others include the need to change from the appointive method to the elective method, improvement of existing selection procedures, the need for wider representation on the board, and the establishment of qualifications for board membership.

Board-Superintendent Relationships

Twenty-one percent of the systems listed problems concerning board-superintendent relationships. A large majority of the problems classified under this topic pertained to the need to distinguish clearly between board functions and administrative responsibilities. A few respondents mentioned the need to establish the superintendent as the chief executive officer of the board of education.

Board Meetings

More than one-fifth (20.7 percent) of the reporting districts listed school board meeting problems. These pertained to such matters as conducting meetings more efficiently, devoting more time to the school program and less to business details, scheduling meetings, and adopting meeting bylaws.

Orientation and Inservice Training

Problems related to orientation and inservice training of board members were indicated by 14.4 percent of the respondents. Generally, these dealt with the need to establish orientation programs for new members, and the difficulty of getting board members to attend educational conventions and conferences.

Relation of Individual Members to the Board

Problems involving the relationship of individual board members to the board were reported by 9.5 percent of the school systems. Frequently mentioned was the need for the board to work as a unit and for individual members to refrain from conducting school business outside of board meetings.

Keeping Board Members Informed

Eight percent of the reporting districts indicated that it was difficult to keep board members up-to-date on school system activities and educational problems. A few stated that they did not have the personnel available to do the job as it should be done.

Relationship of Board to Other Local Agencies and Organizations

Nearly 7 percent of the reporting districts indicated problems involving board relationships with other local agencies and organizations. These problems primarily dealt with the need to improve board relationships with local governing bodies and officials, methods and procedures for working with lay advisory committees, and the handling of pressure groups.

Board Organization

Problems related to board organization were listed on 6 percent of the survey forms. Some of these dealt with the selection of board officers, but most were concerned with the use of standing committees.

Although some superintendents indicated that they believed their board of education should establish standing committees, most expressed a viewpoint similar to the following statement made by one superintendent:

Committees are jealous of powers, seek to bargain one with another, push special interests, and lack overall view of problems. We have a good board but it can never achieve excellence in my opinion because of standing committees. Their use also needlessly increases the burden of the superintendent.

Board Size

Problems concerning the number of members on the board of education were reported by 2.1 percent of the respondents. Most of these indicated that their present board had too many members. One superintendent stated, "A 14-member board seems at times to be too large, a small number could possibly function more effectively and economically." A few superintendents with small boards thought that more members should be added.

Term of Office

The length of the term of office of board members was reported as a problem by 1.9 percent of the school systems. In most cases it was felt that the length of the term was too short. Several reported that overlapping terms were needed.

Miscellaneous

In addition to the above problems, about 10 percent of the districts reported a number of miscellaneous problems. Each of these problems were reported by fewer than 25 districts, and in many instances by only 1 or 2 districts. They involved such matters as board and staff relationships, board compensation, fiscal independence, selection of the superintendent, executive sessions, evaluation by the board of education, special committees, and ex officio board members.

General School System Problems

In addition to listing problems involving board organization and practices, some respondents reported general school system problems,

involving such matters as school finance and transportation. Such problems were indicated by 259 of the 1,543 districts reporting school board problems. And, 352 others listed general school system problems only. It is not known why these were listed, but perhaps these problems were of such concern to the 611 respondents that they overshadowed any existing board problems, or at least were of equal concern.

The general school problems were classified under 9 categories. These are as follows:

<i>Problem area</i>	<i>Number of times reported</i>
School finance.....	187
School buildings.....	125
District reorganization and consolidation.....	58
Selection and retention of qualified teachers.....	58
School-community relations.....	49
Improving instructional program.....	31
Transportation.....	19
Increasing enrollments.....	9
Miscellaneous.....	86

APPENDIX A

Item Response

AS INDICATED on page 6, not all of the respondents answered every item on the survey form. The following table shows the percent of the 4,072 questionnaire respondents who replied to selected items. (Items nonresponse rates may be obtained by subtracting response rates from 100.) Percentages are also shown for the five enrollment groups and the four regions. Analysis of the data revealed that, except for Citizen Attendance (Table 31), the response rate was relatively high for all items, and there did not appear to be any significant enrollment size or region bias as a result of item nonresponse.

LOCAL SCHOOL BOARDS

Item response rate, by data field, district enrollment, and region

Table identification	Data field	All respondents	District enrollment size group					Region			
			I (1,200-2,999)	II (3,000-5,999)	III (6,000-11,999)	IV (12,000-24,999)	V (25,000 or more)	North-east	North Central	South	West
		4,973	2,168	1,118	828	312	111	867	1,161	1,009	928
No. 2	Total number of respondents	99.4	99.4	99.4	98.9	100.0	98.2	99.8	99.7	98.0	100.0
No. 4	Elected and appointed boards	97.4	97.4	97.3	98.1	98.1	98.4	99.9	97.7	98.0	97.4
No. 6	Term of office	87.2	84.3	85.8	89.6	89.6	92.9	91.8	87.3	96.8	97.4
No. 8	Ex-officio members	94.2	94.5	94.0	94.2	94.4	94.4	94.3	94.3	91.9	89.9
No. 12	Education	97.4	97.7	97.2	97.2	97.2	93.5	97.0	97.6	96.8	95.5
No. 14	Occupation	97.0	97.3	96.6	97.2	97.2	94.4	96.7	97.6	97.4	97.2
No. 15	Length of service	94.2	94.3	97.9	97.6	97.6	100.0	99.1	98.2	94.9	94.1
No. 18	Board clerk	94.8	94.8	97.5	98.1	98.1	99.1	98.5	98.4	98.4	98.6
No. 22	Standing committees	96.7	98.7	98.3	98.6	98.6	99.1	98.1	98.1	98.1	97.1
No. 28	Regular meetings	81.9	82.5	85.2	93.2	93.2	93.7	88.2	97.8	94.8	94.1
No. 31	Executive sessions	99.0	94.4	99.9	99.5	99.5	94.3	99.1	99.4	98.5	85.2
No. 37	Citizen attendance	92.4	93.4	91.5	84.3	84.3	92.9	90.3	92.9	95.7	98.9
No. 39	Meeting bylaws										89.9
No. 39	Compensation and expenses										

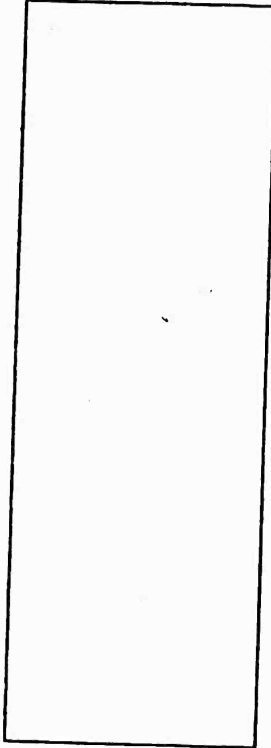
APPENDIX B

Survey Questionnaire

Budget Bureau No. 51-5918
Approval expires 1/31/60

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
Washington 25, D. C.

**SURVEY OF LOCAL SCHOOL BOARD PRACTICES:
SELECTION OF MEMBERS, ORGANIZATION, AND OPERATION**



Return this form to the U. S. OFFICE OF EDUCATION
in the pre-addressed envelope enclosed which requires
no postage.

PURPOSE:

This study is being conducted by the U. S. Office of Education in cooperation with the National School Boards Association. The purpose of the study is to determine current school board practices on a number of selected topics. The results of the study will be published in an official Office of Education publication.

SCOPE:

This survey form is being sent to school systems having an enrollment of 1,200 pupils or more. As in any survey study, the success of this study greatly depends upon the number of returns received. Your cooperation in responding will be greatly appreciated.

HANDLING OF INFORMATION:

Survey findings will be published in such a manner that individual school boards cannot be identified. Your name and address appear above only to facilitate mailing and follow-up. Your cooperation will greatly contribute to the value of the findings.

INSTRUCTIONS:

It is intended that this form be answered by either:

- a) the superintendent of schools to whom it is addressed, or
- b) an administrative official, designated by the superintendent, who has knowledge of the school board practices being surveyed.

Special directions for assistance in answering one question dealing with the occupation of board members are on page 8.

Please complete the following information:

I. GENERAL INFORMATION

1. Name and title of reporting official: _____

2. Official name of the school district: _____

3. Address: _____ (Street or Box No.) _____ (Town or City) _____ (State)

4. Check pupil enrollment at beginning of school year 1959-60:

1 1,200-2,999 4 12,000-24,999

2 3,000-5,999 5 25,000 or more

3 6,000-11,999

5. Indicate both the LOWEST and HIGHEST school grades provided by the district: (Use K to signify kindergarten)

LOWEST GRADE |-----|

HIGHEST GRADE |-----|

II. SELECTION AND CHARACTERISTICS OF SCHOOL MEMBERS

6. Check the method used to select board members for office:

- 1 By popular vote
- 2 Appointed (If appointed omit questions 7 and 8)

7. If the board is elected, how are candidates nominated for election? (Check ALL that apply)

- 1 Petition of qualified voters
- 1 Primary election
- 1 Individual announcement
- 1 Annual school, town or other such meeting
- 1 Convention or other such assembly
- 1 Caucus (Official or unofficial small group meetings of leaders or representatives of groups, held to select a slate of candidates in advance of an election or the official time for making nominations.)

10. Check below the number of members on the board. (Exclude any ex officio members.)

- 1 Three
- 2 Four
- 3 Five
- 4 Six
- 5 Seven
- 6 Eight
- 7 Nine
- 8 Ten
- 9 Eleven
- 10 Twelve
- 11 Thirteen
- 12 Fourteen
- 13 Fifteen or more

8. If a caucus was held in connection with the last board election, who was responsible for choosing caucus members? (Check ALL that apply)

- 1 Board of education
- 1 Local government officials
- 1 Political leaders and/or party members
- 1 Local community organizations
- 1 Others: (Specify) _____

1 Not known

9. Check below the length of the regular term of office for board members. (Exclude any ex-officio board members)

- 1 One yr.
- 2 Two yrs.
- 3 Three yrs.
- 4 Four yrs.
- 5 Five yrs.
- 6 Six yrs.
- 7 Seven yrs.
- 8 Eight yrs. or more
- 9 Other (e.g., life term; serves at pleasure of appointing agency; etc.)

11. Check below the number of women on the board. (Exclude any ex officio members.)

- 1 None
- 2 One
- 3 Two
- 4 Three
- 5 Four
- 6 Five
- 7 Six or more

12. How many members on the board (excluding any ex officio members) are:

- 1 College graduates? _____
- 2 High school graduates but not college graduates? _____
- 3 Not high school graduates? _____

13. Indicate the number of members on the board (excluding ex officio members) whose occupation falls within each of the following classifications:

See Special Directions for instructions and definitions, page 8.

Occupational classification	Number of members
1 Professional and technical services . . . . .	| |
2 Managers, officials, and business owners (except farmers) . . . . .	| |
3 Sales and clerical personnel . . . . .	| |
4 Farmers . . . . .	| |
5 Skilled craftsmen, other skilled workers, and foremen . . . . .	| |
6 Semi-skilled operatives and unskilled workers . . . . .	| |

14. How many members on the board have served:

- 1 Less than one year? | |
- 2 One year or more but less than five years? | |
- 3 Five years or more but less than ten years? | |
- 4 Ten years or more but less than twenty years? | |
- 5 Twenty or more years? | |

(If necessary, estimate length of service of members when determining number of members for each category.)

1

III. BOARD ORGANIZATION

15. Does a board member serve as:

A. Clerk of the board?

Yes 1 No 2

B. Board secretary?

Yes 1 No 2

C. Board treasurer?

Yes 1 No 2

16. Check below the number of ex officio members on the board.

- 1 None
- 2 One
- 3 Two
- 4 Three
- 5 Four
- 6 Five
- 7 Six or more

- 7 Service workers
- 8 Housewives
- 9 Retired
- 10 Others: (Specify occupation below).



21. Check below the areas of responsibility that have been assigned to these standing committees. (If a committee is responsible for more than one area, check all areas for which the committee is responsible.)

- 1 Buildings and grounds
- 1 Finance
- 1 Personnel
- 1 Purchasing
- 1 Athletics
- 1 Health
- 1 Textbooks
- 1 Curriculum or instruction
- 1 Transportation
- 1 Cafeterias
- 1 Insurance

17. If there are ex officio board members, indicate their primary positions: (Check ALL that apply.)

- 1 Mayor
- 1 Members of locally elected governing body, such as a city council member
- 1 County or city treasurer
- 1 County or city auditor
- 1 Others: (Specify position) _____

18. The board of education operated during fiscal year 1958-59 with: (Check ALL that apply.)

- 1 Standing committees

1 Special committees

1 No standing or special committees

19. If the board operated with special committees, circle the number that were established during fiscal year 1958-59.

1 2 3 4 5 6 7 8 9 10 11 12

13 14 15 or more

20. If the board operated with standing committees, circle the number that were functioning during fiscal year 1958-59.

1 2 3 4 5 6 7 8 9 10 11 12

13 14 15 or more

1 Public relations

1 Libraries

1 Repairs and maintenance

1 Board rules and regulations

1 Others: (Specify)

IV. BOARD MEETINGS

22. How many regular meetings were held during the previous fiscal year?



23. Estimated average length of regular meetings:

- 1 Less than one hour
- 2 One hour or more but less than three hours
- 3 Three hours or more but less than five hours
- 4 Five hours or more

24. How many special meetings were held during the previous fiscal year? (If none, specify "0".)

|-----|

25. Estimated average length of special meetings:

- 1 Less than one hour
- 2 One hour or more but less than three hours

28. If executive sessions were held, did the board defer formal action on matters considered during these executive sessions until an open board meeting?

- 1 Always
- 2 Usually
- 3 Sometimes
- 4 Never, formal action was taken during an executive session

29. Indicate (using estimates if necessary) citizen attendance at regular board meetings during fiscal year 1958-59.

- 1 The highest number attending a meeting |-----|
- 2 The lowest number attending a meeting |-----|
- 3 The usual number attending a meeting |-----|

30. Is an agenda prepared in advance of all regular board meetings?

Yes 1 No 2

31. Do board members usually receive prior to a regular board meeting:

A. Copies of meeting agenda? Yes 1 No 2

B. Minutes of previous board meeting? Yes 1 No 2

C. Current financial statement? Yes 1 No 2

D. List of bills payable? Yes 1 No 2

E. Background information on matters to be considered at forthcoming meeting? Yes 1 No 2

3 Three hours or more but less than five hours

4 Five hours or more

26. Board meetings, other than closed executive sessions held to consider confidential matters, are:

1 Always open to the public

2 Usually open

3 Usually closed

4 Always closed

27. How many executive sessions were held by the board, either separately or in conjunction with regular or special board meetings, in the previous fiscal year? (Estimate if necessary.)

1 None

2 1-6

3 7-12

4 More than 12



V. WRITTEN POLICIES AND BYLAWS

32. Has a manual or set of manuals containing adopted board policies been printed or mimeographed?

Yes 1 No 2

33. Have written bylaws prescribing board meeting procedures been adopted by the board?

Yes 1 No 2

VI. COMPENSATION AND REIMBURSEMENTS

34. Are board members allowed any compensation or reimbursement for expenses incurred in performing official board business?

Yes 1 No 2

(If no, omit questions 35-40.)

35. Check below ALL types of payments made to regular board members and indicate the rate of pay for items checked.

1 Flat amount per meeting or day at rate of _____ \$ _____ per member

36. If flat amount payments are made, is the board chairman paid at a higher rate than that specified in question 35 above?

Yes 1 No 2

37. What was the total amount (to nearest dollar) paid during the preceding fiscal year to all board members as compensation for board service or as reimbursement of expenses, excluding any payments to ex officio members or to board members for service as the board clerk, treasurer, or secretary?

_____ \$ _____

38. If board members are allowed a flat sum, (per diem) or travel reimbursement per board meeting attended, were such payments made for all regular and special board meetings held during the previous fiscal year?

Yes 1 No 2

39. If "no" was indicated in question 38 above, how many meetings were held for which these payments WERE NOT MADE?

40. Does present board policy allow board members either expenses or a flat sum per day when attending:

2 Flat amount per year at rate of \$ _____ per member

3 Actual travel expenses, including mileage reimbursements and/or costs of meals, lodging, transportation fares, etc. If mileage is paid, what amount is allowed? \$ _____ per mile

4 Other: (Specify basis of payment and rate per member.) _____ \$ _____ per member

A. Board committee meetings? Yes 1 No 2

B. Dedications of school buildings? Yes 1 No 2

C. Graduation exercises? Yes 1 No 2

D. Regional or district school board association conventions? Yes 1 No 2

E. State school board association conventions? Yes 1 No 2

F. National School Board Association conventions? Yes 1 No 2

G. To official board business outside the district for such matters as interviewing a prospective superintendent? Yes 1 No 2

41. We would appreciate your listing in the space below what you consider to be the most important problems in school board organization and practice currently confronting your school system.



SPECIAL DIRECTIONS

The following directions and definitions are intended to provide assistance to respondents in answering question U-13 concerning the occupation of board members.

After classifying the occupations of each board member in accordance with the definitions given below, place the total number of board members within each occupational classification in the spaces provided on the survey form. For board members engaged in more than one occupation, report their primary occupation only. Do not include occupations of ex officio board members. Include all occupations that cannot be classified under the following definitions in the "Other" category. Please specify the nature of such occupations.

- a. Professional and technical services. Include in this category all board members whose occupations are based on the established principles of a profession, science, or art and which requires professional, scientific, or technical knowledge gained through academic study or extensive experience. Examples of such occupations are: physicians, lawyers, teachers, chemical engineers, clergymen, accountants, radio operators, dental technicians, social scientists, draftsmen, and designers.
- b. Managers, officials, and business owners (except farmers). Individuals who manage all or part of a business for another person or agency; or are officials of a company, corporation, or government agency; or own their own business. Included here are store owners and managers, corporation vice presidents, apartment managers, bank presidents, owners of insurance agencies, company district managers, store department heads, and executive secretaries of associations.

- c. Sales and clerical personnel. Workers engaged in buying and selling or in performing office activities, usually under supervision, such as preparing, transcribing, and filing written communications, operating office machines, and assisting in the general work of an office. Examples of such workers are: advertising agents, auctioneers, demonstrators, insurance agents, salesmen, secretaries, bookkeepers, mail carriers, bank tellers, ticket agents, and stock clerks.
- d. Farmers. One who as an owner, tenant, or manager operates a farm for the production of crops, plants, vines, livestock, etc.
- e. Skilled craftsmen, other skilled workers, and foremen. Workers engaged in manual pursuits which usually require long periods of training or apprenticeship, manual dexterity, and the ability to work with a minimum of supervision, such as carpenters, brick masons, plumbers, electricians, bakers, typesetters, watch makers, telegraph linemen, machinists, plasterers, and sailors.
- f. Semi-skilled operatives and unskilled workers. Workers engaged in manual pursuits which usually do not require a long period of preliminary training or a high degree of manual dexterity. Examples of such workers are: railroad switchmen, truck and bus drivers, blueprint-machine operators, steelworkers, longshoremen, lumbermen, and farm laborers.
- g. Service workers. Workers engaged in activities that usually do not require a long period of preliminary training or a high degree of manual dexterity, but which are primarily concerned with providing services for others rather than the production of a tangible commodity. Examples of such workers are hospital attendants, barbers and beauticians, elevator operators, guards, and caretakers.
- h. Housewives. Women whose work primarily involves running a household.
- i. Retired. Board members no longer actively engaged in an occupation.