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Formulation of School Board Policies for the South Bend Public Schools

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FORMULATION OF SCHOOL BOARD POLICIES
FOR THE SOUTH BEND PUBLIC SCHOOLS

A Thesis
Presented to
the Graduate Faculty
Central Washington College of Education

In Partial Fulfillment
of the Requirements for the Degree
Master of Education

by
Gareth Irwin Giles

August 1956

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APPROVED FOR THE GRADUATE FACULTY

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CHAPTER I

INTRODUCTION

The town of South Bend is located in Pacific County in the southwest region of the State of Washington on the south bend of the Willapa River; hence, the name of the town. The Pacific Ocean is only a few airline miles away, while Willapa Bay is a minute or two from the heart of the city. Highway 101 is the main thoroughfare and the town is spread out for two miles along this coastal route. Raymond is located four miles to the east.

The population of South Bend is in excess of eighteen hundred, mainly of Scandinavian extraction. It is the county seat of Pacific County which relies on lumbering and forest products. In South Bend, however, the fishing industry is of major importance. Oysters are the main cultivated crop, with two canneries in town processing the sea food for shipment to market.

The first settlement on the present townsite was in 1859. The town relied on shipping of oysters and lumbering for its earlier economic existence.

An elementary school building completed in 1951 houses the kindergarten through the sixth grade. In this building is located

the cafeteria, which serves all the students. The high school building, first occupied in the fall of 1914, is located one block from the elementary school. Grades seven through twelve are housed in this three-story structure. Across the street from the high school is the gymnasium which was built in 1953. Adjacent to the high school is the new vocational and music building, which is one year old. Behind the high school is a lighted athletic field, track, and grandstand, which was constructed by volunteer labor and donated funds from the community during 1948 and 1949. All the school facilities and equipment are valued at more than a million dollars.

Served by the schools are 180 students in grades nine to twelve, 400 elementary students in grades one to eight, and 50 kindergarten students in this, the only kindergarten in the county. The enrollment of the school is very stable, with only a two or three per cent increase each year. A non-high school district, Bay Center, located fifteen miles south of town, is served by the district. Two trips daily by each of two buses transport the students to school. Only one third of the pupils are transported.

South Bend School District 118 embraces the town of South Bend, the environs of Eklund Park and Denver Addition, and many acres of forests and tree farms located on the north and

south sides of the Willapa River. The total assessed valuation of the school district is two million, one hundred thousand dollars. The patrons of the district elect five school directors, one from each director district, to serve on the board of education, the duties of which are prescribed by the laws of the State of Washington.

During the past few years there has been an attempt to have school directors establish written board policies. Recent periodical articles have promoted this effort by showing the need for written school board policies. The Washington State School Directors Association in cooperation with the Washington State Superintendents Association produced a leaflet, "Preparing Written School Board Policies," which gives a general outline of the procedures to guide board members in publishing their own board policies.

The purpose of this study is to develop a set of written school board policies for and with the cooperation of the Board of Directors of the South Bend, Washington, School District 118. Board authorization was given to investigate and write a permanent set of policies for action by the board. The directors in the past three years have discussed this problem on frequent occasions and have attempted to solve the situation temporarily by acting on each individual case as it was brought before the board. This method is

time consuming and promotes a lack of confidence in the school personnel and school patrons.

Too often boards of education have devoted time to petty details that, in most cases, should never have been permitted to consume their time. In dealing with petty details, the board often resolves itself into the personal approach rather than the desired objective approach. It is difficult for a board of education to operate on this personal level and still refrain from favor-doing and patronage. The tendency of boards without written policy is to develop into an undesirable "political" set-up which is likely to result in decreased educational benefits to the pupils in the district.

There are many areas of school operation in which definite policy can be established and officially adopted by the board of education, to be executed by the superintendent of schools. This procedure automatically eliminates the necessity for the board to deal constantly with items that recur repeatedly.¹

The purpose of board rules should serve as guides to district policies, organization, program, purposes, and procedures. They are actually adopted by the board of directors for a district and policies are designed to provide direction and restraints in the handling of some aspects of the district program as a matter of continuing future practice. These rules refer to such things as organization of the board, the organization of district personnel, the organization of pupil personnel, and general policies for the district.

¹Max S. Smith and W. Ray Smittle, The Board of Education and Educational Policy Development (Ann Arbor; Michigan: Edwards Brothers, 1954), p. 5.

In this thesis policies are defined as a definite course of action adopted and followed by a governing body.

Procedures are customary ways or methods of conducting business.

Administration is the executive branch of the school system. The principals and superintendent are administrators for the school directors.

School board or school directors are the five elected officials who operate the schools of their districts as prescribed by the laws of the state and the regulations of the state board of education.

Chapter II presents a brief history of nation-wide school policy situation, a resume of the present status of school board policies, the reasons for having written policies, and methods by which policies can be assembled for use by the district.

In Chapter III are the techniques and methods by which the policies were written for the South Bend Schools.

The policies as established and formulated are presented in Chapter IV.

The summary and conclusions of the study are in Chapter V.

CHAPTER II

REVIEW OF THE LITERATURE FOR THE THESIS

Many responsible persons, both lay and professional, have long advocated that boards of education should be concerned with policy determination and that school administrators should be concerned with the execution of policies. There are surprisingly few school districts that have defined these areas of responsibility by developing board policies and the related administrative procedures. Too many school districts operate with an unnecessary degree of inefficiency, indecisiveness, loss of time, and low morale because of the lack of clearly understood policies and procedures.

A striking increase of interest in written policies of boards of education has become evident in the past two years. This interest has shown itself in professional journals, in meetings devoted to school board problems, and in the activities of the local schools and their citizen groups. Credit for this upsurge of interest in putting local school policies in written form largely belongs to the efforts of the American Association of School Administrators, the National School Boards Association, and state and regional associations of school boards.¹

Written policies for school boards are not a passing frill, but have been a problem to directors and administrators for over

¹Roy C. Turnbaugh, "Developing a School Board Policy Manual," American School Board Journal, 132:75, March, 1956.

half a century.

As early as 1870 one of the great pioneers of American education, Henry Barnard, was seeking to stimulate the wise use of written school board policies in city school systems. . . . Nevertheless, numerous studies of various kinds have continued to show that written policy manuals are often lacking in even the largest school systems and that those to be found are frequently both incomplete and out of date.²

The careful development of school policy by boards of education should receive greater emphasis than has been given by literature on the subject. A survey indicates that the existence of a written set of policies are conspicuous by their absence. During the 1952 convention of National School Board Associations in St. Louis of 265 school districts represented, 93 reported written policies of one form or another. It must be remembered that the representation to this type of meeting was from the larger cities and school districts.

Considering how much carefully prepared rules and regulations may contribute to the effectiveness of work in a school system, it is amazing how little attention has been paid to them by superintendents and boards of education. Every survey which has been made indicates that relatively few boards of education have up-to-date rules and regulations. Indeed, it is not unusual to find good school systems in which the latest copy of the rules and regulations of the board of education may be thirty or more years old. In many systems no such manual, even in typed

²Ibid.

or mimeographed form, is available.³

The basic problem confronted by school directors is that of securing desired information before decisions could be made. Board members are reluctant to vote on an issue until all the factors which are necessary to a situation are fully realized by all members. This meant long board meetings and close questioning of the superintendent.

Making policies by consensus without formal motion became a source of difficulty since no one could feel confident in the execution of board policy without an explicit statement of that policy, especially where the board's decision was legally necessary for action.

Although the school board is presumed to work as a legal entity, this study of the operation of a school board shows that it was composed of different individuals who brought to the situation different perspectives and different goals. The board meeting, or process of policy formation, was the framework within which these differences had to be worked out so that basic operating procedures could be realized.⁴

To govern its own work, every board of education should have a set of by-laws. These should be simple, brief, and specific. They should set up clearly the duties of the officers of the board and the procedures by which the board will transact its business. Long, detailed

³School Boards in Action (Twenty-Fourth Yearbook, Washington: American Association of School Administrators, 1946), p. 98.

⁴Keith Goldhammer, "How Do School Boards Determine Policies?" School Executive, 74:85, February, 1955.

bylaws tend to weakness rather than strength, and may unduly restrict the board instead of serving as a guide.

To guide the board itself in its relationships to the administrative staff and to the school system as a whole and to guide the administrative staff and other employees of the board in their work, comprehensive statements of policies, principles, and procedures are also necessary. These are usually referred to as rules and regulations. They are sometimes a part of the bylaws of the board of education, but better practices separate them. Bylaws, which govern the working procedures of the board of education only, require little change from time to time.⁵

Policy making and application are in operation in all school systems regardless of whether or not an official code is in existence. School operation can be more consistent and more easily facilitated if the policies are codified and available by all school personnel and patrons.

Determination of policies may be defined as the agreement of the members of the board on certain principles for use as guides to actions of the board, the employees, and the patrons of the schools, and their formulation and adoption by board action. The basic principles adopted should be incorporated into a set of principles or rules and regulations. Circumstances are seldom identical, but a policy should be capable of being applied equitably in all circumstances to which it refers. If a board finds that it must modify an adopted policy for a particular case, it is an indication that the policy is not adequate. The board should amend this policy for the future and not allow it to stand while acting in a different manner.

⁵School Boards in Action, op. cit., p. 97.

A board's policies must be consistent with the provision of state law. Any policies the superintendent announces in the form of administrative directives must be consistent with both state law and the school board's policies and must implement them in his administration of the school system. Even beyond the superintendent's directives, much policy determination is still left to each school and even each classroom in supplementation of the general policies of the board and the administrative policies of the superintendent.

The school board of any city, town, or county school district should employ a superintendent of schools, but it must retain for itself the control of the public schools through the adoption of policies and the approval of executive actions. After consultation with his staff, the superintendent should advise the board on specific policies under consideration. It is he who will be held responsible for making such policies as are adopted effective in the school system.

Many school boards adopt no general, fundamental policies but act separately on specific causes as they arise. This is a very bad practice because it results in inconsistent action. Members of the board cannot remember all past actions and others consider cases with too little regard for precedents. In any event, as board members are changed, the new ones know but little of past actions of the board and may act contrary to former actions. Consideration of individual cases consumes a great deal of time in meetings. On the other hand, a policy once adopted can be applied fairly in all cases. If a policy is not adequate for a particular case, it should be amended for that case and future ones instead of making the case an exception and continuing the inadequate policy as before.⁶

Experience of others indicated there were five principal ways in which policy manuals can be an asset to a school district:

⁶Charles Everand Reeves, School Boards, Their Status, Function, and Activities (New York: Prentice-Hall, 1954), pp. 110-11.

1. They may improve the functioning of the board of education itself.
2. They may improve the work of the school administration.
3. They may improve the effectiveness of other employees.
4. They may improve public understanding and support of schools.
5. They may help provide for more satisfactory relationships between board and administrative personnel, board and other employees, and board and the public, as well as between administrators and the public, between employees, and even between teachers and pupils.⁷

Written policies represent the attitude of the board toward educational problems, practices, and procedures to all employee and citizen groups.

A board of education operating under a written set of policies can (1) assign responsibilities to each member of the administrative, instructional, and non-instructional staff. Consequently, the competency of each staff member can be objectively determined; (2) interpret effectively the needs of the schools to community groups; (3) Resist the day-to-day demands of individuals and groups who seek preferential treatment by the board; (4) devote more time to the study of current school problems and to finding satisfactory solutions; (5) maintain more wholesome and cooperative working relationships with professional and community groups interested in schools; (6) help new members to become oriented quickly to the functions of and working procedures of the board of education; (7) encourage all employees to become members of the team with each one

⁷Turnbaugh, op. cit., p. 75.

understanding the relationship of his work to the total educational program.⁸

Permanent policies should be carefully considered before they are adopted, that they will not need to be modified under stress during the school year. The policy that will not stand under pressure is worse than no policy, as it gives the administrator a false sense of security.

Superintendents and principals are charged with the responsibility of administering a school system not on a basis of their own wishes, but within the framework of law adopted by the legislature and policies adopted by the board of education. The superintendent, as education leader, has the responsibility for preparing a tentative draft for study. The first move would involve obtaining records and materials that would help the board of education begin the task.

Review board's action over the years

1. Go through minute books and extract all policies.
2. List policies and classify with existing structure.
3. Original draft presented to board.
 - (1) What policies of past no longer apply.
 - (2) What areas of school operation do not seem to be covered by adequate policies.
4. Break down policies into areas (employee, etc.)
 - (1) Groups to study, revise, suggest

⁸Smith and Smittle, op. cit., p. 2.

5. After each suggestion has been studied and refined, the board should make a preliminary draft.
6. Check with attorney on legality.
7. Final set of policies acted on by the board.
Known as "Official Operating Policies of the Board of Education."⁹

Each school must formulate its own set of educational policies to fit local needs and conditions. Also, every district will use a different type of format in the making of their policy manual. The most popular example in use is the loose leaf binder type, where new policy pages of 8 1/2" by 11" may be inserted with the least amount of effort and economy. A series of sheets, each treating one, and only one, topic, written simply and concisely is easy to use. A lengthy document with articles, sub-articles, and sections is too cumbersome and too difficult for use. Each page of the code should be numbered for easy reference. How the statements of policy are to be distributed is a matter that must be decided by each school system.

A survey of the field shows that the number of school districts with written board policies is small. The reasons for determining and codifying policies are shown. Emphasis is placed on democratic participation of all school personnel in the developing

⁹Max S. Smith, "School Policies Should Be Democratically Arrived At and Then Codified," Nation's Schools, 50:63, October, 1952.

of the board policies. Written policies lead to more effective board of education procedures. The revision and the changes in keeping the policies up to date are a challenge to the directors, administrators, and the school staff. Each school district must develop its own set of written policies to meet the problems of the local situation.

CHAPTER III

THE RESEARCH STUDY

During the past three years the school directors of South Bend discussed the need for having written board policies to apply to situations as they arise. Many problems and decisions arose that always had the school clerk referring to his minute book. The question raised most frequently in board meetings was, "Why don't we have a policy for this?"

In the spring of 1955 the superintendent of schools, with the aid of the directors, began the research into the problem. By sending out a letter of inquiry to twenty-two school districts of Southwest Washington, it was soon learned that only a small percentage of school districts had written policies. Interviews were conducted with administrators of eight school districts with like results. From the result of thirty districts contacted, five had acceptable written school board policies. Three administrators indicated that their policies were in a stage of development.

Written school board policies in the Southwest Area of Washington were in a sad state of affairs. Every letter of inquiry was answered with a statement or comment concerning the outcome of the written board policies of the South Bend Schools. Many

administrators wrote that they referred to past procedures and the minute book of the school directors.

Reporting to the South Bend school board in the summer of 1955, the superintendent pointed out that the problem was not isolated to one state, but that it was common over the entire nation. Research into books, magazines, and periodicals proved that approximately twenty-five per cent of the school districts of the nation reported written school board policies.

A search of the clerk's record and minute book provided the superintendent with board proceedings of the past several years. Notes were made of the motions, resolutions, and rules that were appropriate to the problem of written board policies. The teachers' yearly reports were used to obtain their suggestions of necessary changes in rules and procedures. With these two sources of pertinent information, there was a basis for a beginning of a set of policies. However, the search through recent professional magazines gave further examples of the types of materials to be included in board policies.

The teachers were first informed of their part in aiding the formulation of school board policies at the first general teachers' meeting in September. The superintendent informed them that the school directors wished to have the teachers take part in the

establishment of written board policies and that the cooperation of teachers, administrators, and directors was needed to make the project a success. A plan of the needs of written school board policies was presented to the group.

The principals were contacted and were asked to note the policies that were handed down during the preceding years, and they were informed to make written comments on the procedures that they wished to be established into the written board policies. Next, they were directed to point out the weaknesses of the present oral policies with their comments on how they were to be strengthened.

After the first general teachers' meeting, the principals met with the teachers of their respective buildings, where policies and procedures were discussed for the coming school year. In the small group meetings many current problems were argued pro and con until a decision was reached. Many of the first suggestions had to be discarded as they were isolated administrative practices. Other suggestions were changed, discarded, or tabled for further study.

The sample board policies received from the school districts of Southwest Washington were studied by the South Bend directors at their September meeting. These sample copies promoted no end of discussion, which produced ideas and more ideas.

From time to time the directors and superintendent would confer with teachers and principals individually and small groups concerning procedures that would benefit the district. As a result of this type of conversations, suggestions would be forthcoming at succeeding director meetings.

After several weeks had passed, a conference was held by the two principals and superintendent. All policies were discussed and a board plan was formulated, with typewritten copies prepared for their use. With this rough plan, the elementary principal and high school principal made changes and corrections during the ensuing months. Debate on the issues of policy, procedures, and rules consumed hours of time, but the accomplishments were gratifying to those participating.

Further discussions were held by the principals with teachers under their supervision. All phases of topics to be included or excluded were discussed by those taking part. Constructive criticism was made concerning the procedures to be included or excluded. Small informal groups produced ideas for the principals to place in their notes for future reference.

The problem that confronted the directors at their November meeting was that of limitations of the written policies. What objectives should be kept in mind while the written policies were prepared? The

immediate and ultimate objective of any written code of policies for school boards should be the improvement of education. The decision of the directors was to keep the following objectives in mind when writing the policies: (1) to give continuity and consistency to the board's position, (2) to permit definite interpretation by the school administrators, (3) to be readily interpreted by teachers, custodians, and all school employees, and (4) to define responsibilities and authority of school personnel. Articles in professional magazines and periodicals pointed the way for the board to establish these objectives of written board policies. Examples cited gave methods of establishing board policies.

By informal talks with the superintendent, the suggestions of the cafeteria cooks and custodians were consolidated into the board plan. Their understandings of the many problems associated with their departments aided in the forming of the written policies. The cooks and custodians are mainly concerned with the health and cleanliness of the students and school facilities, and their observations of procedures and happenings were of vital interest to the principals and superintendent. The ideas presented by the non-certified employees were of the utmost value, and by the method of informal talks with the superintendent beneficial information was gathered. By including these school employees in the general plan,

suggestions were obtained that ordinarily would not have been obtained in the regular channels.

In December the superintendent met with the principals to rework the rough draft from the further information that had been gathered. At this meeting all the policies that had been collected were separated into two groups. Those of one group were administrative procedures relative only to one building and not used in the over-all district program. This group of plans was to be used by the principals to better their administration program. The second group were the policies that could be defined as relative to the whole school district.

The first draft of the written policies was discussed at the regular school directors' meeting in January. Changes, additions, and deletions were made in accordance to the suggestions of the school directors and unanimous board approval was given to this draft of the proposed written policies.

In March, two of the school directors with the superintendent attended a regional meeting of the Washington State Directors Association where they were informed of the importance of having written policies. From this conference impetus was given to the local project, which was followed by further discussion at the spring meeting of the Northern Pacific County School Directors of

the type of code that was being developed by the South Bend school board. The five directors and superintendent were well pleased with their efforts and continued their work of discussions at board meetings, conferences with teachers and consultations with the principals. It was decided that the final policy draft had to stand for one year. The directors' decision to evaluate the policies once a year made it imperative that the final draft be able to withstand pressures, assign responsibilities, and define duties.

Much of the confusion arising from efforts to draw a line between what is policy and what constitutes rules and regulations grows out of lack of clear understanding of the relationship of the school board and the superintendent of schools. By virtue of the powers with which it is vested, the school board is the final authority for setting policy. The school directors are functioning within sphere of influence when they approve the rules and regulations that are consistent with its policies, but they can find themselves in a position of meddling and interfering if they attempt to deal with details that are a part of the administrative operation of the schools. Execution of policy through detailed steps and procedures of school administration is the job of the school superintendent.

CHAPTER IV

POLICIES IN OPERATION

Preparation of written statements of policy was an activity in which every affected employee of the South Bend School District had an opportunity to participate. Many individuals and groups either directly or indirectly made worthwhile contributions in the shaping of the final results. The South Bend school board's written policies, as approved by the directors on July 12, 1956, appear on the following pages.

I. INTRODUCTION TO THE POLICIES

The degree to which school operations are improved depends largely on the school boards of education, administrators, teachers, and other school personnel. This handbook of school board policies was developed for your use for bettering the educational facilities and practices of the South Bend School District 118.

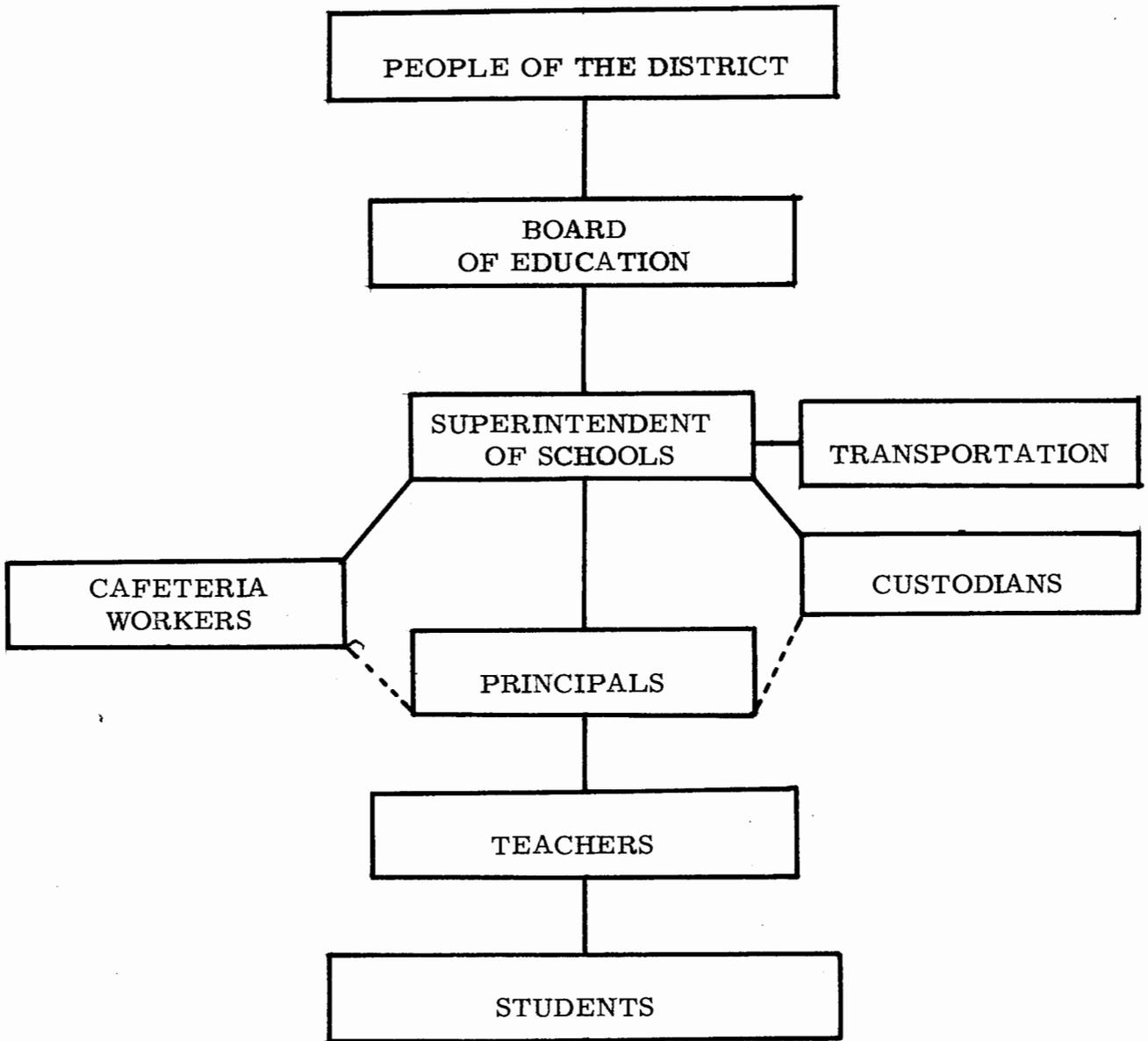


FIGURE 1

EDUCATIONAL ORGANIZATION OF THE SOUTH BEND SCHOOLS

I. BOARD OF DIRECTORS

A. Election and Organization

The South Bend School board consists of five directors elected from director districts by the qualified voters of the district. The duly elected school board member shall take office on the twentieth day following his election.

The Board of Directors shall be organized at the first meeting held after a newly elected director takes office. The organization meeting shall consist of the election of a chairman and clerk for the ensuing year. The chairman, being a member of the board, presides over all meetings and has the right to talk, vote, and make motions the same as any other board member. Official minutes of the meeting are kept by the clerk of the board. The minutes are a public record.

B. Board Meetings

1. The South Bend School board shall meet regularly on the second Thursday of each month. Special meetings shall be held as need arises.
2. The chairman shall preside at all meetings. In the absence of the chairman, a chairman pro tem shall be elected by the members present to preside over the meeting.

3. All board meetings are open to the public.
4. Order of business:
 - a) Minutes of previous meeting.
 - b) Communication
 - c) Old Business
 - d) New Business
 - e) Reports -- Financial and other
 - f) Approval of vouchers
 - g) Adjournment
5. The school board may meet in executive session or may recess into a closed session. Such closed meetings are for the purpose of committee meetings only and no official action can be taken.
6. It is the duty of the clerk to keep the minutes of all regular and special meetings. Such minutes are to be kept in a regular minute book.

C. General Obligations

1. To select professional certified and trained educational administrator as Superintendent.
2. To determine general aims and over-all policies and to delegate authority to carry out these aims and policies to the Superintendent of Schools.

3. To take legal action required by law.
4. To exercise sound judgment in business affairs of the district.
5. To always be ethical, honest, and sincere with the Superintendent, the staff, and the community.
6. To provide within budget limitations necessary personnel.
7. To be guided by the recommendation of the Superintendent in the employment of all personnel.
8. To examine and approve an annual budget.
9. To conduct all school business as a board in board meetings rather than as individuals.
10. To adopt rules and regulations for guidance of the board and staff.
11. To work with the superintendent in planning and carrying out a program to promote and insure good school-community relations.
12. To counsel with the Superintendent when his recommendations or actions seem ill-advised.
13. To support the Superintendent and administration in carrying out board policies.
14. To exercise final jurisdiction in all matters relating to the operation of the public schools of South Bend.

II. THE SUPERINTENDENT

A. General Obligations

The Superintendent of Schools is the appointed chief executive officer of the Board of Education. He shall be held responsible by the Board of Directors for the executive management and control of the schools and for the enforcement of the rules and regulations as adopted by the Board, and is therefore vested with the authority to carry such rules and regulations into effect.

B. Duties

1. To give the school district competent administration and effective educational leadership.
2. To keep the Board informed of sound educational philosophy and aims for its guidance in formulating broad governing policies.
3. To make board policy effective through efficient administration.
4. To keep the board informed on financial matters, do long-range planning, and keep current expenditures within the approved budget.
5. To be, in all matters, objectively honest and professional with the board, the staff, and the community.

6. To present all personnel needs to the board.
7. To recommend assignments for each position and keep employees at work on their assignments.
8. To recommend for employment only those persons who on the basis of merit and certification qualify for the position.
9. To present as a recommendation a properly prepared and documented budget.
10. In school matters to deal with the board as a whole rather than with individual board members.
11. To recommend rules and regulations of good sound educational procedures.
12. To keep the board informed regarding the school operation, pupil attendance, employee morale, business management, etc.
13. To advise the board of ways in which they could improve their effectiveness.
14. To accept responsibility for results.
15. To always remember that the schools exist for the benefit of the pupils of the district.

III. THE PRINCIPALS

A. General Obligations

The principal's position in the school is that of an executive and a leader, and he is responsible to the Superintendent of Schools for the organization, administration, and supervision within the building. He must strive always to run the school for which he is responsible so as to provide the best education possible for all of the pupils regardless of race, creed, or economic status. He must formulate a definite, well-organized curriculum in cooperation with the Superintendent and see that it is carried out. He must always be reasonably available to students, teachers, and parents. Although sympathetic and understanding, he must be firm when the occasion demands. He must enforce good discipline in his school and uphold the teacher in maintaining good discipline in the classroom. He should attempt always to inspire the pupils to new levels of learning and character, and to encourage and aid the teacher in doing a good job of instruction.

B. General Powers and Duties

Each principal shall have charge of the school buildings and grounds, janitor service, school furniture, and other

property within his school. He shall be held responsible for the enforcement of the rules and regulations of the board and superintendent, and is authorized and directed to carry them into effect. He shall be responsible for the control and management of his school.

C. Procedure in Handling School Problems

1. Each principal should handle, insofar as possible, all problems arising within his school. Teachers and custodians in different buildings should first take their problems to the principals. If not satisfied, they may then take their problems directly to the superintendent's office.
2. The principal shall keep the superintendent informed at all times of the problems involving building and personnel.
3. Principals may carry matters to the superintendent themselves or refer the teachers or janitor to the superintendent's office if such is deemed advisable or necessary.
4. Matters requiring the attention of the school board will be presented to them by the superintendent. This, of course, does not preclude any district employee from

taking his problems directly to the school board at a board meeting. Such a course should not be pursued, unless the individual is dissatisfied with the decision of the superintendent or is referred to the board by the superintendent.

D. Records

Principals shall see that all records are kept in accordance with the instructions of the superintendent and shall see that all reports required are promptly made.

E. Hours of Duty

Principals shall devote themselves unreservedly to the interests of their schools; they shall observe the same hours as teachers and such other hours as necessary or as set up by the superintendent and shall be expected to devote more time to school matters than regular teachers.

Principals must be so located that they can be reached by telephone during out-of-school hours for matters that cannot reasonably be taken care of during regular school hours.

F. Attention to Health and Sanitation

Principals shall give personal attention to the protection, health, and comfort of their pupils and teachers, both within

the building and on the school grounds. They shall see that their respective buildings are properly cleaned, heated, and they shall report all cases of neglect to the superintendent.

G. Teachers' Meetings

Principals shall hold teachers' meetings once a month or as the occasion demands for the discussion of methods of teaching, discipline, and management, and for the consideration of plans for the improvement of the work of the school.

H. Reports and Recommendations

At the close of each school year, and at other times if they so desire, or at the superintendent's request, principals shall make a report to the superintendent of the progress and conditions of the work in their schools, the needs for the ensuing school year, and any changes which, in their judgment, would promote the welfare of the schools.

I. Fire Drills

The law requires that fire drills shall be held once a month. Principals shall give fire drill instructions to pupils, teachers, and janitors to insure safe and efficient fire drills.

J. Compulsory Attendance

Principals shall give careful attention to the enforcement of compulsory state attendance laws and regulations. They shall see that all parents and guardians are notified in cases of absence and tardiness of pupils.

K. Outside Entertainment and Assemblies

Outside entertainments, programs, speeches, etc. during the school day are to be held to a minimum and are not obligatory. Purely money-making and/or advertising programs as such are not permissible. Requests for assemblies may be made to the principal, but final permission must be obtained by the principal from the superintendent. School assemblies are to be kept to a minimum.

L. Dismissal of School

No school shall be dismissed earlier than the regular hours unless authorized by the superintendent.

M. Flag Salute

It shall be the duty of every principal to see that proper display of the flag is made; that the flag code is observed, and that the flag salute be given once every school week.

IV. TEACHERS

All teachers employed by the South Bend School District should have a sense of moral value, ethical character, and professional attitude and always remember that the schools exist for the education and growth of the boys and girls.

A. The Teaching Day

Every teacher is required to be in his room at least one-half hour before school convenes in the morning and to remain at least thirty minutes after school is dismissed. He may be assigned to special duties and activities by the principal.

B. Outside Employment Time

No teacher shall be employed outside of school hours in a manner which will interfere with his efficiency, duties, or usefulness as a teacher.

C. Teachers' Salary Schedule

All teachers in the South Bend School System shall be paid on a salary scale based on training and experience. Any recommendation for changes in the salary scale presented for board action shall be made by a committee of teachers, school board, and superintendent. (Salary Schedule, Table I)

TABLE I
SOUTH BEND SALARY SCHEDULE
SOUTH BEND SCHOOL DISTRICT #118

Yrs. Exp.	BACH DEGR	BACH 15	BACH 30	BACH 45	M. A. or BA 60	M. A. 15	M. A. 30	M. A. 45
0	3690	3720	3750	3780	3810	3840	3870	3900
1	3780	3810	3840	3870	3900	3930	3960	3990
2	3870	3900	3930	3960	3990	4020	4050	4080
3	3960	3990	4020	4050	4080	4110	4140	4170
4	4050	4080	4110	4140	4170	4200	4230	4260
5	4140	4170	4200	4230	4260	4290	4320	4350
6	4230	4260	4290	4320	4350	4380	4410	4440
7	4320	4350	4380	4410	4440	4470	4500	4530
8	4410	4440	4470	4500	4530	4560	4590	4620
9	.....	4530	4560	4590	4620	4650	4680	4710
10	.....	.....	4650	4580	4710	4740	4770	4800
11	.....	.....	.....	4770	4800	4830	4860	4890
12	.....	.....	.....	.....	4890	4920	4950	4980
13	.....	.....	.....	.....	4980	5010	5040	5070
14	.....	.....	.....	.....	5070	5100	5130	5160
15	.....	.....	.....	.....	5160	5190	5220	5250

INITIAL RATING: No teacher may enter the system at a higher rating than Step #4. Half of previous teaching experience is allowed in computing the initial salary. Military service counted as equal to teaching service.

D. Sick Leave

Five days of full salary is allowed a teacher who is absent because of personal sickness for each school year. Sick leave is accumulative to fifteen days. Such sick leave will also cover death in the immediate family; i. e., wife, husband, mother, father, sister, brother, daughter, and son.

In cases where a teacher is absent in excess of his accumulative sick leave or for other reasons, deduction shall be made at a rate of 1/180 of the contracted salary.

E. Leave of Absence

Any teacher who desires a sabbatical leave of absence for further study or any other justifiable reason should present his request in writing to the superintendent for action by the Board of Directors. The teacher may appear before the board to speak on his own behalf. A teacher on leave of absence ordinarily will not receive any salary from the school district.

F. Non-Renewal of Contract

The superintendent and principal should strive to improve marginal instructors by counseling and guidance and by notifying these employees and the board of their deficiencies.

When necessary, warn such employees of unsatisfactory performance prior to April 15. All such contracts and reports shall be made a matter of record.

G. Staff Grievance Procedure

Any member or group of members on the staff having a grievance should first take this grievance to their principal. If the principal cannot satisfactorily solve the grievance, the staff member or members may then go directly to the superintendent. If the staff members are not satisfied with the decisions of the superintendent, the superintendent will present the problem to the school board for review and adjudication.

V. USE OF SCHOOL BUILDINGS

- A. The public school buildings of South Bend are intended primarily for public school purposes. No other use shall be allowed to interfere with the primary purpose for which the buildings are intended.
- B. The school buildings may be used by organizations or groups not connected with the public schools under such rules and regulations as the school board may prescribe. Application for use of the buildings by such groups should be made with the superintendent. Organizations using

and/or renting school buildings, facilities, or equipment shall be held responsible for supervision and for any damage that may be done to buildings, equipment, etc., and for the replacement of or payment for any such damage.

C. Rental of School Building Facilities

All rental arrangements shall be made through the Superintendent's Office.

VI. RELATING TO PUPILS

A. Entrance Ages for Pupils

1. Pupils who reach their fifth birthday by November 30 will be admitted to Kindergarten; however, parents must present a birth certificate to substantiate the age of the child.
2. All children who have not attended, but are six years of age on or before October 31, are eligible to attend the first grade without attending kindergarten. (Providing, that they be given mental and reading readiness tests, scoring a mental age of at least 6.4 and that their reading readiness tests rate average or better. If the children do not attain these standards and wish to attend school, they will be assigned to kindergarten.) Parents, however, must present a birth certificate to substantiate the age of the child.

B. Elementary Transfer Students

Elementary pupils new to the South Bend Schools will be admitted on trial to the grade to which they are certified. Their retention in such a grade will depend upon the judgment of the teacher and principal as to their ability and needs.

C. High School Transfer Students

High school students transferring from other accredited high schools will be allowed credits earned at the former school. Work done in non-accredited schools may not be accepted without examination or until a pupil completes successfully an advanced semester or work in the same subject or subjects.

D. Promotion

Pupils shall be promoted to the next grade only upon the satisfactory completion of the work required in their grade.

E. Placement of Students

Pupils who are unable to meet standards set for the promotion in a grade, but who are of sufficient age or who lack sufficient mental ability may be placed in the next higher grade if in the judgment of the teacher and principal

such placement would serve the best interests of the child.

F. High School Graduation

To graduate from high school, a student must attend four years of high school, earn 40 valid credits, and meet the course requirements as set by the State Board of Education.

G. Tuition Fees

Students residing outside of the South Bend School District No. 118, but attending the South Bend schools in grades, kindergarten to eighth inclusive, must present a valid release from their home school district or pay a tuition equivalent to the state and county per diem.

H. Conduct of Pupils

1. Every pupil is required to be punctual and regular in attendance, and to conform to the rules and regulations of the school.
2. Willful disobedience, insubordination, vulgarity, or stealing, shall constitute sufficient cause for suspension or expulsion from school.
3. The only excuse for absence is illness, and a pupil shall bring an excuse signed by his parents or guardian to regain admission to school.

4. Parents desiring to have their child excused from school for any reason whatsoever should, whenever possible, make arrangements with the school authorities before the student is taken out of school. Final determination remains with the school authorities whether or not the child will be excused.
5. Pupils shall not enter the school grounds or buildings before the appointed time without the permission of their principal.
6. Loitering on the way to or from school is forbidden.
7. Pupils must not deface school property or the property of others. Any pupil so doing will be required to replace or repay the cost of repairing or replacing such property.
8. No pupil or group of pupils shall use the name of the school in connection with private picnics, dances, or parties, and no funds belonging to any class or group may be expended for such affairs.
9. No students or groups of students may meet in the school buildings or premises without a faculty advisor or a faculty member being present. Faculty members must be present and supervise all parties, dances, mixers, rooter buses, and other school activities.

10. Pupils who are unclean in person or who are not properly clad may be sent home by the principal to be properly prepared for school.

I. Discipline, Suspension, and Expulsion

1. The superintendent, principals, and teachers are to see that proper discipline is maintained at all times. Pupils guilty of violation of discipline may be retained at recess or after school, not allowed to ride on a bus, suspended, or expelled.
2. The superintendent and/or principals have the right to suspend. Such suspension shall be for a definite period of time.
3. The school board has the power to expel. Such expulsion is for the remainder of the school year. Parents of pupils who have been suspended may appeal first to the principal, then to the superintendent, and finally to the school board. Appeals to the board shall be arranged through the superintendent. The superintendent will then arrange with the board for a hearing, at which hearing the parents and the pupil will be present. The parents of any pupil facing expulsion by the school board will be notified of the meeting and invited to attend the

hearing. The hearing is to be held before the Board of Directors, whose decision of reinstatement or expulsion is final.

J. Supervision

It is the policy of the school directors that every precaution be taken for the adequate supervision of the students in the school and on the playgrounds.

1. There must be supervision on the playgrounds at all times.
2. Halls and lunch rooms shall be supervised at all times.
3. A faculty member must be present and supervise all activities and groups of students who are participants in dances, rooter buses, and other student activities.
4. Meetings of student groups or clubs shall have a faculty member present to supervise.
5. No teacher should leave his class unsupervised.

VII. RELATING TO CUSTODIANS

Custodians shall be employed by the board on the recommendation of the superintendent and shall be under the supervision of the superintendent of schools and under the immediate direction of the building principal.

A. Hours

A regular custodian is paid by the month. The working week shall conform as nearly as possible to a forty-two hour week. No overtime is to be paid unless it is for other than his regular work, and then only on authorization of the superintendent.

B. The Custodian shall cooperate fully in making the school as neat, safe, sanitary, comfortable, and convenient as possible for school purposes.

C. General Cleaning Duties

1. Classrooms, offices, and teacher rooms: The rooms listed are to be cleaned daily after the last class has left the room. The waste paper baskets are to be emptied daily.
2. Soiled spots on the walls should be removed as soon as detected.
3. Desks should be moved and cleaned under the desk runners at least once a week.
4. Hallways should be cleaned after each school session takes up in the morning and at noon.
5. Drinking fountains are to be washed with disinfectant daily.

6. All obstructions shall be kept out of the hallways.

7. Lavatories:

- a) The wash bowls, urinals, and toilet seats and closets are to be cleaned with a detergent and disinfectant daily.
- b) The floors are to be cleaned daily and scrubbed once a week with a disinfectant.
- c) All soiled spots and marks are to be cleaned from the walls as soon as possible.
- d) Containers are to be kept filled with tissue, towels, and soap.
- e) Waste containers are to be emptied daily.

D. Keys

The custodian shall not lend his keys to outside entrance doors, nor shall he permit property of the school to be removed without permission of the principal, or superintendent.

E. Relationship with Pupils

The janitor shall not attempt to discipline the children, but to refer them to the principal or teacher.

VIII. CAFETERIA COOKS AND HELPERS

The cafeteria cooks and helpers shall abide by the rules of the

State Health Department and county sanitarian at all times. Their appearance shall always be neat and clean. They should cooperate in making the cafeteria a desirable place to eat meals.

- A. Cooks and helpers are responsible to the superintendent and under the immediate direction of the building principal.
- B. The head cook is to make monthly reports to the superintendent concerning students' lunches, inventory, and other necessary information.

IX. SCHOOL BUSES AND TRANSPORTATION OF PUPILS

All school bus drivers shall adhere to the rules and regulations established by the State Patrol and the Superintendent of Public Instruction.

- A. Regular routes established by the Transportation Chairman, school superintendent, and school board.
- B. Transportation of students in school activities shall be made with the superintendent.

CHAPTER V

THE SUMMARY

Major reasons why written board policies are desirable are that they are beneficial to relationships within the school; they are valuable in the indoctrination of new board members and new school personnel; they define responsibilities and authority; they are readily interpreted; they give continuity and consistency to the board decisions; also, they permit definite interpretation by administrators. Board rules and regulations provide at the district level a framework within which the superintendent and his staff can democratically operate with freedom and initiative. They define duties and fix responsibilities and relationships. The school board sets forth policies to govern the conduct of the schools and also to define procedures essential to the effective execution of such policies.

Written board policies are important to every school district whether they are a large first class district or a small second class school district. There is a growing interest on the part of boards of education and school administrators in developing written policies. Requests have been made to the South Bend board and

superintendent for copies of the completed project. Interest is shown by all sizes of districts and in all locations of the state.

More effective policies are developed by utilizing all members of the school staff. The preparation of written policy statements should involve all personnel affected by the finished product. All can make worthwhile contributions to the shaping of the final result. This creates an interest by the staff in establishing the best and most sound policies formulated. The personnel practices of the board should not be made to meet the whim of some one member who is able to dominate the group. Board policies should be the result of open discussion, exchange of experiences, and careful evaluation of the needs of the district.

Those who participated in the writing of the South Bend policy manual would be the first to acknowledge that neither the manual that they developed nor the procedure used is perfect. All would agree that writing policies might be more difficult in a larger school system or in one with more policy conflict. However, in such districts the work will be most rewarding. Their experiences are reported in the hope it may aid others to provide a firmer basis of written policies for other schools. Policies should never be looked upon as the perfect solution to a situation, but must be constantly evaluated by the board, administrators, and the staff. Policies,

like laws, become obsolete and are ignored if they are not kept revised. Times change, conditions improve, and wisdom accumulates, which means that the written policies need revision periodically or as the need develops.

A school board, through its superintendent, should follow up the result of the application of adopted policies to determine (1) whether or not they are being applied as intended and (2) if so applied, whether or not the results are as anticipated. From the results, the board must decide whether to continue, modify, or repeal each policy.¹

As a result of this study the South Bend Schools have an adequate set of written school board policies, which will benefit the directors and the superintendent in administering the schools. Interested school administrators have shown concern with the project and some have asked for a copy of the completed written policies. Every district school board should have a set of written policies for more effective and efficient use of its time. Cooperative planning and democratic action by all certificated and non-certificated employees in the development of the policies cannot be over-emphasized. If a successful job of producing a set of policy statements is achieved, constant reference will be made to them by board, superintendent, principals, teachers, and the school staff.

¹Reeves, op. cit., p. 111.

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