

1963

An Examination of Written School Policies as They Pertain to School Leadership

Ralph L. von Kaenel
Central Washington University

Follow this and additional works at: <https://digitalcommons.cwu.edu/etd>



Part of the [Educational Administration and Supervision Commons](#), [Educational Assessment, Evaluation, and Research Commons](#), and the [Educational Leadership Commons](#)

Recommended Citation

von Kaenel, Ralph L., "An Examination of Written School Policies as They Pertain to School Leadership" (1963). *All Master's Theses*. 364.
<https://digitalcommons.cwu.edu/etd/364>

This Thesis is brought to you for free and open access by the Master's Theses at ScholarWorks@CWU. It has been accepted for inclusion in All Master's Theses by an authorized administrator of ScholarWorks@CWU. For more information, please contact scholarworks@cwu.edu.

AN EXAMINATION OF WRITTEN SCHOOL POLICIES AS THEY PERTAIN TO
SCHOOL LEADERSHIP

A Thesis
Presented to
the Graduate Faculty
Central Washington State College

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

by
Ralph L. von Kaenel
August 1963

LD
5771.3
V947e

SPECIAL
COLLECTION

117564

APPROVED FOR THE GRADUATE FACULTY

Dr. William D. Floyd, COMMITTEE CHAIRMAN

Hugo Hartig

Charles L. Sharp

ACKNOWLEDGEMENT

The writer wishes to express his sincere appreciation to Dr. William D. Floyd for the supervision and guidance he gave during the formulation of this study.

Acknowledgment is also accorded to Dr. Charles Sharp and to Mr. Hugo Hartig for their part in guiding the writer's graduate program and for serving on his graduate committee.

Special thanks go to the many school officials who contributed the material necessary for this study.

TABLE OF CONTENTS

CHAPTER	PAGE
I. PURPOSE AND SCOPE OF THE PROBLEM	1
The Problem	1
Statement of the Problem	1
Use of the Study	2
Definitions of Terms Used	3
Organization of the Paper	4
Limitations of the Problem	5
II. PROCEDURE	7
III. FINDINGS	10
The School Board	10
Organization of the School Board	11
Qualifications of the School Board	15
Characteristics of the School Board	18
Educational Requirement	18
Occupation of Board Members	19
Sex Ratio	20
Size of the School Board	20
Term of Service of Members	21
Compensation and Reimbursement	21
Duties and Responsibilities of the Board	22
Superintendent of Schools	25
Authority	26

CHAPTER	PAGE
Qualifications	29
Duties and Responsibilities	31
The Principal	37
Authority	37
Qualifications	40
Duties and Responsibilities	42
The Teacher	46
Authority	46
Qualifications	48
Duties and Responsibilities	51
Organizational Charts	55
South Bend, Washington	57
Sheridan, Wyoming	58
Ellensburg, Washington	59
Stillwater, Oklahoma	60
Beaver Falls, Pennsylvania	61
Dubuque, Iowa	62
Warren, Ohio	63
Lafayette, Louisiana	64
St Louis, Missouri	65
State of Hawaii	66
Recommended Organization Chart	67
IV. CONCLUSIONS AND RECOMMENDATIONS	70
Conclusions	70

CHAPTER	PAGE
Recommendations	76
BIBLIOGRAPHY	78
APPENDIX	83
A. A copy of the letter mailed to each county superintendent in the State of Washington.	83
B. A copy of the letter mailed to county superintendents throughout the U. S.	85
C. A copy of the letter mailed to city superintendents throughout the U. S.	88

LIST OF TABLES

TABLE	PAGE
I. Responses from County Superintendents	92
II. Districts Using a Written School Policy	92
III. Desirability of Written School Policies	93
IV. Responses from Superintendents of Schools	93
V. Responsibility for Compiling and Maintaining Written School Policies	94

CHAPTER I

PURPOSE AND SCOPE OF THE PROBLEM

To the new and prospective administrator in the specialized field of educational administration there are many references explaining the functions of supervision. In the school the positions of the supervisory group become less distinguishable with overlapping and delegation of authority; that is, in one school system one supervisor might be doing many different things that would be done at a different level in another district.

This study was an attempt to find answers to the following specific questions: (1) What are the positions of local supervision? (2) What are the duties and responsibilities of the different supervisors and are these generally listed, specified and classified? (3) Where does the authority for supervision lay? (4) What are the qualifications for supervisory positions? (5) How are supervisors selected?

I. THE PROBLEM

Statement of the Problem:

There are about 45,000,000 children traveling to school each day where they are taught by about 1,500,000 teachers. To support the undertaking, the taxpayers pay out

more than \$15,000,000,000 annually. Educators are asking that this amount be doubled in order to have a quality program. To house the children a multi-billion dollar plant is maintained. Direct control over this vast enterprise is handled by approximately 50,000 school boards and their representatives.

The method in which this enterprise is handled and the method of establishing controls so that each classroom operates efficiently and produces a well educated student is a problem of considerable concern and magnitude. It is worthy of special attention as a problem of leadership.

This study is not concerned with what legal controls are placed on supervision by the state, but to study organization as it is found in the public school system and the division of responsibility on the different levels as revealed in the written school policies.

Use of the Study:

The result of this study will serve as an aid to help build a better understanding between the different units of the school. It will serve as a guide to the prospective administrator by listing an acceptable standard of responsibilities and duties for each position in our local schools, if such exists.

II. DEFINITION OF TERMS USED

The terms listed below and used in this thesis are defined in accordance with the popular definitions and with the special emphasis and limitations placed on them in the school system.

- School Board Community statesmen selected by popular election or appointed for management of the local school system.
- Superintendent A person selected to take charge of and supervise the local school system.
- Principal An educational authority and leader having direct control over the operation of a school building.
- Head Teacher This term is normally used to describe a supervisor who spends more than half of his time in a teaching position. In some school systems a principal is appointed over several buildings and in this case one teacher is normally appointed as a head teacher to be responsible for the operation of a single building under the direction of the principal.
- County Intermediate The traditional and most prevalent form of public school control. The county superintendent acts as intermediate between the state and the local school district which is controlled by a citizen board. This system is found throughout the Great Lakes region, Midwest, and Western States.

Supervisory Districts . The schools are organized into districts or unions with local controls managed by the school boards but without county intermediate supervision. This system is most often found in the North East and New England states.

County Unit System . . Under this system there is the advantage of a single county board, one policy making organization, one policy, one budget and one administrative control. This system is prevalent throughout the South Eastern area of the United States but is gradually being adopted in other states.

III. ORGANIZATION OF THE PAPER

This paper is divided into six parts. The first part defines the organization of the school board, the qualifications for membership, the characteristics of the board and its members, and the duties and responsibilities of the board. The next three sections deal with the authority, qualifications, and duties and responsibilities of the superintendent, principal, and the teacher respectively. The fifth part is a review of the four preceding parts presented in graphic form with a selection of organizational charts selected from the sample policies. Appropriate findings and conclusions will be detailed in the text. Finally, there is a chapter devoted to a summary of the major conclusions of the study and a listing of recommendations which appear warranted.

IV. LIMITATIONS OF THE PROBLEM

This study is limited to the district level and ignores the positions of responsibility on a county level and above. It is primarily a study of the duties and responsibilities of supervision placed on the schools locally. Since the very small schools normally do not operate with a written policy they are not included in this study. Policies of the very large schools have grown to fit a particular situation and are so extensive and departmentalized they were omitted.

Church related schools which maintain school systems on a state, regional or national basis were not contacted. Such schools were organized by and are maintained by an administrative system which is not included in this study.

The field research was limited to a sampling of administrative leaders in those areas maintaining the office of county superintendent of schools or a similar type school organization such as the supervisory or superintendency districts maintained by the New England states, and the county unit school systems normally found in the Southern states.

The number of schools having a school policy must be expressed in general terms since there is no way of determining what ones were known to have a written policy. It is completely possible, for example, that a given county superintendent might not know which of the school districts in the county had written school policies; however, there is

evidence on hand that the responding county superintendents apparently did know, for with the exception of one who stated that his figure was estimated. They seemed definite.

No attempt was made to look into the educational background, qualifications, or experience of those individuals responsible for formulating the plans and policies used as a guide in making this study. It was assumed however, that they met the requirements of their respective states.

CHAPTER II

PROCEDURE

To answer the basic questions of this study it was decided to look at the organization of a number of schools throughout the United States. With a written organizational chart and a policy manual from a sampling of schools throughout a wide area the problem could be studied thoroughly.

It was decided further that some attempt should be made to determine to what extent a planned policy was being used in the schools of the United States, excluding Hawaii which uses a single school system.

A letter was sent to each county superintendent in the State of Washington (Appendix A), with a similar letter (Appendix B) to fifty county superintendents throughout the other states. In all, eighty eight county superintendents were contacted by letter. No attempt was made for selectivity. Each was strictly a random selection. Of those contacted, eighty nine per cent answered (Table I). These 78 county superintendents represented 778 school districts. Fifty three per cent of all school districts in this random sampling had a written policy. It was interesting to note that all of the superintendents in the State of Washington were either very definite in stating the necessity for a written policy or qualified their "no" with a "desirable".

On the basis of this information, it was decided that a sufficient number of schools have a definite board policy to make it worthwhile to continue this study. Also, there are enough schools still operating without a policy to make this study valuable for policy planning.

The next step was to contact a sufficient number of schools for a copy of their written policy to give a good sampling throughout the United States. It was felt that the small sample technique developed and improved by the National Education Association's Research Division was the appropriate statistical procedure to be employed.¹ The small sample technique may be best described as a procedure whereby a small sample will tend to give a true picture of the total population to the degree of desired accuracy.

There are 50,450 school boards in the United States. Of these approximately 21,000 school boards have written and published school policies. This information was then used to determine that the sample size required for this particular study would need to be one hundred. A letter (Appendix C) was sent to one hundred superintendents of schools. At the same time they were asked to indicate who was responsible for the production of their policies. An attempt was made to miss

¹Research Division of the National Education Association, NEA Research Bulletin, Vol 38, No. 4 (Washington: Educational Press Association, 1960), p. 99.

the same areas covered by the county superintendent questionnaires in order to avoid duplication. To this request (Table IV) sixty nine percent of the schools responded and of these, twenty one contributed a copy of their school policy.

The large number of non-replies (31 per cent) and the small number of schools operating without a policy (13 per cent) make it obvious that a majority of those schools without a written guide did not answer. This overbalance is a distortion and is not considered otherwise in this study.

CHAPTER III

FINDINGS

The findings of this study are based on the information from the twenty one school policies contributed by the schools and from the sections from eighty other policies included in the National School Board Association and National Education Association study.²

I. THE SCHOOL BOARD

The American school system is distinguished by its degree of decentralization. Educational control is primarily a state function delegated to the local school districts under the jurisdiction of a selected group of citizens known as a school board. This board is responsible for the educational program and operates as a state agency.

The basic reason for a school board's existence stems from the responsibility it has to plan for and provide effective education in the community.³

²A Guide to Procedures, How to Develop Written Policies, A Reference Manual Prepared by the National School Boards Association and National Education Association Joint Committee, 1960.

³Boardmanship, A pamphlet Prepared by the Washington State School Directors' Association, Olympia, Washington, 1958.

Organization of the School Board

The organization of the board of education and the selection of officers will play an important part in the quality of leadership found in our schools. How the different boards are organized can be best understood by examining the policies of a sampling from different areas throughout the United States.

Arkansas City, Kansas

The board of education organizes once each year at the August meeting by the election of a president and a vice-president from its members, each of whom shall serve for one year, and until his successor is elected and qualified. The board elects a clerk for a term of one year who may not be a member of the board, and who receives for his services such compensation as the board allows. The board also elects a treasurer to serve at the pleasure of the board, who shall receive for his services such compensation as the board may allow, and who may not be the same person as the clerk nor a member of the board.

Ellensburg, Washington

The organizational meetings for election of officers shall be held on the day and at the time prescribed by the laws of the State of Washington governing the operation of first class school districts. Officers of the school board shall be elected at the annual meeting prescribed by law. A chairman, vice-chairman, and secretary shall be elected by a majority of the members present and voting. The term of each office shall be for a term of one year. Each officer shall perform the legal duties of the office and such other functions as are designated by the board of education.

Princeton, Indiana

The organizational meeting for the election of officers shall be held within the first five days

of August each year as prescribed by law. The board shall elect one of its members president, one treasurer, and one secretary. Two members shall constitute a quorum.

Eugene, Oregon

The school board shall be organized for the election of officers and the transaction of business, as provided in ORS 332.404, at the first regular or special meeting after June 30 each year. The officers shall be a chairman, vice chairman and clerk. Immediately after July 1, the board shall meet and organize by electing a chairman and a vice chairman from its members. No member shall serve as chairman for more than two years in succession. The clerk shall be appointed by the board and qualify as required by ORS 332.510-20-30, and shall serve as a non-voting member. Each officer shall perform the legal duties of the office and such other functions as are designated by the board.

Kemmerer, Wyoming

The government of the schools is vested in the Board of Education consisting of six members, which exists under the Constitution and statutes of the State of Wyoming. Two trustees are elected in June of each year for a period of three years. The general organization of the schools is that of a unified system with the Superintendent of Schools as the chief administrative, supervisory, and advisory officer.

Freeport, Illinois

The members of the board shall meet each year within ten days after the election of new members and shall organize as a board for the carrying on of business. The officers of the board shall consist of a president, elected by the members of the board from its own body and a secretary who need not be a member of the board.

Stillwater, Oklahoma

In conformity to the laws of the state of Oklahoma, the Board of Education shall consist

of five members, each serving a five year term, with one member's term expiring each year. All members shall be elected at large. New members elected to the board of incumbents re-elected shall be re-organized and officers elected for the ensuing year.

Sheridan, Wyoming

The board shall, at its first meeting following the annual election, elect from among its own members a chairman, vice-chairman and treasurer, and a clerk who shall perform their duties as enumerated in Article 3.

South Bend, Washington

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 members shall take office on the twentieth day following his election. The board of directors shall be organized at the first meeting held after the newly elected director takes office. The organization meeting shall consist of the election of a chairman and a clerk for the ensuing year.

Camas, Washington

The Camas 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 the 20th day following his election. Each board of directors shall be organized at the first meeting held after a newly elected director takes office. The organizational meeting shall consist of the election of a chairman and a 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.

Summary. Generally, the school boards have designated a specific annual meeting for the purpose of selecting their officers. The officers consist of a president and vice-president

or a chairman and vice-chairman, a treasurer and a secretary, or a clerk. In some cases the latter may be prohibited from being a member of the board and when this is true (Arkansas City, Kansas) provisions are normally made for compensating him for his services. The quotations taken from the sample policies fail to indicate when the laws regulate the appointment of specific officers or when it is left to the discretion of the board. The size of the school district and the amount of business transacted by the individual board will definitely effect the number of officers and the position of a secretary or clerk. In a very large district it is suggested that a board member cannot execute his duties in recording minutes and participate effectively in the business of the meeting.⁴ In all cases the board selected their officers from their own ranks without outside direction.

Conclusion. School boards are organized annually in accordance with the provisions of the laws governing each individual state. The board members are responsible for the selection and election of certain officers from within the board. When a clerk is hired by the board, he will serve as a non-voting member.

⁴Alpheus L. White, Local School Boards. U. S. Department of Health, Education, and Welfare. Bulletin No. 8. U. S. Government Printing Office, 1962. p. 38.

Qualifications

To answer the basic questions of this study, "What are the qualifications for supervisory positions?" and "How are supervisors selected?" a study of the sampling of school policies was made to determine the requirements for qualification for membership and the method used for selecting these leaders. These findings are listed as they were found in the following policies.

Stillwater, Oklahoma

Any legally qualified voter of the Stillwater Independent School District may become a candidate for place on the Board of Education by filing a prescribed form in writing with the Clerk of the board prior to the deadline set by the school code for filing for such place.

Helena, Montana

Board Members must be a qualified voter (United States citizen, resident of Montana for one year, resident of district for 30 days, 21 years of age). In districts of the first class, candidates for the Board of Trustees are nominated at a caucus.

Arkansas City, Kansas

The board is composed of six members nominated and elected by the qualified voters of the city's school district at large

Roanoke, Virginia

The Board consist of seven members appointed by City Council from the city at large for three year staggered terms.

Sheridan, Wyoming

The Board of Education of School District No. 7 shall consist of six members elected by the electors of the school district.

Princeton, Indiana

The Board of School Trustees of the School City of Princeton is composed of three members appointed by the City Council of Princeton.

Eugene, Oregon

A school board member shall be a legal voter of the school district as stated in ORS 332.010. The will of the people of School District No. 4 is expressed at the annual school election held the first Monday in May of each year as required by ORS 331.320 and such special elections as may be held according to law.

South Bend, Washington

The South Bend School Board consists of five directors elected from director districts by the qualified voters of the district.

Kemmerer, Wyoming

The government of the schools is vested in the Board of Education consisting of six members, which exists under the Constitution and statutes of the State of Wyoming. Two trustees are elected in June of each year.

Camas, Washington

The Camas School Board consists of five directors elected from director districts by the qualified voters of the district.

Summary. Only ten of the policies studied in this sampling dealt with the selection or qualifications of board members. Of these, only two referred to the state laws governing the qualifications of members. Although neither South Bend nor Camas, Washington specified their requirements for election as being directed by law, their identical statements indicate that they originated by direction of one

authority. There is a definite difference in the method of selecting members. In Stillwater, Oklahoma any person filing a form may compete for an office. In Helena, Montana candidates are nominated at a caucus. In Roanoke, Virginia and Princeton, Indiana boards are appointed. Others state that members are elected but do not elaborate on the methods of nomination. The United States Office of Education lists two basic methods of selection of board members, election by popular vote and by appointment by a governmental body.⁵ When the appointment method is used it is normally by an official or agency elected by popular vote. Whether a board is appointed or elected is a matter of state law; however, the method of selection for election is of significant importance. Good school board membership depends upon effective nominating procedures. The most frequently used nominating method is by petition of qualified voters. About one fifth of the school systems rely on the individual announcement method. About eight per cent of the states use a primary election system while a very few use the caucus system.⁶

The United States Office of Education reports that there is no definite term of office established for school

⁵Ibid., p. 8.

⁶Morrill M. Hall, Local Boards of Education. U. S. Department of Health, Education, and Welfare. Bulletin No. 13. U. S. Government Printing Office, 1957. pp. 14-16.

board members, but it is generally accepted that a four to six year term of office will allow sufficient time for a board member to become thoroughly acquainted with his responsibilities and duties before he is released or re-elected. Terms of office range from one to seven years but the majority of terms range from four to six years.

Conclusion. The qualifications for election or appointment to the school board are generally the same as those required for a qualified voter; however, they must be acceptable to the majority of the electors of the district.

Characteristics of School Boards and School Board Members

Since there is very little of a direct nature in a school policy to acquaint the reader with the important characteristics of the individual board members, a study was made of other research in this area. A number of specific items were isolated which have a direct bearing on the leadership of the school board and are listed in the following paragraphs.

Educational Requirement. Very few states have an educational requirement for membership on a board of education. Kentucky is one exception for in that state you must have a minimum of an eighth grade education. As a rule, board members, as reported by the U. S. Department of Health, Education, and Welfare, have a much higher educational level

than the general public which they serve.⁷ The Educational background of board members of small school districts tends to be much lower than that of larger districts. When the educational levels of appointed and elected board members were compared there was very little difference. Stillwater, Oklahoma does not stipulate any requirement for education but does require candidates to file the prescribed forms in writing. The state of Washington requires a board member to be a citizen of the United States, a qualified voter of the school district, and able to read and write the English language.⁸ While formal education is not an established requirement it is a strong determinant both in elective and appointive systems.

Occupation of Board Members. The occupation of an individual probably does not have as much bearing on membership on boards of education as does a good understanding of the problems of education. The variation in school size reflects directly on the proportion of any one occupational group found on school boards. The number of technical and professional members varies inversely with the size of the system. The tendency for appointing officials, in those

⁷White, op. cit., p. 82.

⁸Lloyd J. Andrews, State Manual of Washington, Eighteenth Edition, (Olympia, Washington, 1960), p. 87.

systems where members are selected, is to select representatives from a wider range of occupations than would normally be found in an elective board. On the other side, an elected board will be controlled by the predominant occupations of the area.

Sex Ratio. In 1946 the National Education Association reported that ten per cent of all board members were women.⁹ In 1962 the office of Education reported a total of 9.7 per cent women.¹⁰ There does not seem to be any significant change in the ratio of women on school boards since 1920. The smaller school districts tend to elect all male members while in the larger districts there is a large number of housewives taking an active part in school affairs.

Size of the School Board. It is a good policy to have a board consisting of an uneven number of members to prevent the necessity of bringing in a tie breaker or ruling by compromise. The size of boards vary widely ranging from one to nineteen members; however, the most popular size for boards range from three to seven.¹¹

⁹National Education Association. Status and Practices of Boards of Education. Research Bulletin 24:75, April 1946.

¹⁰White, op. cit., p. 13.

¹¹Hall, op. cit., p. 3.

Term of Service of Members. There is a general practice for each state to set a specified length of term for each board member. There are exceptions to this where the members are appointed and serve at the pleasure of the agency appointing them. Another exception is in Alabama where a few city boards are appointed and hold office for life. Generally, there are no statutory limitations on how many terms a member may serve, however, Indiana does not permit an individual to serve more than eight out of twelve years. It is generally understood that a rapid turnover of members would impair the stability of the school system. The re-election of a member who is competent in his position is considered essential to good continuity within a system. To prevent the possibility of a completely inexperienced board, many states have provided for overlapping terms. The degree of overlapping is regulated by controlling the number of vacancies to be filled at any one time.

Compensation and Reimbursement of Board Members.

Compensation and reimbursement, when authorized, should not be the sole or main factor considered by a person seeking a school board position, but since payment is made in some states and since it does vary between the different sections of the country it is mentioned as one of the possible determinants of leadership. Studies conducted by the U. S Office of Education show that over three quarters of the districts

contacted in their study offer compensation for services or reimbursement for expenses to some degree. Of the school boards compensating members, 51.8 per cent spent less than \$500.00, 17.5 per cent spent less than \$1,000.00, and 30.7 per cent spent over \$1,000.00.¹² Except for reimbursement of expenses and travel, 22 states prohibit payments to board members. The one important figure shown in the referenced study indicated larger payments going to appointed board members. This would lead one to believe that political appointments could bring party policies into a traditionally non-partisan field.

Duties and Responsibilities

The legislative powers of each state, except Hawaii, have delegated the control of the schools to the local people. How this authority is accepted by the different boards is quoted from samplings taken from ten school policies.

Savannah, Missouri

The individual members function as a board only when meeting in a regular or called session with a quorum (4 members) present. Individually, outside a board meeting, a member speaks only for himself and not for the board. In all school problems the board is the legislative body and, therefore, makes the general rules and regulations governing the school system. The executive powers and functions belong to the Superintendent.

¹²White, op. cit., p. 70.

Helena, Montana

While the Board of Trustees of School District No 1 is charged by the state with the responsibility for providing educational opportunities for the children of its schools and of directing those public school activities which the state entrusts to its care and supervision, a carefully planned pattern of authority is observed by the board. In fulfilling its obligations, the board acts similarly in its relationships to the schools as do boards of directors to successful business organizations; that is, through the power of legislation, by the determination of policies, and the evaluation of results. The direct administration of the school system is delegated to the superintendent of schools, whom the board appoints as executive officer of the board. The superintendent is held individually and directly responsible to the board for the execution of all its policies and its legislation, and for such other duties assigned to him by the board. Individual members have status as board members only when acting formally as members of the board while it is in executive session, or when specifically entrusted by the board to carry out definite assignments.

Princeton, Indiana

Under the Indiana State Constitution, education is a function of the state. The state, through the Department of Public Instruction, mandates the local school board to operate the schools. The local board is responsible for seeing that the school is operated according to the statutes of the State of Indiana, and the regulations of the State Board of Education.

Kemmerer, Wyoming

The primary functions of the Board of Education are legislative and judicial, and shall approve and adopt policy, rules, and regulations for the operations for the school. It is obligated to make provisions for and safeguard funds which will enable the schools to be operated in accordance with the State School Laws and such rules and regulations as the board may have approved.

Sheridan, Wyoming

The authority of the Board of Education, School District No. 7, Sheridan County, Wyoming, is vested in the will of the people as expressed in the Constitution of the State of Wyoming, the rules and regulation of the State Board of Education and the court interpretations of the validity of the above.

Roanoke, Virginia

The provisions of Virginia School Boards Association Manual entitled "Virginia School Boards" shall be policies of the Board except when they are in conflict with the Virginia School Law or the Charter of the City of Roanoke.

Arkansas City, Kansas

The Board of Education has the power to make its own rules and regulations, subject to the provisions of the law.

Stillwater, Oklahoma

Education is a function of the State. In a representative democracy the will of the people of a State concerning education is expressed in the constitution and in the statutes enacted by the legislature. Two types of agencies have been provided to direct the local program of education, a lay board of education and professional administration. The members of the board of education, although elected by the local community, are state officers. They have such powers as the legislature by statute confers upon them and those powers necessarily implied to enable them to carry out express powers granted.

Eugene Oregon

The legal basis for education in School District No. 4, Lane County, Eugene, Oregon, is vested in the will of the people as expressed in the Constitution of the State of Oregon, the statutes of the state pertaining to education, court interpretation of the application and validity of these laws, and the powers implied under them.

SUMMARY. In the policies reviewed, there was either a clearly defined statement of authority for the board of education or this subject was omitted entirely. While there is no common pattern in the statements reviewed, each stated clearly that its power was derived from state law.

One board (Helena, Montana) specified that its members could not act separately. The others could be considered as implying this same concept. Each of the two Wyoming policies (Kemmerer and Sheridan) clearly define the origin of power as the state law but each defines this in a different manner.

The Roanoke (Virginia) policy, above, made mention of a standard policy adopted by the Virginia School Boards Association which has been acceptable to the board of Roanoke.

Conclusion. It is clearly understood that the control and regulation of the local school is a state function delegated to a local school board. Two of the policies specify that board members have status as members only and cannot act individually. This is true for all boards of education.¹³

II. SUPERINTENDENT OF SCHOOLS

In the preceding section it was shown that the board of education is a state agency charged with the responsibility

¹³David B. Austin, Will French, and J. Dan Hull, American High School Administration. (New York: Rinehart and Winston, 1962), p. 117.

of providing education on a local level. These boards consist of local citizens with no special qualifications for handling the details necessary to operate an efficient and effective school. To provide for a standardized school system, the state authorizes and in some cases requires the board of education to hire an individual who meets the state requirements to act as the chief executive of the school district.¹⁴

Authority

To understand the relationship of the superintendent of schools with the board of education, the policies used as a sampling were reviewed. The statements of his position are listed as they were found in the several policies.

Stillwater, Oklahoma

The superintendent of schools is the chief executive officer of the board of education and has charge of the administration of the schools under the direction of the board of education.

Beaver Falls, Pennsylvania

The superintendent acts as chief executive of the school district directly responsible to the board of education. It is the duty of the superintendent to execute the will of the board of education and administer its established policies in his management and supervision of all school property and personnel.

¹⁴Andrews, op. cit., p. 193.

Freeport, Illinois

The superintendent shall act as the general executive and advisory officer of the board.

Ellensburg, Washington

The superintendent of schools shall serve as executive officer for the board of education and shall be charged with the responsibility implementing the policies of the board.

Princeton, Indiana

The superintendent shall serve as the executive officer of the board of education and shall be charged with the responsibility for implementing the policies of the board.

Williston, North Dakota

The superintendent's job is to carry out the policies established by the board of education and to work out the details necessary to carry out such policies.

Savannah, Missouri

The superintendent shall be the executive officer of the board of education. He shall be responsible to the board of education for the execution of board policies and the observance of board rules. He assumes immediate charge of the entire school system, as the board's chief officer; executes the policies of the board or assumes responsibility for seeing that they have been executed, and recommends policies for the board to consider.

Helena, Montana

The superintendent shall have charge and control of the public schools of the city, subject to the orders, rules and regulations and by-laws of the board.

Kemmerer, Wyoming

The superintendent is the administrative, supervisory and advisory officer with authority and

responsibility under sanction of the board of education for the proper conduct of the business and educational programs of the district.

Arkansas City, Kansas

The superintendent, as chief executive officer of the board of education is responsible to it for the successful operation of the public schools of the city, acting at all times in conformance with the adopted rules, regulations, and policies of the board. He attends all meetings of the board, participates in its deliberations, and renders reports regarding the school's progress and its problems.

Summary. The quotations selected from the ten school policies listed above indicate a very close relation in the position of the superintendent in widely separated areas of the United States. In all cases, the superintendent acts as the chief executive of the board of education with responsibility for implementing the policies of the board. He has been given complete control of the school within limits established by the board of education. The boards are exercising their right to delegate their powers to a superintendent of schools who administers the policies of the board and attends to the details of management necessary to a continuous operation. Final action or judgment on policy matters cannot be delegated to a superintendent but remain the responsibility of the school board. The powers of the superintendent are not spelled out by law, but are given to the local school boards who delegate a portion of their authority to the superintendent. Authority may be, but responsibility can not be delegated.

Conclusion. The superintendent of schools is directly responsible to the board of education for the administrative operation of the school system. He may act as an advisor to the board of education and recommend policies for the consideration of the board but cannot formulate policies without board approval.

Qualifications

All school systems, except very small ones, hire a superintendent. Even the very small rural districts have one person designated as a supervisor or head teacher. This section of the study will deal with the manner in which these individuals are selected and the qualifications necessary for that position.

There are two sets of qualifications for the board to consider when filling the position of superintendent: educational and personal. The educational qualifications are established by the state which issues a certificate to qualified persons. Most school policies omitted this qualification since it is a state requirement. One of the exceptions was the Arkansas City (Kansas) policy which stated, "The qualifications set by the Kansas State Department of Education for a school administrator's certificate are required for the position of superintendent of the Arkansas City Schools." It is not unreasonable to assume the omission of the requirement for administrator's credentials is an assumption on the part

of policy makers that those persons responsible for hiring a superintendent will know the requirements of their respective states. The State of Washington requires three years of experience as a superintendent and twelve quarter hours in addition to those required for the provisional superintendent's credentials and a master's degree.¹⁵

The board policies used as a sample in this study did not list the personal qualifications or the method of selection for superintendents; therefore, a study of other sources was made to determine the recommended manner of selection of individuals for this position.

The individual chosen by the board will be expected to act on behalf of the board and be the educational leader of the community; therefore, he is always chosen by the board.¹⁶ The importance of this position makes it necessary that the board of education give much thought to the subject and strive for an impartial decision to select the best qualified person from all available candidates.

The possibility of selecting a qualified local person to fill the vacancy is merited by the morale building possibilities of local promotions. This could be considered when

¹⁵Andrews, op. cit., p.193

¹⁶Ward G. Reeder, School Boards and Supervisors. (New York: The MacMillan Company, 1954), p. 46

the qualifications of the applicants are equal but should not be the determining factor or a substitute for experience or other qualifications.

The procedure for selecting a superintendent requires a lot of time and work on the part of the selecting committee. Applicants should be sought from all available sources. After as many applications as possible have been received, preliminary screening may be accomplished. The final candidates should be contacted for personal interviews. The individual's past records, his family, and his community relations should be investigated thoroughly. Since the superintendent must work with the co-operation of the school board, their educational views must be compatible. The school board must know how to work with a superintendent and must be sure to hire a superintendent who is willing to work with the school board.

Duties and Responsibilities

In the policies used as a sampling for this study, and those included under the administration section of the National School Boards Association and National Education Association Reference Manual, all but four included a section on the duties of administrative personnel.¹⁷ The sections

¹⁷A Guide to Procedures, How to Develop Written Policies. A Reference Manual Prepared by the NSBA and NEA Joint Committee, 1960.

quoted below were taken from the Ellensburg, Washington policy and were selected as being representative of all the policies studied. This list also follows very closely the recommended list of Smith and Smittle¹⁸ and the Omaha, Nebraska school policy which was included in the National School Boards Association and National Educational Association guide mentioned above.

1. The superintendent of schools shall serve as executive officer for the board of education and shall be charged with the responsibility of implementing the policies of the board. He shall prepare the agenda for each meeting, attend all meetings except when his contract is being considered, and participate in all deliberations of the board when such deliberations do not involve his employment.
2. He shall administer the schools in conformity with the adopted policies of the board, and rules and regulations of the state department of education, and in accordance with the state law.
3. He shall develop administrative principles and procedures for implementing board policies.
4. He, with the staff, shall provide a continuous appraisal of all policies originating with the board of education.
5. He shall recommend employees for appointments, demotions, transfers, or dismissal in accordance with the policies of the board.
6. The superintendent shall make such assignments, reassignments, and transfers as are in his

¹⁸Max S. Smith and W. Ray Smittle. The Board of Education and Educational Policy Development (Ann Arbor, Michigan: Edwards Brothers, 1954), p. 59.

professional judgment necessary to secure the highest efficiency of the entire staff.

7. He shall direct the formulation of and the revision of salary schedules in cooperation with faculty committees within the financial resources of the community and make recommendations to the board.
8. He shall have authority to require reports from all employees as he may desire from time to time.
9. The superintendent shall have power to suspend from the privileges of the schools any pupil guilty of gross misconduct or of continual insubordination to school organization and/or regulations. The right to expel is a power retained by the board of education.
10. He shall transmit all communications from the board of education or its committees to members of the instructional, administrative, supervisory, and custodial staff, and he shall transmit all communications from them to the board of education.
11. He shall receive communications relative to school affairs and consult with individuals having business with the board of education.
12. As new buildings are to be erected or old ones remodeled or discontinued in use, he shall be responsible for carefully studying the needs of the schools, and for recommending to the board of education plans adequate for meeting those needs. He shall assist the architect employed by the board in drafting plans and specifications for construction work.
13. He shall have charge of the operation and the maintenance of the buildings and equipment of the schools.
14. He shall prepare a budget annually for the consideration of the board. He shall administer the budget as enacted by the board, acting at all times in accordance with legal requirements and adopted policies of the board.

15. He shall be the purchasing agent of the board and shall have authority to purchase supplies and equipment under the regulations of the board.
16. He shall propose new policies to the board of education for adoption as necessity for such arises.
17. He shall make rules and regulations regarding routine matters which have not been provided for in the rules and regulations of the board.
18. He shall direct studies to determine the adequacy of the curriculum and recommend to the school board new courses of study or improvements in the organization of the curriculum as need arises.
19. He shall select and recommend for adoption all textbooks and supplementary instructional materials. In the preparation of such courses of study and in the selection of textbooks, he shall have the co-operation of other officers of instruction and of such special committees of teachers, principals, supervisors and representatives from the student community groups as he may appoint.
20. He shall be charged with the responsibility of all measures for the improvement of teachers in-service. With the aid of his assistants, he shall from time to time issue bulletins, circulars, courses of study, and other curricular material for the improvement of instruction.
21. He shall perform such other duties as the board may determine.

Summary. All of the policies studied followed the above pattern closely, spelling out the responsibilities and duties of the superintendent in a general nature but leaving the details of accomplishment to the individual superintendent's discretion.

All of the sections except number eight, ad hoc, are directive in nature and place a direct responsibility of accomplishment on his office. Number eight is permissive in nature and gives him authority to gather information and reports in the conduct of his business.

The main difference in this section of the school policies was the degree to which the responsibilities were spelled out and the consolidation of articles under one heading.

There were two notable exceptions to the general pattern from the list selected to represent all of the policies. One such exception was Arkansas City, Kansas. This policy was notable in its generalization and is quoted as follows:

Duties: The superintendent, as chief executive officer of the board of education, is responsible to it for the successful operation of the public schools of the city, acting at all times in conformance with the adopted rules, regulations, and policies of the board. He attends all meetings of the board, participates in its deliberations, and renders reports regarding the school's progress and its problems.

Another notable exception was the power to expel a student. The Omaha (Nebraska) policy gave the power of expulsion to the superintendent of schools and is quoted in part as follows:

3.4 Duties of the Superintendent of Schools.

- (f) "...and may, for cause, suspend or expel students from school."

This power was normally retained by the board of education. In view of the legal aspects there is good logic in the school boards' retention of this authority even in a very large system. The immunity for liability in a court of law for mistaken judgment does not usually extend to a district employee.¹⁹

In those policies where the duties of the superintendent were divided between the superintendent and an assistant, the general trend was a delegation of specific authority and duties already listed under the superintendency.

One of the most definite duties of the superintendent in all of the policies was the requirement for continuous evaluation and recommendation for changes in the school board policy.

Conclusion. The areas of authority for the superintendent of schools has been spelled out by the majority of school boards operating under a written policy. These instructions are of a general nature leaving the method of execution to the superintendent.

It would seem, then, that school boards look to the superintendents for positive and dedicated leadership in

¹⁹Robert R. Hamilton and E. Edmund Reutter, Jr., Legal Aspects of School Board Operation (New York: Bureau of Publications, Teachers College, Columbia University, 1958), p. 185

their school systems, with as much or little authority as the board chooses to give them.

III. THE PRINCIPAL

The school principalship, whether elementary or secondary, is perhaps the most important administrative position in our school system.²⁰ All of the policies and regulations passed on the federal, state, county, and local level will not serve their purpose in educating the youth of our country without the proper guidance of a well trained and dedicated principal.

Authority

This section will review the sampling of policies used in this study to determine the position of Principal (supervisor, or head teacher) in the school system.

Lafayette, Louisiana

The principal is responsible for the organization, administration and supervision of his school, and in turn is responsible to the assistant superintendent of instruction and to the superintendent.

Princeton, Indiana

The principal shall be responsible to the superintendent of schools for all organization, administration, and supervision within his building.

²⁰Will French, J. Dan Hull, and D.L. Dobbs, American High School Administration (New York: Rinehart and Company Inc., 1951), p. 23.

Savannah, Missouri

Principals and supervisors shall have charge of the general administration and supervision of their respective schools and groups as the policies, rules, and regulations of the board of education and assignments of the superintendent shall prescribe. The principals and supervisors shall be directly responsible to the superintendent.

Beaver Falls, Pennsylvania

The Principals of the senior and junior high schools are responsible for the administration of their several schools and the supervision of the instruction in their departments. Such administration and supervision includes the formation of plans for improvement of the educational program and constructive administration to achieve their realization. Such planning is to be formulated in conjunction with the superintendent who is responsible for the integration of the entire educational program on all levels. Each elementary school has a head teacher who is responsible for the administration of the building. These elementary head teachers work under the direction of the full time elementary principal who acts as administrative co-ordinator as well as supervisor of instruction of the elementary school program.

Helena, Montana

Principals shall be responsible for their respective buildings and enforce the rules of the board, and they have authority upon all certified personnel to this end.

Stillwater, Oklahoma

The school principalship is a key position of educational leadership. The principal is responsible for the total education of children in the building. He reports directly to and is responsible to the superintendent of schools. The authority of the building principal is delegated to him by the chief

school administrator, who, in turn, has received his authority from the board of education.

Williston, North Dakota

The principal's office is a most critical place in a school organization. It is a place from which people develop much of their opinion of the school. A well organized, efficient, and well appearing office with business like procedure in evidence is an indication of an efficient school. A loosely kept office, untidy in appearance, with work badly organized and promiscuous conversations and visiting by clerks, teachers, and other members of the staff, is evidence of a poorly run school.

Kemmerer, Wyoming

Principals are the administrative and supervisory heads of their respective buildings and, as such, are responsible for the enforcement of the policies of the board of education. They are the representatives of their schools to the office of the superintendent, to the educational staff, and the public.

South Bend, Washington

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.

Camas, Washington

The principal's position in the school is that of an executive and a leader, he must strive always to run his school so as to provide the best education possible for all of the pupils regardless of race, creed, or wealth.

Summary. In the policies used as a sample for this section of the study and those used in the National School Board Association and National Education Association reference manual, ten listed the responsibility of the principal.

In these ten it was clearly shown that the principal is directly responsible to the superintendent of schools who in turn derives his authority from the board of education. He is a key figure in the educational program and is responsible for the efficient operation of the schools. The Stillwater (Oklahoma) policy states, "The principal is responsible for the total education of the children in the building." All of the other policies make a somewhat similar but not quite as definite statement saying that he is responsible for the educational program and the administrative operation of the office.

Beaver Falls (Pennsylvania) places the position of principal, in the elementary schools, in a co-ordinating position. In this case the authority of the principal has been given to a head teacher, and the principal acts as supervisor and co-ordinator for the elementary program.

Conclusion. The principal is responsible to the superintendent of schools for the educational program and the management of the building to which he is assigned. He must operate within the rules prescribed by the board of education and the directives issued by the superintendent of schools.

Qualifications

A very small percentage of the policies studied

included a section on the qualifications of the principal and were not used to indicate general policies for the purpose of this study.

The State of Washington, as do other states, specifies the qualifications necessary for this position. The state manual of Washington lists the requirements as three years experience as a principal, twelve quarter hours study after the provisional credential, and a master's degree.²¹ In addition to the above qualifications, a few schools spell out additional requirements for their specific areas, as well as a directive for professional improvement. The majority of the board policies omitted this section but gave the superintendent power to recommend principals for employment. It is assumed that the policy makers understood that state certification would be a requirement for consideration for this position. The Roswell (New Mexico) policy stated, as one of the responsibilities of the superintendent, "Complying with and enforcing requirements, regulations, and policies of the state law." This would include the requirement for state certification of school personnel.

In addition to the legal requirements for the position of principal, he must have a personality for contacting the public in the conduct of his school activities. He is

²¹Andrews, op. cit., p. 193.

normally the first and only school authority most parents meet. His position calls for him to be a public relations man, a pacifier, and go-between for the parent and the school.

Duties and Responsibilities

The specific duties of the principal have been spelled out by Smith and Smittle and are as follows:²²

1. He shall exercise enthusiastic leadership in all areas of responsibility.
2. He shall be responsible to the superintendent of schools for all organization, administration and supervision of work within his building.
3. He shall be responsible for administrative details relating to janitors and their work and the maintenance of the school plant in cooperation with the head maintenance man.
4. He shall keep the superintendent completely and continuously informed as to the condition of the school and its activities therein.
5. Through democratic administration and high professional standards he shall work cooperatively with his teaching staff to the best interests of the children.
6. He shall be responsible for the health and welfare of the children and teachers in his building.
7. He shall be responsible for assisting in developing curricula, and planning and adapting the course of studies to the needs and best interests of the children.

²²Smith & Smittle, op. cit., p. 64

8. He shall be responsible for maintaining good public relations with the community and fully utilizing the community resources to enrich the learning program.
9. He shall be responsible for the assignment of the teaching staff within his building.
10. He shall take an active interest in local, state and national professional organizations to promote professional improvement and render greater service.
11. He shall see that each staff member has an equitable amount of class extra-curricular work. He should not overassign a willing teacher nor underassign an unwilling teacher.
12. He shall be aware of the proficiencies of the various teachers in his building and submit written reports of his evaluations to the superintendent.
13. He shall be responsible for the classification, promotion or retention of students within his building.
14. He shall constantly appraise and evaluate the instructional program.
15. He shall look upon supervision as a cooperative process involving classroom teachers and administrators.
16. He shall oversee the attendance, conduct, and health of the pupils.
17. He shall be responsible for the ordering of supplies, textbooks, equipment, and all materials necessary to the operation of his school building through the office of the superintendent and the assistant superintendent.
18. He shall be responsible for fire drills, air raid drills, school enterprises and activities, parent-teacher organizations, teachers meetings, school exhibits, cafeteria as it relates to students in his building, and evening school.

19. He shall be responsible for organizing and supervising the playground, lunchroom, and noon hour activities of the students in his building.
20. He shall perform such other duties as may be assigned by the superintendent of schools.

Summary. While the above is a standard set of requirements compiled as a normal list, there are many variations due to the desires of the individual writing the policy, the particular school board, the locality of the school, and the individual principal.

The Williston (North Dakota) policy includes a section which may be considered as typical of a northern policy.

"During severe weather, principals shall permit pupils to enter the building before the customary time for admittance."

Two of the policies (Williston, North Dakota and Sheridan, Wyoming) listed as a specific item a rule against allowing salesmen to occupy the time of the staff.

The Sheridan (Wyoming) policy includes an extra item on activities which is repeated here since it was not included in Smith and Smittle's average but was found in similar form in several other policies.

Activities: All extra curricular activities sponsored by any teacher or group of students must be approved by the Principal. The Principal is then responsible for seeing that such approved activities, at home or away, are adequately supervised and conducted in an orderly manner. He may assign school personnel to supervisory duty as they seem best fitted by training and experience.

One section dealing with the principals responsibility as a public relations man was generally spelled out in more definite terms than found in the recommended list. Some policies broke this down into three or four items while others expanded it into a detailed job description.

Although the last item of the list, No. 20, should cover all omissions, the Eugene (Oregon) policy includes one more that is applicable to most schools and is quoted as listed in their policy.

"Be responsible for all monies collected in the school and make monthly reports to the superintendent concerning collections and disbursements for all funds for which he is responsible"

Conclusion. The policies listing the duties and responsibilities of a principal follow a very close pattern. The individual writing the policy and the school board will naturally adopt a policy to fit their own character and area.

Several policies were so closely related that it was quite obvious the authors followed the same guide when writing their policies. The free use of research studies, the National School Boards Association, the publications of other professional organizations, and the fluid population which makes our student body will each contribute to a uniform school system in divergent areas.

IV. THE TEACHER

The position of teacher is included in this study as an important part of supervision. While they are not supervisors under the general meaning of the term, they do control the classroom. All other positions have been created to support that one unit.

Authority

To learn how the teacher fits into the line of authority in our school system, an examination was conducted of the sample policies to see what treatment was given to this position.

Ellensburg, Washington

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

Princeton, Indiana

Teachers and maintenance men are directly responsible to the building principal.

Stillwater, Oklahoma

Teachers in a school report to and are responsible to the principal. All members of the educational staff are professional colleagues with specialized skill to contribute.

Helena, Montana

The relationship of the principal and the teacher should be one of complete cooperation, trust and respect. The principal should encourage an

atmosphere wherein all will be working together to provide the highest quality of education for the boys and girls. Teachers should feel free at all times to come to the principal for advice and help. Supervision and evaluation of the teachers should be a mutual process.

Sheridan, Wyoming

Teachers are responsible for direct supervision of their classes and extra-curricular groups at all times. This responsibility can never be delegated or abrogated except with specific permission from the principal.

Savannah, Missouri

Assignment of duties shall be made by the superintendent from recommendations made by the principal.

Lafayette, Louisiana

Teachers are immediately responsible to the principal of the building to which he or she is assigned.

Arkansas City, Kansas

Teachers are directly responsible in their work to the principal of the school to which they are assigned, and under the principal's direction. They carry out that part of their instructional program delegated to them, conforming at all times to the regulations of the school.

Warren, Ohio

The teacher is directly responsible to the principal of the respective school in which they teach.

Summary. In all of the quoted cases, except Savannah (Missouri), there is a clear definite statement of the position of the teacher reporting directly to the principal. Savannah places the principal in a general supervisory

position with co-ordinating and recommending powers and places a head teacher over an individual building.

The school policies used in this study placed the teacher in a position of co-operation with other school personnel such as clerks and custodians, and suggested co-operation with a system of request for special assistance handled through the principal's office.

The positions of head teachers and supervisors, when used, were selected from the teaching staff. When these positions were in use it was always a delegation of authority from the principal's office.

Conclusion. The teacher is directly responsible to the principal (supervisor or head teacher) of the building to which he is assigned. The teacher is responsible for knowing the rules and regulations of the board of education applicable to his area of instruction and must conform to these regulations at all times.

Qualifications

It is generally accepted that teachers must meet specific qualifications before they can be employed in the public schools. To determine the degree of uniformity in requirements a search was made of the policies used in this study and those in the reference manual on written school policies.

The ten policies quoted below are a sample of the requirements found.

Eugene, Oregon

All instructional personnel shall file valid teaching certificates with the superintendent of schools prior to the time they assume their duties. The certificate shall legally qualify the employee for his appointment.

Princeton, Indiana

It shall be the policy of the school board to employ on the instructional staff only persons who hold at least a bachelor's degree and an acceptable Indiana teaching license in the field he is to teach.

Savannah, Missouri

All teachers employed for regular assignments shall be certificated for their particular teaching or supervisory duties.

Warren, Ohio

To be eligible for an appointment, as a teacher or a substitute teacher, a person must possess a teacher's certificate valid in the state of Ohio. All appointees must file with the superintendent such certificate or a true copy thereof.

Kemmerer, Wyoming

They must be able to qualify for a Wyoming certificate for the teaching position they seek.

Helena, Montana

Every effort should be made to employ instructional personnel, and other help, who are highly qualified in the fields in which they will perform. Although a degree is not required by law for elementary teachers, the administration should seek to employ degree people.

Ellensburg, Washington

All instructional personnel shall have teaching certificates in force, duly recorded with the County Superintendent of schools and in the Superintendent's office that legally qualify them for the work to which they are assigned.

Arkansas City, Kansas

Principals, supervisors, special teachers, and classroom teachers should be eligible for certificates recognized by the Kansas State Department of Education as qualifying them for the positions they hold.

Roswell, New Mexico

Certification, tenure, and retirement of teachers is governed, in the main, by existing state laws and regulations of the State Board of Education.

Sheridan, Wyoming

The minimum standard of professional training shall be such as to qualify the teacher for a Wyoming State certificate for their level and field of teaching.

Summary. Each of the policies studied placed the responsibility for certification with the state. In addition to the statement requiring a state certificate, several policies listed additional requirements in education. Helena (Montana) states that a degree is not required by law for elementary teachers but degree people are desired. Other policies listed, as a separate requirement, similar qualifications as well as experience for special positions.

Conclusion. Each state is responsible for establishing qualifications and for issuing teaching certificates to those

meeting the requirements. Schools may make additional requirements as a prerequisite for employment in their specific area.

Duties and Responsibilities

The sample copies of school policies were reviewed for an average or representative list of duties and responsibilities. Due to a very wide difference found in the policies, two, representing the general and the detailed lists, were selected and are quoted for comparison.

Princeton, Indiana

A fundamental obligation of each teacher is to adhere strictly to routine regulations of the schools as announced by the administrative staff. There may be some requirements that one does not like, but it is the teacher's duty to follow them until changed. The administration will welcome a friendly discussion with teachers having suggestions to make for the good of the school system.

Warren, Ohio

Teachers shall be in classrooms at least twenty minutes prior to the opening of school for children as established by the board of education. They shall remain in the building at least twenty minutes after the children are dismissed.

Teachers shall attend all faculty meetings, parent-teacher meetings, school building and city-wide departmental meetings called by the principal, directors, supervisors, or superintendent of schools before, during, or after school.

In addition to a regular classroom assignment, a teacher is expected to handle details of records, attendance, and social activities for what is generally referred to as a homeroom

group. A teacher is expected to help with other non-classroom or extra curricular activities.

Teachers and substitute teachers shall be required to keep an outline of class procedure by daily lesson plans in books provided by the board of education.

Teachers are expected to become familiar with and abide by the professional code of ethics established by the profession.

Teachers shall devote themselves exclusively to their duties in the schools during school hours, and shall not employ their time outside of school hours in such a manner as to interfere with their usefulness in the school room or with their participation in regularly scheduled meetings held in the interest of the school system.

Each teacher shall follow a daily schedule approved by the principal and the superintendent of schools.

Teachers shall keep their classes in session each day during school hours and shall not dismiss them for any time, however short, without the consent of the principal or the superintendent of schools. They shall dismiss their classes promptly at the time set. Any pupil may be retained after school is dismissed when necessary. Provision for safe conduct home must be made if elementary pupils are retained after the regular dismissal hour.

Teachers shall not be absent from school without permission of the principal or superintendent, except in the case of personal illness, illness or death in the family. In case of absence, they shall be notified at the earliest possible time so that they may secure an adequate substitute teacher.

Teachers are expected to be constant students of the science and art of education and to enter heartily into plans for their professional development, such as teachers' meetings, participation in professional organizations, reading, or general in-service education programs.

Teachers shall be reasonably responsible for all school property entrusted to their charge and shall take every precaution to protect it from damage or destruction. They shall report to the principal any wanton injury which may be done to school property, of any kind or description, together with the name of the offender if known.

Teachers are held responsible for the orderly deportment and advancement of their pupils and will be assisted in all proper, reasonable and legal means to secure these ends.

Teachers shall give every reasonable assistance to pupils in their studies. When a pupil, due to absence, inattention, or other cause has fallen behind in his studies, it shall be the duty of the teacher to keep the parent or guardian informed of such notification, the same shall be referred to the principal or the superintendent or someone delegated to resolve the case.

The teacher shall keep all records and make all reports as directed or required by these rules, by the principal, or by the superintendent.

Teachers shall give careful attention to the health and comfort of the pupils while under their charge, and shall report to the principal if the room is not properly lighted, heated, or ventilated. Rooms are to be kept at 70 or 72 degrees fahrenheit in steam heated buildings; 70 to 74 degrees fahrenheit in warm air buildings. Variations shall be reported to the principal or custodian for adjustment.

A teacher called away from the building during a halfday school session for an emergency, with the approval of the principal, shall be entitled to salary for such session.

Teachers shall inquire into all cases of sickness of pupils in their charge and report to the principal and school nurse any pupils having symptoms of an acute disease attended with fever, pain, or physical suffering.

All student accidents must be reported immediately to the principal and the school nurse who will

notify the parents. In all cases of student accidents, regardless of where the student is injured--in school or to an from school-- the teacher shall fill out the standard student accident report form in triplicate and send it to the principal's office. The principal, school nurse, director or pupil personnel services, and the parents shall be notified immediately.

Teachers shall in-so-far as practicable, become acquainted with the parents or guardians of the pupils by home visits, parent conferences, etc.

Except as noted elsewhere in these rules and regulations, teachers shall not give notice of lectures, exhibitions, religious or political meetings, or sell tickets for same; nor, except as directed by the superintendent of schools or the board of education, permit any portion of their school time to be occupied by book agents, lecturers, photographers or exhibitors.

Substitute teachers shall file appropriate credentials and shall be recommended for appointment by the superintendent of schools and their appointment confirmed by the Board of Education.

Substitute teachers while on duty shall be subject to the same rules and regulations as regular teachers.

Teacher vacancies due to absence or illness shall be filled from a list of substitute teachers approved by the superintendent and confirmed by the board of education.

The rate of pay for substitute teachers shall be indicated in the salary table and time schedule.

Corporal punishment of pupils shall be administered only as a last resort, and then only when all other means of punishment have failed. It is to be administered only with the consent and in the presence of the principal or someone delegated by him and not in the presence of other children.

Violent shaking and blows upon the head or face of pupils are positively forbidden.

Summary. About one half of the sample policies omitted the responsibilities of the teacher or included a general statement on the order of Princeton (Indiana), listed above. The other half included a list of duties similar to that of Warren, Ohio.

Some lists were rather lengthy and included detailed lists of administrative duties, activities of the position, and a code of conduct. The normal policy leaves the operation of the classroom to the teacher, under the direction of the principal, but outlines numerous other details of an administrative nature normally found in a job description.

Conclusion. The teacher is responsible for a regular classroom assignment under the direction of the building principal. In addition to this requirement, there are numerous administrative assignments necessary for the smooth operation of an efficient school, which must be attended to. The teacher is expected to maintain community standing, professional growth, and a dedicated concern for the welfare of the students.

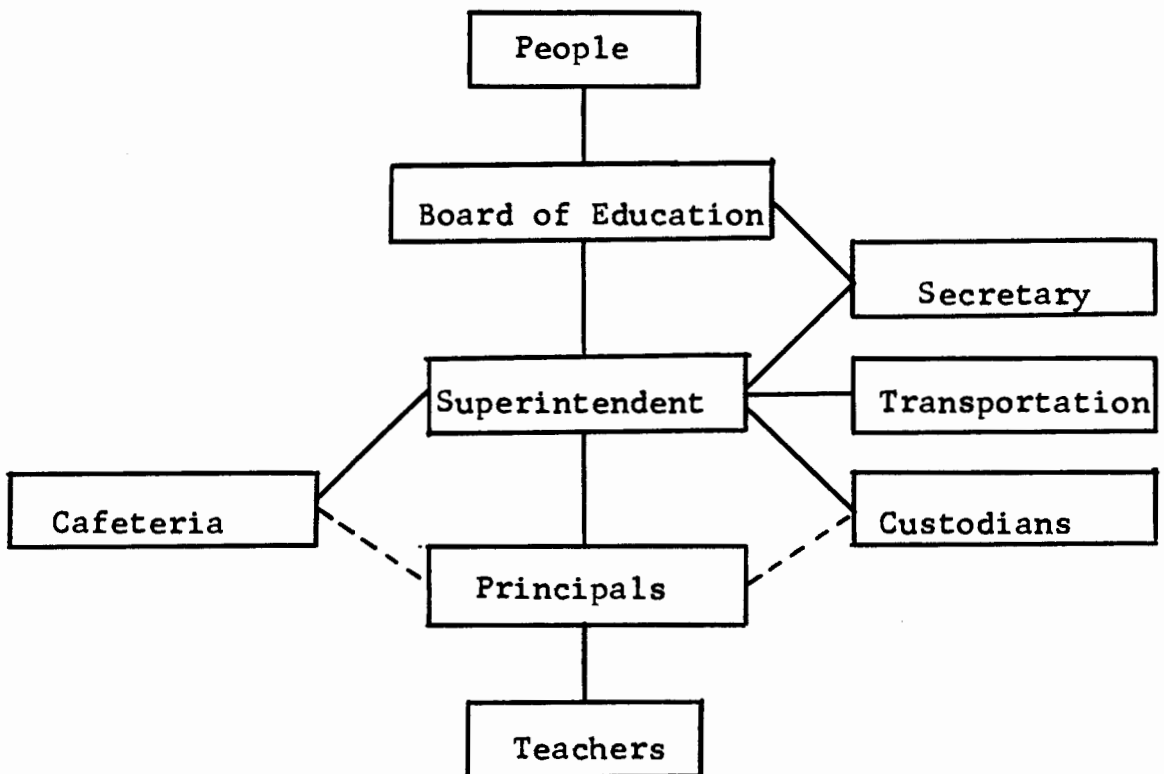
V. ORGANIZATIONAL CHARTS

The duties and responsibilities of each position of authority in our school systems have been discussed in the preceding pages in relation to its immediate superior without regard to the overall structure of supervision. A study

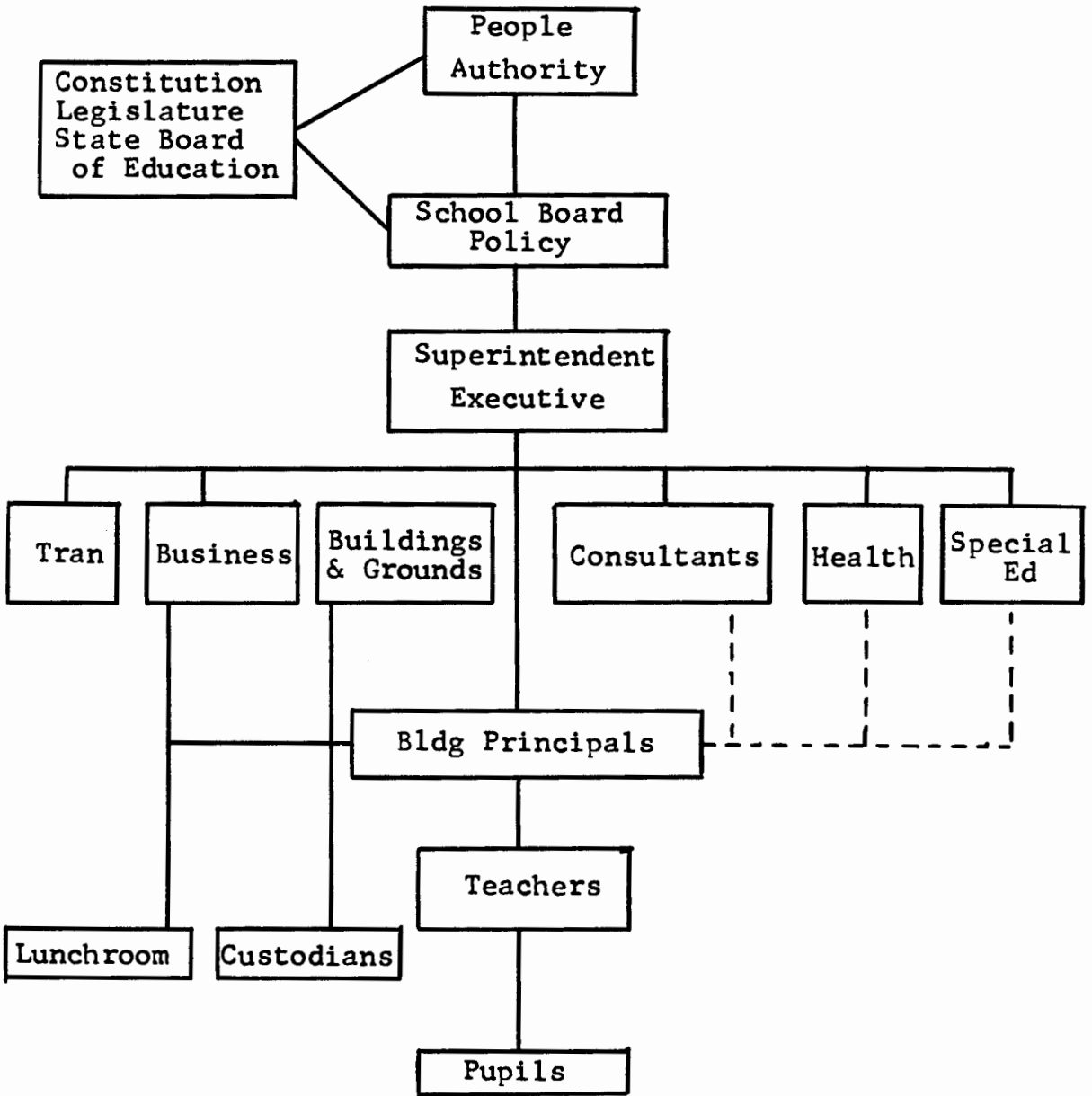
of the charts used in this section will show the relation of each position to all others in that particular system and the degree of similarity between the different areas used as a sample in this study. The following charts were selected to cover as wide a range in school populations as possible from those available for study.

CITY	SCHOOL POPULATION
South Bend, Washington	630
Sheridan, Wyoming	2,833
Ellensburg, Washington	2,837
Stillwater, Oklahoma	3,778
Beaver Falls, Pennsylvania	4,185
Dubuque, Iowa	5,926
Warren, Ohio	12,464
Lafayette, Louisiana	21,535
St Louis, Missouri	110,369
State of Hawaii	149,871
Recommended Organizational Chart ²³	--

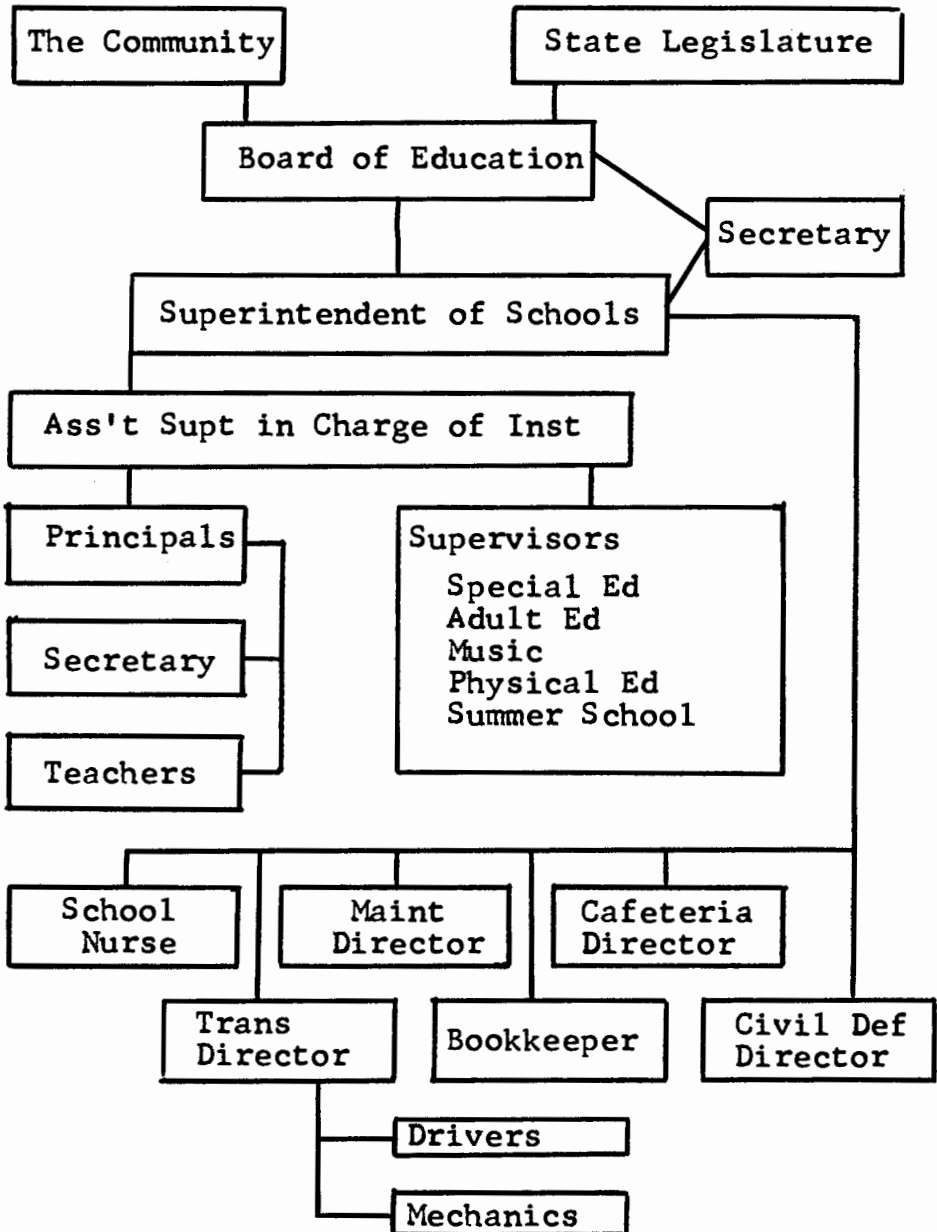
²³Reeder, op. cit., p. 60.

South Bend, Washington

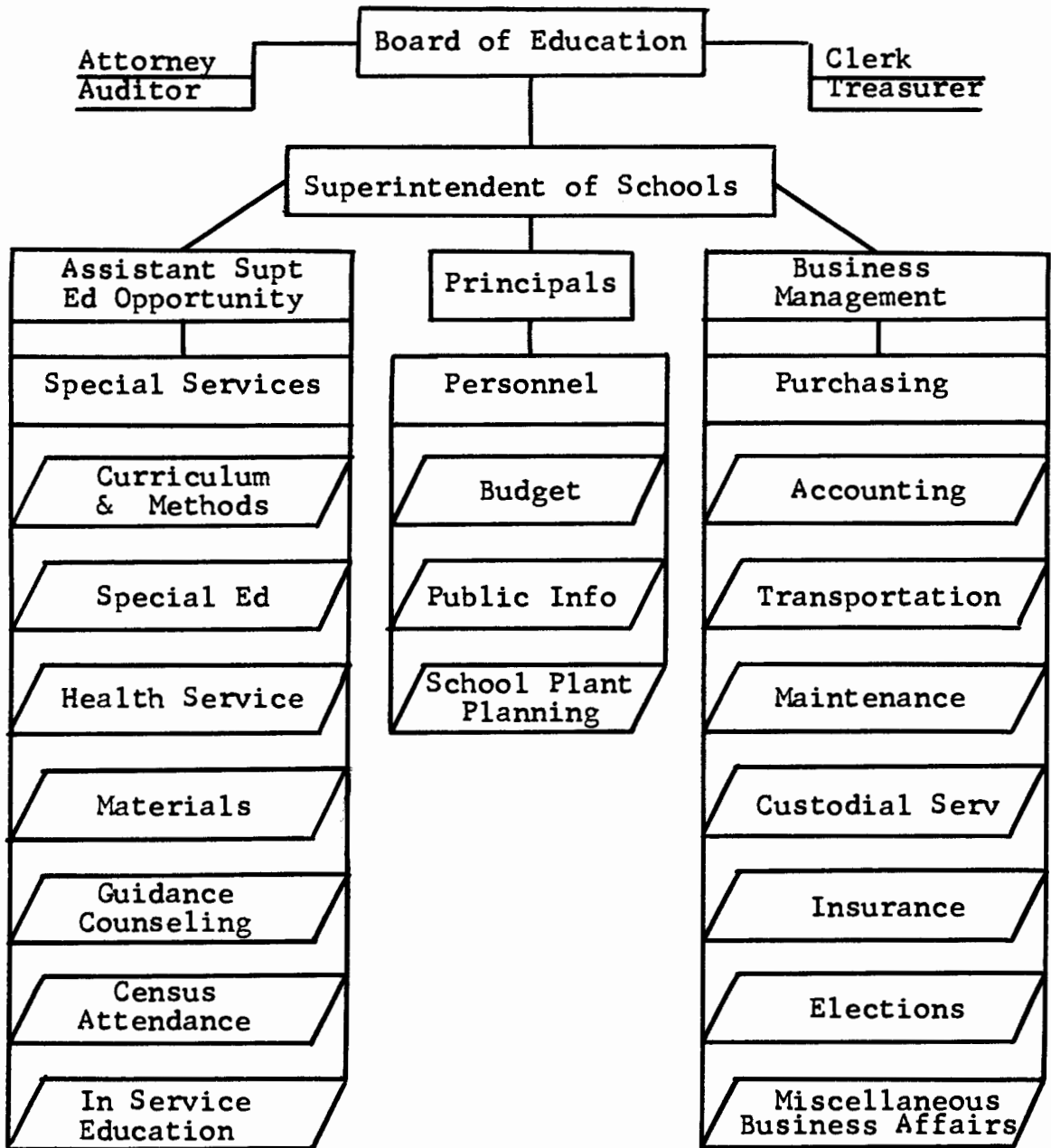
Sheridan, Wyoming



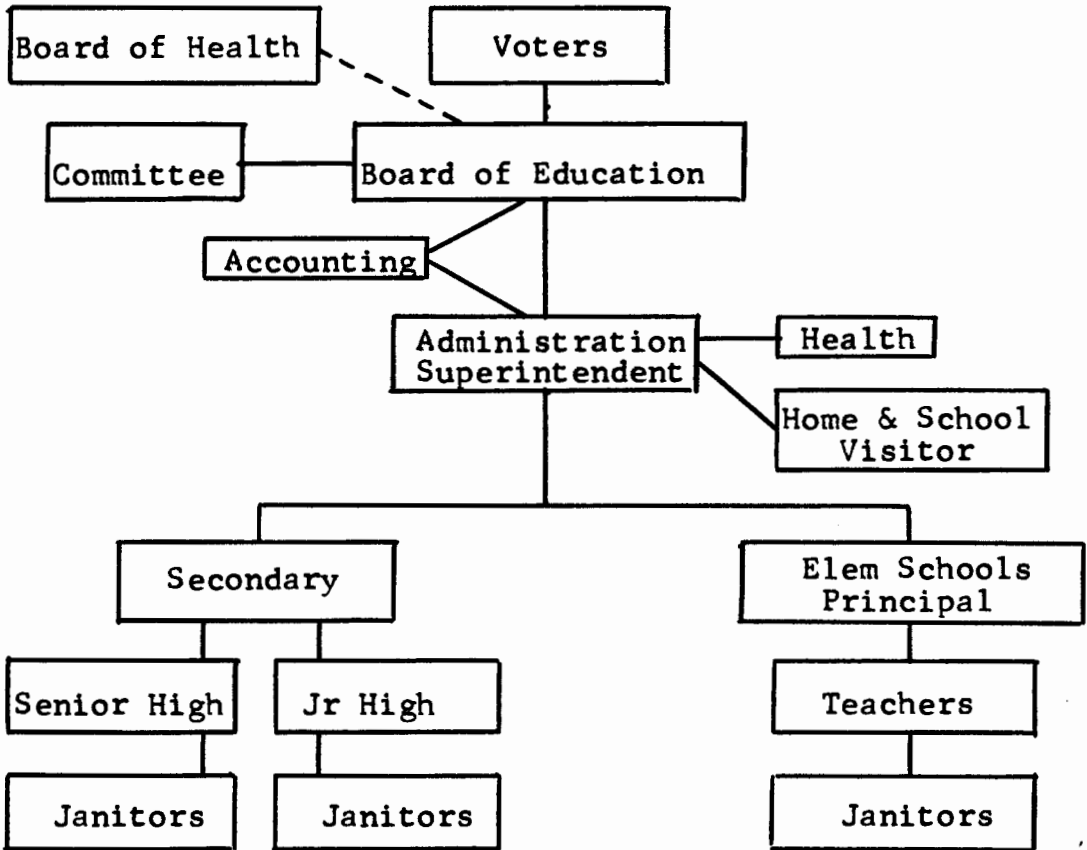
Ellensburg, Washington



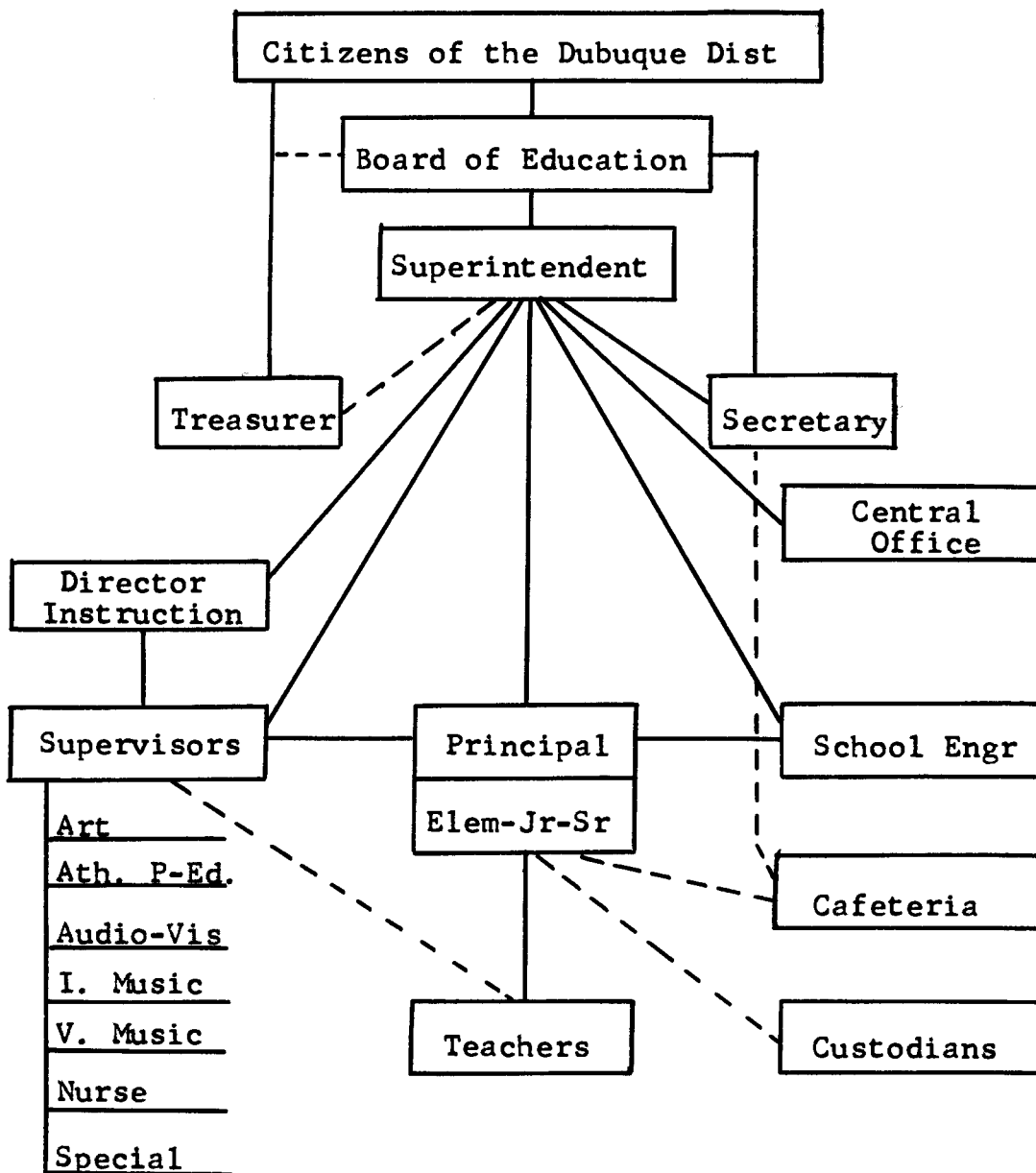
Stillwater, Oklahoma



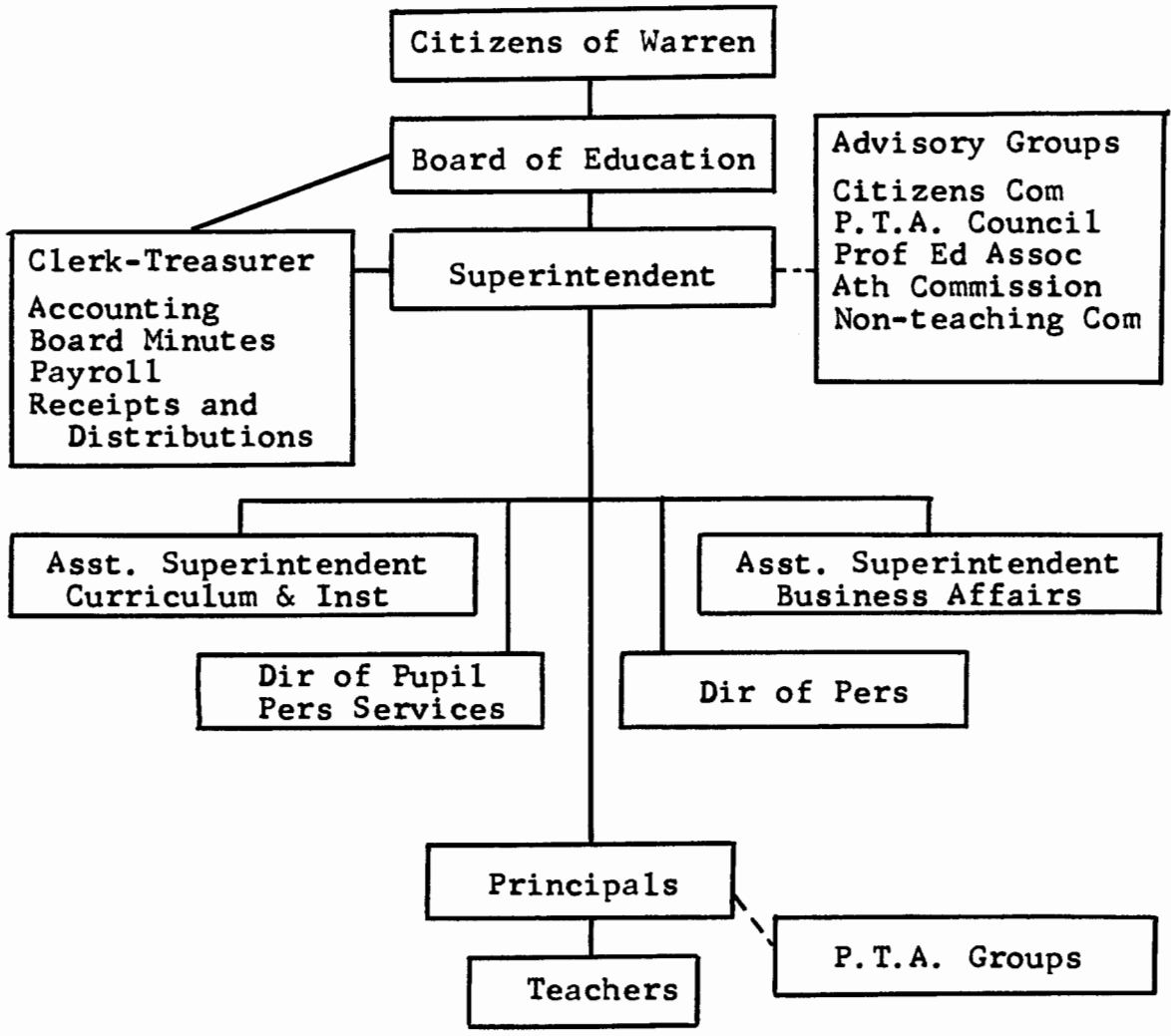
Beaver Falls, Pennsylvania



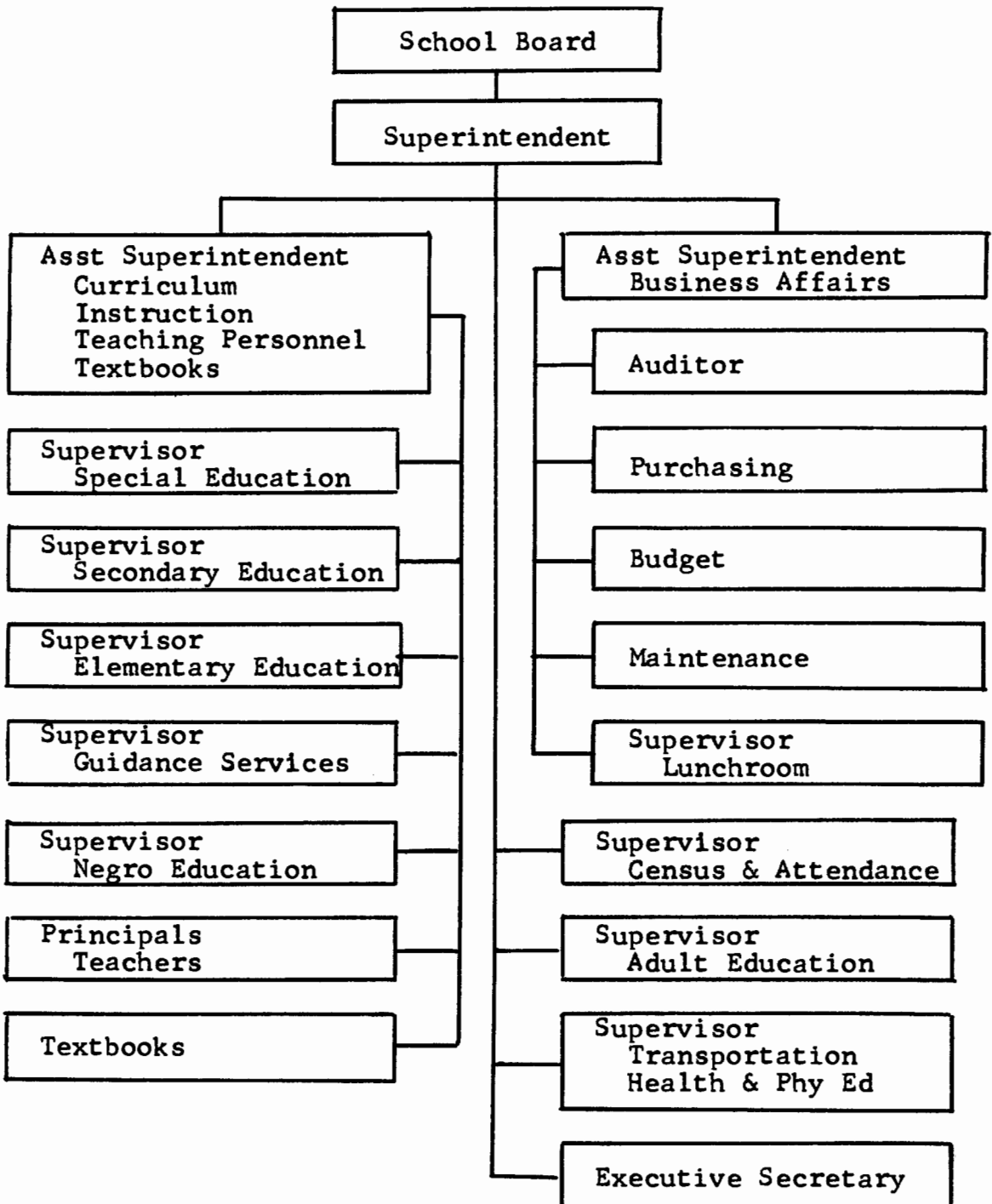
Dubuque, Iowa



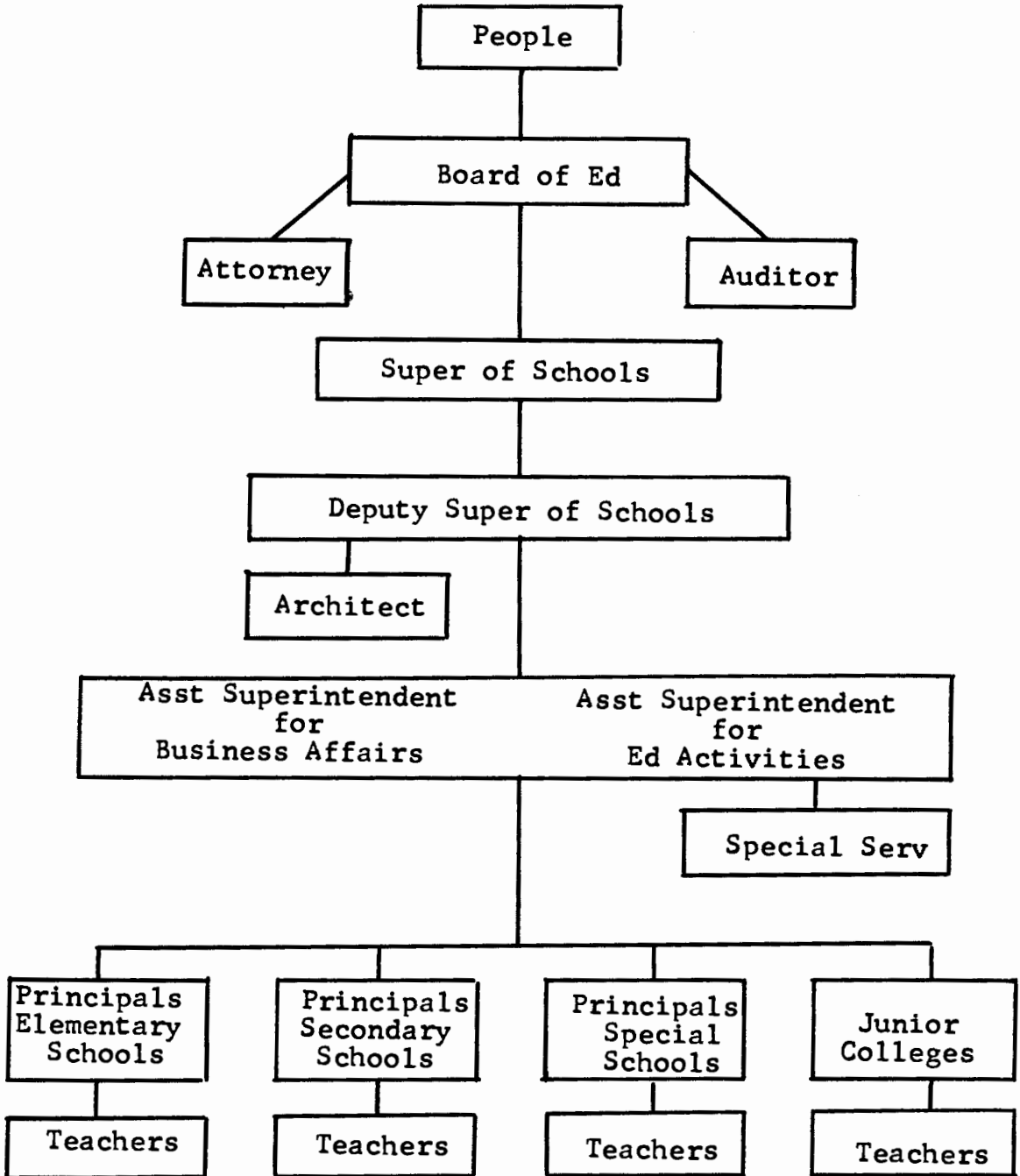
Warren, Ohio



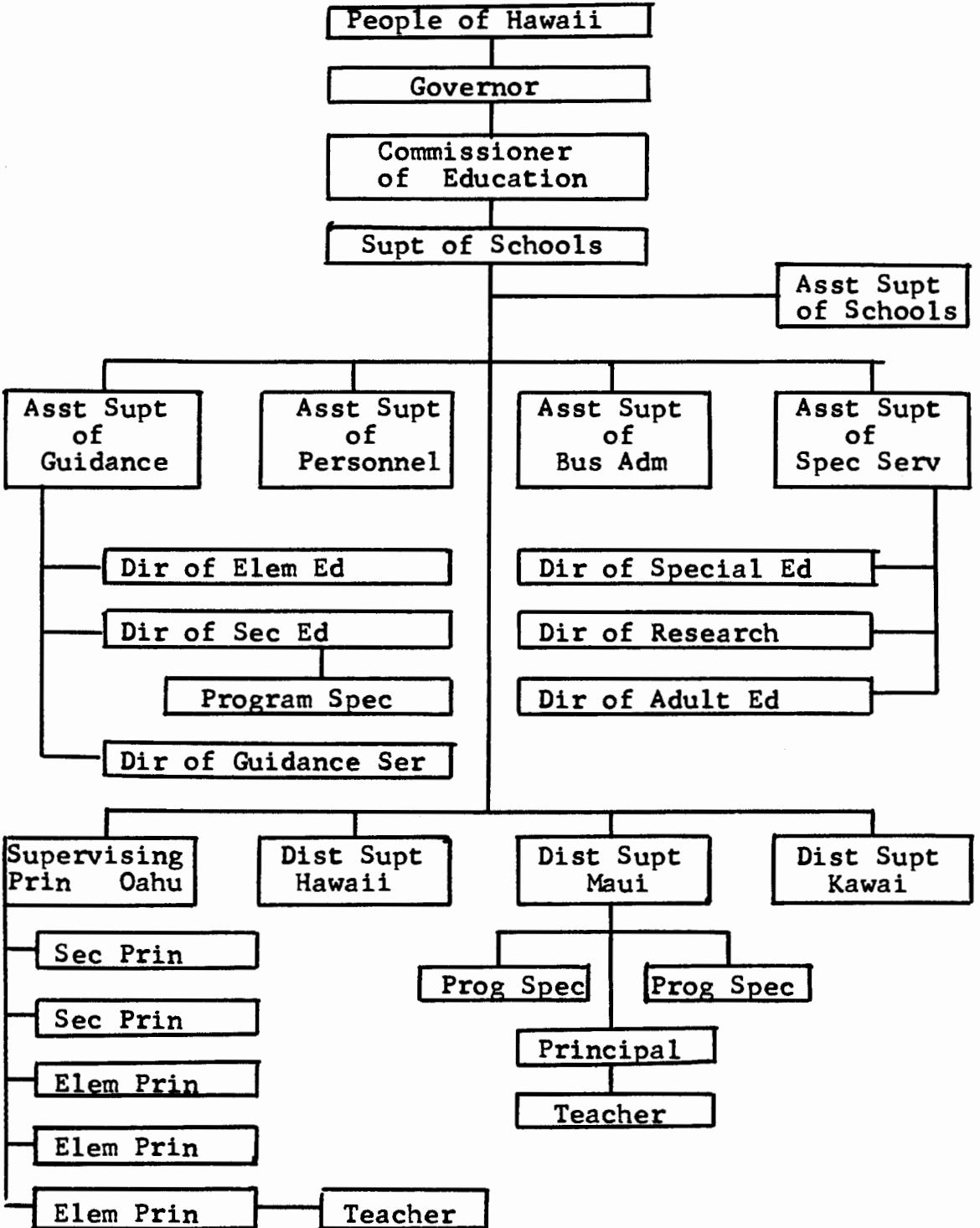
Lafayette, Louisiana



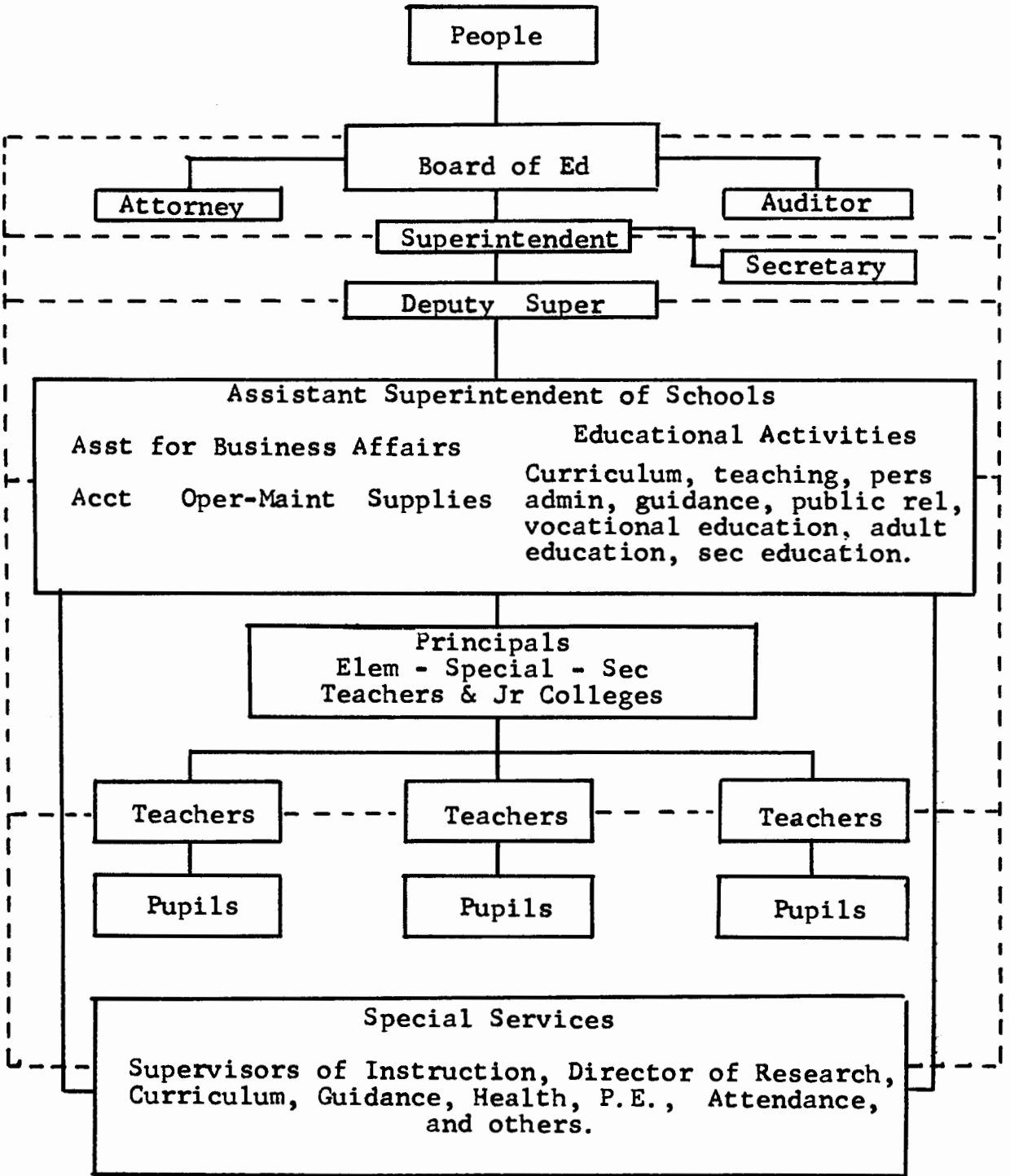
St. Louis, Missouri



State of Hawaii



Recommended by Ward G. Reeder



Summary. There is very little difference between the organizational charts down through the superintendent of schools. All but two indicate a direct line of authority from the people through the board of education to the superintendent. Two of the charts do not go above the local board. Two others (Sheridan, Wyoming and Ellensburg, Washington) indicate the state level of education as well as local authority.

All of the charts show the superintendent as the only school official responsible directly to the board of education.

With the exception of South Bend, Washington (school population 630) the superintendents delegate part of their duties to one or more assistants. These assistants take several positions depending on the particular school system. As the school grows it is obvious that more specialized positions will become necessary. Only those positions that effect the line of authority from the school board to the teaching staff are considered in this study.

The line of authority extends from the superintendent directly to the principals in six of the eleven charts included in this study, and the state of Hawaii. Three charts and the recommended organization by Ward G. Reeder²⁴

²⁴Ibid.

places the principal under an assistant superintendent in charge of instruction. The size of the school evidently does not affect this relation since South Bend, Washington (630), Stillwater, Oklahoma (3,778), and the State of Hawaii (149,871) use the direct line of control from the superintendent to the principal.

The teacher is under the direct control of the principal in all of the organizational charts.

Conclusion. All schools follow the same general pattern of authority from the school board to the classroom with the exception of the superintendent's office. The organization of the superintendent's office may vary according to the individual and the size of the school. As the size of the school increases, more positions are filled with specialized assistants. In some cases the responsibility for the operation of the classroom is through an assistant for education to the principal, while in the majority of the schools this responsibility is direct from the superintendent to the principal.

CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

The following conclusions and recommendations are based on the findings taken from the twenty one school policies used as a sample in this study and the references quoted in the bibliography.

I. CONCLUSIONS

The local communities are charged with the responsibility for establishing and controlling the school system of our American educational program under the general rules and regulations established by their respective states. The most common method of local control is by a board of education made up of a number of local citizens elected or appointed within their community. These individuals are responsible for creating the framework within which the professional employees can perform their duties under positive direction.

The persons serving as directors of the local school system are normally selected from among the legal voters of that area. The manner of selection as well as the qualifications for a position on the school board will vary according to the laws established for the state in which each serves.

The first meeting of each year, after selection, is used for organizational purposes. At this time the board selects its officers from among its own members. The organization of the board will vary from state to state as well as between communities. The size of the community and the school will vary the amount of business transacted by the board and therefore effect its organization to some extent. Normally there will be one person selected to serve as a chairman or president with an assistant. A treasurer and secretary are positions normally elected and may be either combined in one position or two single positions and in either case may have an additional clerk. The position of clerk was found to be a paid position hired by the board in many instances and without voice as a board member.

The amount of compensation offered for service as a board member, in those states where compensation and reimbursements are authorized, is very small and is seldom claimed. The difference between appointed and elected members of boards varied very little in number receiving compensation; however, the appointed members tend to receive a higher rate of compensation than elected members.

The laws of the various states are normally quiet with regard to the education of board members, but each candidate is required to meet the test of public approval. As a rule the members will have a higher education than the

general public which they serve. The education level will be somewhat higher in the larger districts than in rural or small urban areas.

The occupation of the individuals on the school board varies with the predominant occupation of the area. There is a larger number of businessmen and housewives serving in the larger districts than in the smaller areas where the members are almost always male and technical or professional by trade.

The size of the school board and the term of office are established by the state. In a majority of the states there is a general practice to require from three to seven members with an uneven number recommended as serving the best purpose of the group.

These members will serve for a specified period of time as established by the state, but generally there are no restrictions on the number of terms any board member may serve. This does not hold true in those states where the appointment method is used. In some cases board members serve at the pleasure of the appointing official, and this could be construed to mean as long as the appointing official holds office. A few board members are appointed and hold office for life. Continuity in the board leadership is assured by staggering the terms of office and in this way controlling the number of persons to be elected at any one time.

The chief function of the school board is to organize the local school system and to establish a general program of education. These local citizens are normally unfamiliar with the intricate operations of the modern school; therefore, they are wise to hire a specialist to supervise the school in their name. This superintendent is selected by the board, with great care, to take charge of the school and be responsible for its operation in their name.

The superintendent must be a person of great ability in each of the many facets of school administration. He has a general supervisory function over the complete operation of the school and is the one person directly responsible to the board of education for the economical and satisfactory operation of a productive school plant.

In a very large system it is impossible for one person to maintain satisfactory supervision over the complete system. When this is found to be true the superintendent will hire one or more assistants to decrease his field of responsibility and increase his general supervision. There is evidently no set rule for the breakdown within the superintendent's office. It varies considerably between each office and only in the recommended organization chart on page 67 is there an attempt to establish a pattern. It is evident that each superintendent organizes his office according to apparent interests, the specialties of his assistants, and the

peculiarities and needs of his school district. The superintendent is responsible for translating the general laws and policies established by the state and local school board into specific rules and regulations for subordinate positions. He must be responsible for safeguarding and regulating the expenditures of public funds, and provide for an educational program to satisfy the requirements of the community.

The one assistant to the superintendent found in all districts is the building principal or his counterpart. This is a position created by the state and filled by the board of education upon the recommendation of the superintendent. The principal is responsible for the total education of the children in his building and is directly responsible to the superintendent's office. He has an overall responsibility to the community for the educational program within the limits of his building and the leadership of his teaching staff. He must be a general supervisor well versed in the methods of classroom management and have the ability to create and evaluate an instructional program.

In very small schools the principal may be found teaching a number of classes as his time permits. In these smaller than average schools he will probably act as a counselor, curriculum planner, director of extracurricular activities, and perform all other functions usually assigned to specialists in the larger schools. As the need becomes

greater, the principal will delegate responsibility to subordinate officers. Much of the curriculum planning will be delegated to the teaching staff and their department heads.

The principal will have under his supervision a group of professionally trained teachers qualified for their specific areas according to the individual state requirements. The selection of these teachers is normally made by the principal in the larger school districts and by the superintendent of schools in the smaller schools. The teacher is the basic element in the educational program and is responsible for the operation of the classroom under the direct responsibility of the building principal. The teacher is directly responsible for the care, discipline, and education of his pupils. All other offices of administration are created and maintained for the express purpose of creating the best atmosphere possible for any teaching situation.

In addition to the classroom responsibilities, most school officials outline the social responsibilities and administrative duties of the teacher in a school handbook. This handbook regulates the teacher's activities within the school and reflects the controls deemed necessary by the individual building principal.

II. RECOMMENDATIONS

This study was based on the written school policies of school districts throughout the United States. On this basis, it seems appropriate to acknowledge the necessity for such a policy and to put this in the form of a strong recommendation for the new administrator. The policy may take many forms, but only two received special comment from school superintendents. One was a combined policy used by the school board and placed in a loose-leaf folder. This type of policy can be changed easily and kept up to date. Another type of policy in use in the larger schools was a departmental policy. This policy is placed in several volumes and has the advantage of reduced cost. Each department maintains only that volume applicable to its operation.

The basic rules of supervision may be the same in all instances, but the details of school operation will vary greatly. It is recommended that the new administrator become well acquainted with the community, the school, his staff, and the desires of the local population before adopting a set of regulations for his new assignment. The individuality of each school makes it advisable to establish those rules and regulations acceptable and necessary for each situation in each school. It is advisable to use a guide in formulating any set of rules. There are many good references

guiding policy makers. One of the most recent works, used in this study, is the Reference Manual on Written School Board Policies compiled by the National School Boards Association and National Education Association Joint Committee.

BIBLIOGRAPHY

BIBLIOGRAPHY

A. PRIMARY SOURCES

1. School Board Policies

- Sterling, Colorado -- Logan County School Dist. No. 12, 1959.
- Freeport, Illinois -- Freeport School Dist. No. 145, 1958.
- Princeton, Indiana -- School City of Princeton, 1963.
- Arkansas City, Kansas -- Public Schools, 1962.
- Lafayette, Louisiana -- Lafayette Parish Schools, 1962.
- Bangor, Maine -- Bangor School Department, 1962.
- Savannah, Missouri -- Reorganized School Dist. No. III, 1961.
- Helena, Montana -- School District No. 1, 1962.
- Roswell, New Mexico -- Roswell School Dist, 1961.
- Williston, North Dakota -- School Dist. No. 1, 1962.
- Warren, Ohio -- Warren City School Dist., 1960.
- Stillwater, Oklahoma -- School Dist. No. 16, 1960.
- Eugene, Oregon -- School Dist No. 4, 1962.
- Beaver Falls, Pennsylvania -- Area School Dist., 1961.
- Cranston, Rhode Island -- School Department, 1960.
- Roanoke, Virginia -- Roanoke City School Board, 1962.
- Camas, Washington -- School Dist. No. 117, 1960.
- Ellensburg, Washington -- School Dist. No. 401, 1962.
- South Bend, Washington -- School Dist. No. 118, 1956.
- Kemmerer, Wyoming -- School Dist. No. 1, 1961.
- Sheridan, Wyoming -- Sheridan Schools Dist. No. 7, 1959.

2. Publications

Andrews, Lloyd J. State Manual of Washington. 18th Edition. Washington: Olympia, 1960.

Hall, Morrill M. Provisions Governing Membership on Local Boards of Education. United States Department of Health, Education, and Welfare, Bulletin No. 13. Washington: Government Printing Office, 1957.

Research Division of the National Education Association, NEA Research Bulletin, Vol 38, No.4. Washington: Educational Press Association of America, 1960.

The National School Boards Association and National Education Association Joint Committee. Reference Manual on Written School Board Policies. Illinois: Evanston, NSBA-NEA, 1960.

Washington State School Directors Association. Boardmanship. A Handbook for Washington State Board Members. Washington: Olympia, 1958.

White, Alpheus L. Characteristics of Local School Board Policy Manuals. United States Department of Health, Education, and Welfare. Washington: Government Printing Office, 1959.

White, Alpheus L. Local School Boards. United States Department of Health, Education, and Welfare, Bulletin No. 8, Washington: Government Printing Office, 1962.

3. Unpublished Materials

Giles, Gareth J. Formulation of School Board Policies for the South Bend Public Schools. Thesis: Central Washington State College, Ellensburg, Washington, 1956.

4. Books

Austin, David B., Will French, and J. Dan Hull. American High School Administration. New York: Holt, Rinehart and Winston, 1962.

Hamilton, Robert R. and E. Edmund Reutter, Jr. Legal Aspects of School Board Operation. New York: Bureau of Publications, Columbia University, 1958.

Reeder, Ward G. School Boards and Superintendents. New York:
The MacMillan Company, New York, 1954.

Rosenstengel, William Everett and Jefferson N. Eastmond.
School Finance, Its Theory and Practice. New York: The
Ronald Press Company, 1957.

Wiles, Kimball, Supervision for Better Schools. New Jersey:
Prentice-Hall, Inc., 1955.

APPENDIX A

Box 934
South Bend, Washington
27 March 1963

Mrs. Mary C. Pierce
Superintendent of Schools
Adams County
210 West Broadway
Ritzville, Washington

Dear Mrs. Pierce

As a part of the requirement for my master's degree in administration and supervision, I am making a study of the uniformity of school policies and the division of responsibility on the different levels of supervision throughout the United States with emphasis on the State of Washington.

I would appreciate your help by completing the enclosed card and returning it to me at your convenience.

If you have any ideas or strong convictions on this subject I would appreciate having them added to the remarks section of the card.

Thank you

/S/Ralph L. von Kaenel
/T/Ralph L. von Kaenel

Enclosure

Enclosure to Appendix A

1. Number of school districts in your county:	_____
2. Number of districts using a written school board policy.	_____
3. In your opinion, is a written policy necessary?	_____
Remarks:	

The above is a copy of the United States Postal Card which was enclosed with each letter going to a county superintendent in the State of Washington.

APPENDIX B

Box 934
South Bend, Washington
November 30, 1962

Mr. Julius S. Hurst
Superintendent of Schools
Selmar County
Selmar, Tennessee

Dear Sir,

As a part of the requirement for my master's degree in administration and supervision, I am making a study of the uniformity of school policies and the division of responsibility on the different levels of supervision throughout the United States.

I would appreciate your help by completing the enclosed card and returning it to me at your convenience.

If you have any ideas or strong convictions on this subject that I could use I would appreciate having them added to the remarks section of the card.

Thank you

/S/Ralph L. von Kaenel
/T/Ralph L. von Kaenel

Enclosure

Enclosure to Appendix B

1. Number of school districts in your county:	_____
2. Number of districts using a written school board policy:	_____
3. In your opinion, is a written policy necessary?	_____
Remarks:	

The above is a copy of the United States Postal Card which was enclosed with each letter going to a county superintendent outside the State of Washington.

APPENDIX C

Box 934
South Bend, Washington
January 18, 1963

Dr. Jerry J. Vineyard
Superintendent of Schools
Arkansas City, Kansas

Dear Sir,

As a part of the requirement for my master's degree in administration and supervision, I am making a study of the uniformity of school policies and the division of responsibility on the different levels of supervision throughout the United States.

I am seeking your help by asking for a copy of your school board policy and a copy of your organizational chart. It would be impossible (financially) for me to send postage with each letter of request hoping for an answer; therefore, I will ask you to send me whatever you can. If you are interested in this subject I will be glad to mail you a mimeographed summary when it is completed.

In addition to the above information I would appreciate having the enclosed card completed to give me a better background for my problem.

Sincerely

/S/Ralph L. von Kaenel
/T/Ralph L. von Kaenel

Enclosure

Enclosure to Appendix C

<p>1. Do you have a written school board policy? _____</p> <p>2. If the answer to #1 is yes, who (position) wrote your policy? _____</p> <p>3. In your opinion, is a written policy necessary? _____</p> <p>Remarks: (any opinions or strong conviction you may have on this subject)</p>

The above is a copy of the United States Postal Card which was enclosed with each letter going to a superintendent of schools.

LIST OF TABLES

Table I.

The following table indicates the number of letters mailed to county superintendents and the responses received.

<u>Area</u>	<u>Letters Mailed</u>	<u>Responses</u>	<u>Per Cent of Responses</u>
Washington	38	33	87
U. S.	<u>50</u>	<u>45</u>	<u>90</u>
Total	88	78	89

Table II.

The following table shows the number of districts representing the responses from table I, those using a written school policy, and the number of county superintendents responding to the question, "In your opinion is a written policy necessary?"

<u>Area</u>	<u>Co.</u>	<u>Dist Rep</u>	<u>Dist using policies</u>	<u>Are policies Necessary</u>	
				<u>Yes</u>	<u>No</u>
Wash.	33	332	202 (61%)	27	6
U. S.	<u>45</u>	<u>446</u>	<u>207 (46%)</u>	<u>29</u>	<u>16</u>
Total	78	778	409 (53%)	56	22

Table III.

The following table indicates the number of county superintendents who stated that school policies were not necessary in table II, but who modified that statement by indicating they were desirable.

<u>Area</u>	<u>Counties</u>	<u>Not necessary</u>	<u>Desirable</u>	<u>Per Cent desirable</u>
Washington	33	6	6	100
U. S.	<u>45</u>	<u>16</u>	<u>9</u>	<u>56</u>
Total	78	22	15	70

Table IV

The following is a breakdown of the responses to letters sent to superintendents of schools throughout the United States.

<u>Letters Mailed</u>	<u>Responses</u>	<u>Schools With Policies</u>	<u>Without Policies</u>
100	69%	87%	13%*

*Of the nine (13%) schools without policies, four stated that they were desirable.

Table V.

The following list indicates the responsibility for compiling and maintaining a written school board policy as found in the responses listed in chart IV above.

School Board	4
Superintendent	9
School Board and Superintendent	17
School Board, Superintendent, and Principal	12
Superintendent and Committee	10
Board, Administration, and Laymen	1
Joint Committees	<u>7</u>
Total	60