

A STUDY OF SCHOOL POLICIES RESULTING IN
A WRITTEN SCHOOL POLICY FOR GREEN VALLEY SCHOOL
POTTAWATOMIE COUNTY, KANSAS

by

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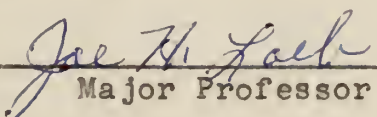
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INTRODUCTION

Statement of the Problem

"Every action of a board of education relates in some way to policy. It either conforms to established policy, modifies existing policy, or creates new policy."¹ For this reason written policies must be hand-tailored to fit each individual school.

The writer assumed the task of putting the policies of the board of Green Valley School into written form. Policies established by the board are in some respects peculiar to the needs of this particular school, and in others are common to the majority of elementary schools.

Green Valley School is a four-room, eight-grade rural school in which a large part of the patrons of the district are salaried employees rather than farm-income people. There are four self-contained classrooms, two grades to a room, with total enrollment about eighty-five. Instructional personnel consists of four full-time teachers. Non-teaching personnel includes two regular cooks and one substitute cook, one bus driver and a substitute, and a part-time janitor. The school is located in a newly developing residential section surrounded by small-to-average size farms just outside the small city of Manhattan. The school itself is the result of consolidation efforts which began in the 1940's

¹ American Association of School Administrators, and National School Boards Association, Inc., Written Policies for School Boards, p. 22.

and culminated in the building of the original Green Valley School in 1953 and the addition of a wing in 1957.

Importance of the Study

A primary function of a school board is to establish policies under which the school program will operate.¹ While it may be true that every action of a board relates in some way to policy, it does not necessarily follow that every action will be well thought out, nor that successive action in similar situations will be consistent. In order to insure policies which lead to reasonable and consistent action, school boards should give time and thought to the formulation and writing of policies when there is no pressure on their decisions. Magoulas said that interest in written policies has increased since 1955 and that there is a definite trend toward the adoption of written policies by school boards throughout the nation.² Grieder, Pierce, and Rosenstengel stated that all schools, regardless of size, should operate under a code of written policies and that this is considered sound practice by all students of administration.³

The development and use of written school board policies, rules, and regulations can help to promote general understanding of the relationships between the

¹ Calvin Grieder, Truman M. Pierce, and William Everett Rosenstengel, Public School Administration, p. 121.

² Jimmy Magoulas, "Content of the Board Policy Handbook," American School Board Journal, April 1961, 142: 16-17.

³ Grieder, Pierce, and Rosenstengel, op. cit., pp. 119-120.

superintendent and the board and in promoting efficiency and harmony of operation.¹

In addition, O'Fallon stated that

Written board policies provide the steadying influence which is needed for sound changes and efficient operation of the school. A minimum of lost effort and motion results when a board can do what needs to be done according to procedures that have been previously set up and agreed upon. Such policy is needed most in the small school where changes in school staff are rather regular. Following written policies should minimize undue changes in organization, policy, and practices.²

Written policies promote continuity in the school program and its administration, thereby improving the instructional program, and they enable the board to provide for many affairs or conditions in advance of development. Policies in written form promote staff morale and good public relations in the community through secure knowledge that situations will be handled by consistent, previously well-considered means. Written policies serve to reduce pressures on the board by special interest groups and facilitate orientation of new board members and new teachers.

Method and Procedure

Board approval was asked, and received, for the proposed project of putting their policies into written form. A study of current literature on school policies, particularly written policies, was made.

¹ American Association of School Administrators and National School Board Association, Written Policies for School Boards, p. 22.

² O. K. O'Fallon, A Guide to Boardsmanship in Kansas, p. 12.

Material studied included textbooks, periodicals, masters' reports, written policies of various schools, publications of Kansas State Teachers Association, publications of the National Education Association and numerous other professional education groups, bulletins from the State Department of Public Instruction and from the U. S. Department of Health, Education and Welfare, and statutes pertaining to public schools of Kansas developed under the state and national constitution.

Although a number of written policies were examined, taken from the files of the Kansas School Board Association, none was found for a school similar to the one for which this study pertains.

In developing the written policy, past minutes of the school board were reviewed and specific questions were asked of board members. Very helpful was the fact that one of the members of the board had served continuously since the organization of the school in 1953. The writer has served the school as teaching principal since 1959. Also, the principal and board members had participated jointly in completing the questionnaire, "Policy Practices of School Boards," prepared by a joint committee of the Kansas Association of School Boards and the Kansas Association of School Administrators in 1960. The original school copy was available for this research.

Actual organization of written policies included consultation with the board members and suggestions from teaching and non-teaching personnel. Each board member was given a copy of

the first draft and was asked for comments or suggestions.

Purpose of the Study

The purpose of this study was to review literature concerning school welfare and policies pertaining thereto, to select those items pertinent to the Green Valley School situation, and with this source material as background, to codify with the assistance of the board, and put in written form, policies of the board of the school in which the writer served as teaching principal.

It was the hope of the writer through this study to arrive at a clearer understanding of the board's policies in order that they might be carried out more effectively, thereby improving the instructional and operational program of the school. It was felt that bringing these policies together in one writing would make them easier to implement and to alter as the need might arise. It would also serve more readily as a proper foundation for the development of an accompanying handbook of rules and regulations necessary to the proper functioning of a school.

Definition of Terms

SUPERINTENDENT and PRINCIPAL - the two words are used synonymously throughout this paper, since the duties and obligations of the principal who deals directly with the board are in many respects the same as those of a superintendent of schools.

SCHOOL BOARD and BOARD OF EDUCATION - these terms are used interchangeably to indicate the governing body of a school district.

POLICIES - policies are general guides which indicate the direction the course of school action shall take, express the intent of the school board, describe in general terms the purpose and organization of a school system.

RULES AND REGULATIONS - these are specific administrative regulations subject to board approval, which stem from and have the purpose of carrying out the policies formulated by the board.

REVIEW OF LITERATURE

Boards and Board Members

The policy-making bodies of schools in Kansas are variously called School Boards, Boards of Education, and Boards of Directors, depending upon the kind of school they serve. They are elected on a non-partisan basis by the patrons of the school district, serve without pay, and hold the responsibility of seeing that the schools are administered according to law and the needs of the children of the school community.¹

Schools exist primarily for the purpose of educating the children of the district. School board members, residents of the district, are elected to represent and carry out the will of the

¹ O. Kenneth O'Fallon and Marion A. McGhehey, A Guide to Boardsmanship in Kansas, pp. 4-5.

people within the bounds of law regarding the local educational program. The primary duty of the board is to establish policies through which the wishes of the people for the local educational program may be implemented. Within the legal limits, authority to operate the schools rests definitely with the local board of education, and within the local school district the policies of the local board of education have the force of law.¹ Because of the duties and powers of the board, the members should be carefully chosen by the community, since the kind of policies set for a school are almost inextricably bound up in the kind of people making the policies. Adel Throckmorton, Superintendent of Public Instruction in Kansas, said,

The citizens of the local administrative unit have an obligation to select their most competent and qualified citizens as school board members and each citizen selected has an obligation to serve to the best of his ability.²

Policies

Importance of Policies. In the United States there are over 300,000 of these school board members directing a gigantic business involving billions of dollars in capital investment and operating costs. They employ over one million teachers and many thousands of non-instructional workers to operate the nation's schools. But most important is the fact that they set the

¹ Arthur B. Moehlman and James A. van Zwoll, School Public Relations, p. 165.

² Adel Throckmorton, Our Kansas System of Education, p. 15.

educational policies that affect the education of nearly 27 million boys and girls in the public schools.¹

What the citizens of the next generation will be, the schools of today will largely determine, and what the schools are, boards of education chiefly determine, hence the importance of the position of school board members.²

School board members find it increasingly difficult to carry out intelligently the duties imposed upon them. With the growth of education into big business and the resulting complexity of its affairs, planned development of board policies for discharging the board's responsibilities has become essential. "Policies outline the general manner in which the board and administration will operate. They are accepted principles of administration set to guide courses of action."³ Gerald Firth said,

It has become accepted more and more that the board of education should devote its energies to establishing a framework within which school personnel functions. This frees the board from ruling repeatedly on various specific problems.⁴

Even in smaller schools, purposes and objectives of the people are best served by consistent, efficient methods of handling the business and human relationships involved in the school program.⁵

¹ Calvin Grieder, Truman M. Pierce, and William Everett Rosenstengel, Public School Administration, pp. 119-120.

² Jimmy Magoulas, "Content of the Board Policy Handbook," American School Board Journal, April 1961, 142: 16-17.

³ Albert L. Ayars, Administering the People's Schools, p. 96.

⁴ Gerald R. Firth, "Use the Board Handbook for Policy and Rules," American School Board Journal, November 1960, p. 13.

⁵ O. Kenneth O'Fallon, A Handbook for Kansas School Board Members, p. 12.

Miller stated,

In developing board policies, the following factors should be considered: the requirements of law and accreditation, the principles involved in sound educational practice, and the customs and traditions of the local community.¹

Consistent action in similar situations is most readily obtained through the guidance of written policies formulated at a time when there is no pressure on the school board's decision. Grieder, Pierce, and Rosenstengel hold that

Every school district, large or small, should operate under a code of written policies and rules. This is acknowledged as sound by all students of administration, recommended by every type of agency having relations with school boards, and indeed required by some accrediting bodies.²

Trend to Written Policies. In the past, policies have too often been established one by one to fit a current situation with little regard for future suitability. Of recent years, boards are becoming convinced that written policies contribute to the competent handling of their affairs. According to White,

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

Within more recent years it has been almost impossible to find a publication dealing with school board

¹ Ben Miller, "Development of Written Board Policies," American School Board Journal, September 1952, 25: 39.

² Calvin Grieder, Truman M. Pierce, and William Everett Rosenstengel, Public School Administration, pp. 119-120.

activities that does not make reference to written policies.¹

And Magoulas said,

Research studies and textbooks in administration show general agreement among professional educators that every school system should have written policies and that interest in written policies has increased since 1955. In fact, a definite trend now exists toward the adoption of written policies by school boards throughout the nation.²

The major obstacle to the development of written policies is the fact that the school board and superintendent are too busy with regular functions to devote the considerable amount of time necessary to the development of a policy manual.³ "The development of policies should not be a hurried affair and time and effort should be allotted in proportion to the importance of the task."⁴ It is not too much to say that two years should go into the preliminary study and writing of board policies, which should then be reviewed regularly, perhaps annually, to see if experience or changed conditions indicate needed changes in policy.⁵

Policy writing demands research in literature concerning policies, study of other written policies, and investigation into

¹ Alphaeus White, Characteristics of Local Board Policy Manuals, U. S. Department of Health, Education, and Welfare Bulletin No. 14, p. 1.

² Jimmy Magoulas, "Content of the Board Policy Handbook," American School Board Journal, April 1961, 142: 16-17.

³ Ibid.

⁴ Ben Miller, "Development of Written Board Policies," American School Board Journal, September 1952, 125: 37.

⁵ Calvin Grieder, Truman M. Pierce, and William Everett Rosenstengel, Public School Administration, p. 121.

the needs and desires of the local school patrons. It will not suffice to adopt a code already in use by another school, for each system has its own peculiarities and the set of policies designed for another school will not fit.¹

Value of Written Policies. Is the time and effort required to prepare this individual set of policies really justified? Magoulas reported a survey in Virginia on "Why Written School Board Policies Are Important" in which a list of possible benefits from having written school policies was drawn up from current literature. The list was then evaluated by a panel of 71 percent of the board chairmen and 92 percent of the superintendents of the schools of Virginia, plus a jury of fifty-six other educators in various positions. They voted overwhelmingly in support of the importance of all ten of the following points with no significant variation in ratings by the different groups.

According to the survey, written school board policies are important because they:

1. AVOID OVERSIGHT by providing for many situations before they happen.
2. SAVE TIME by expediting school business. Matters formerly requiring board action can be handled by the superintendent and reported to the board, releasing them from many small details.
3. REDUCE PRESSURE by reducing demands made on the school by pressure groups because the demands are dealt with by clear definitions of policy rather than by dealing with each as an emergency issue.

¹ Charles Everand Reeves, School Boards, Their Status, Functions, and Activities, p. 177.

4. DEFINE WORK by enabling the staff to perform their duties in a businesslike way, with minimum conflict and friction.
5. IMPROVE RELATIONS by helping laymen understand when, where, how they can participate in improvement of public education.
6. PROVIDE CONTINUITY by informing new board members and new superintendents of existing policy.
7. IMPROVE INSTRUCTION by clarifying the principle of academic freedom for teachers, and minimizing fear of controversial issues.
8. FACILITATES ORIENTATION of new and or inexperienced teachers by placing in their hands a manual which they can study at their leisure and refer to whenever necessary.
9. AID EVALUATION by providing a comprehensive and economical tool for constantly evaluating and improving school work.
10. PROMOTE MORALE by clarifying vague lines of responsibility leading to conflicts.¹

Willis and Shannon offered a similar list of advantages in having written school board policies, with the addition of one point: the improvement of board-superintendent relationships.² Seawell reported his study of the Virginia school system, with 80 percent of the schools reporting, in which written policies were reported as being helpful in organization, operation, and administration of the school system. The study cited the following favorable results:

¹ Jimmy Magoulas, "Why Written School Board Policies Are Important," American School Board Journal, March 1961, 143:11.

² Robert E. Willis and W. A. Shannon, "Why All the Excitement About Written School Board Policies?" School Management, January 1960, 4(1): 45.

Written policies -

1. Give more guidance and direction in operation and administration than could be given in any other way.
2. Help the school system develop efficiency at a more rapid rate than would otherwise be possible.
3. Help develop common understandings and good public relations in the school system.
4. Help temper radical views, hasty actions, unwise decisions.
5. Build public support that could not be achieved otherwise.
6. Develop insight, directions, common understandings, among professional employees and patrons that could not otherwise be developed.

Minority groups reporting adverse effects in this survey reported only one reason: written school board policies lessen discretionary powers of local school boards.¹

Policies Defined. It is not the purpose of policies to lay down incontrovertible rules but rather to delineate areas of responsibility for board, administration, and staff, and to point the direction of decisions. Moehlman and van Zwoll defined policy in these terms:

An educational policy is a legal definitive plan of action in which general purpose, objectives, authority, and means are represented. It serves as a chart for action, ... a general design with limits within which to work together, permitting latitude for choice and judgment. Policies supply a framework within which there is room to maneuver; they are not straitjackets.²

¹ W. H. Seawell, "Use of Written Board Policies," American School Board Journal, June 1960, 140: 20.

² Arthur B. Moehlman and James A. van Zwoll, School Public Relations, p. 165.

And Castetter said,

These bases, or policies, are formulated by the board to guide the school system along a preferred course of action. As such, they cannot be highly specific. They are not intended to provide answers to every problem which arises. They are meant to allow the administrator discretion in making decisions. They act to control decisions only to the extent that they indicate a preferred course of action.¹

Castetter characterized sound policy as being constant.²

If it truly reflects the board's position in conduct of the local educational program, it should present a steady and continuing platform. If it reflects the desires of the community in regard to education, it need not be affected by changes in board membership. Policy is also constant in the sense that once established it is meant to be adhered to by all. Castetter felt it is not policy if frequent exceptions are made or if it often responds to outside pressures. On the other hand, he said that policy is not so permanent that it should not be revised in light of experience or changing conditions.³

Sears pointed out

... it may exist without being formally set out in words, mainly by virtue of common acceptance through long usage or precedent, as is the case with the common law. Here, however, as in many other places, it is to be remembered that the written word is less likely to have its meaning change without notice.⁴

¹ William B. Castetter, Administering the School Personnel Program, p. 37.

² Ibid., p. 38.

³ Castetter, op. cit., p. 38.

⁴ Jesse B. Sears, The Nature of the Administrative Process, p. 319.

The written copy of general policies needs to be accompanied by a handbook of rules and regulations which spell out details of implementing policies. "An administrative code, as this document is sometimes called, may advantageously be divided into two sections: General Policies, and Rules and Regulations."¹

Often people use the term "policies" when they mean "regulations." Authors in general seem to agree with Magoulas when he said

The terms policies and rules and regulations are not synonymous. Policies are guides, outlines or principles that (1) determine how problems or cases shall be solved, (2) determine plans for future action, (3) express the intent of the school board, or (4) describe in general terms the purpose and organization of a school system. In contrast, rules and regulations are administrative regulations which grow out of the policies formulated by the schoolboard subject to board approval.²

Staehle agreed and said further,

Probably no one type of communication, written or unwritten, can supply all the information employees need in order to function at their best in contributing to the realization of the objectives of a school system. But handbooks and manuals can play a very important and central part in providing much of the information needed....

For a school system the development of a handbook or manual offers an important opportunity to clarify policies, procedures, and practices as well as to transmit them to employees.

For employees a handbook or manual provides a single source of information which has been especially prepared

¹ Calvin Grieder, Truman M. Pierce, and William Everett Rosenstengel, Public School Administration, p. 120.

² Jimmy Magoulas, "Content of the Board Policy Handbook," American School Board Journal, April 1961, 142: 16.

for them. Furthermore, this information is always available to them whenever they need it without having to consult other personnel.¹

Being more specific than policies, regulations are more subject to change. The handbook of rules and regulations should be reviewed and corrected from time to time and should be approved by the board as an official organ in harmony with their policies and established purposes.²

Policy Writing

Staff Participation. Provision should be made for staff members to participate in formulation and revision of rules.³ They not only will be able to contribute valuable suggestions to promote a smoothly functioning educational program, but they also will be more disposed to accept regulations they have helped to formulate. It is a responsibility of the administrator to see that this opportunity is afforded the staff members, and that their proposals receive a hearing with the board. In fact, Throckmorton said

The board of education and the superintendent are responsible for the participation of the professional staff of the school, both in the formulation of broad policy and in the detailed planning of the educational program.⁴

¹ John F. Staehle, Characteristics of Administrative Handbooks for School Staff Personnel, U. S. Department of Health, Education, and Welfare Bulletin, p. 2.

² Ben Miller, "Development of Written Board Policies," American School Board Journal, September 1952, 125: 37-38.

³ Adel Throckmorton, Our Kansas System of Education, p. 4.

⁴ Ibid.

O'Fallon and McGehey placed the burden of writing policies on the administrator, suggesting the board delegate to the superintendent and his staff the job of drawing up a set of policies.¹ These the superintendent presents to the board for their consideration and approval, or suggestions for revision.

Technique. Regardless of who assumes the task of codifying the policies of the board, an organized approach is necessary. Seawell suggested that school systems generally use varying combinations of eight techniques in developing written policies.² He held that the initial step is to search the official recorded minutes of the board and excerpt all specifically-stated policies of the board. As a result of the same search, statements can be formulated of policy implied by consistent action on similar problems. A study should be made of the state constitution, statutes, rulings of the State Board pertinent to the local education program. A study of other written policies should be made, particularly those of schools of similar size and situation if possible. Surveys may be useful: a survey of local school personnel, board members and patrons; community surveys to determine what the people expect of the school; community surveys to determine the societal background of the school. A study of professional literature should reveal areas commonly included in policies. Seawell believed that a thorough treatment should

¹ O. Kenneth O'Fallon and M. A. McGehey, A Guide to Boardsmanship in Kansas, p. 1.

² W. H. Seawell, "Use of Written Board Policies," American School Board Journal, June 1960, 140: 20.

include in varying degrees all of the above.

Written Policies

Philosophy and Objectives. The policies themselves should be preceded by a statement of philosophy and the objectives of the education program. "A careful consideration of the purposes of the school is basic to the development of board policies."¹ These need not be detailed but in establishing policies, the board will have some distinct objectives for the educational plan reflecting the philosophy of the community and the legal frame within which the board and school staff may work.

The handbook "Written Policies for School Boards" suggests a skeleton outline for a set of policies.² The first section of the outline is the preamble or introduction setting forth a statement of purposes and objectives of the school. Accompanying instructions admonish: "Keep it brief."

The National Study of Secondary School Evaluation speaks to the point in Evaluative Criteria:

Every school needs a carefully formulated, comprehensive philosophy of education. A school without philosophy and objectives would be as aimless as a society without constitution and by-laws. The philosophy and objectives of the school and the characteristics and needs of its students together determine the nature of its program. The philosophy is a framework of basic principles of education.... This philosophy gives

¹ Ben Miller, "Development of Written Board Policies," American School Board Journal, p. 37.

² A.A.S.A. and N.S.B.A., Written Policies for School Boards, p. 21.

direction to the objectives and affects every policy and every activity of the school. The objectives of the school are the philosophical principles reduced to specific aims....

The philosophy expresses an ideal -- something to strive for -- something to reach for. The objectives are more imminent. They are goals that are attained or are being attained or are attainable in the not too distant future -- they are within one's grasp.¹

By-laws. Most of the written policies examined by the writer included by-laws, rules and regulations for the functioning of the board.

If a board does not have by-laws, it is suggested the superintendent or principal assist the school board in developing them. A good set of by-laws should include:

1. Organization of the board itself.
2. Schedule and conduct of meetings.
3. Duties of officers and members.
4. Ways by which the board carries on its business.²

Some items in the by-laws, particularly those pertaining to organization and duties, will be determined by statutes and some are matters of parliamentary procedure. Others, such as place and time of meeting, may be entirely at the discretion of the board.

A planned meeting procedure usually results in less lost time to school board members. Planned meetings also mean that the board can get more and better work done and that the district runs a better school.³

Moreover, standards of procedure developed and made public by the

¹ National Study of Secondary School Evaluation, Evaluative Criteria, 1960 ed., p. 25.

² O. Kenneth O'Fallon and M. A. McGhehey, A Guide to Boardmanship in Kansas, p. 8.

³ Ibid., p. 9.

board tend to increase confidence of the public in the ability of the board to function capably.¹

Separation of Functions. In general the duties of the school board fall into four major classes: executive, planning and policy-making, legislative, and judicial. On the whole the most time-consuming duties of the board are those of planning and policy-making, and legislation.²

Since board members do not usually have the time or the professional and technical background necessary for the operation of schools,

... they should not themselves administer schools but, rather should see to it that they are administered - and that this is done in accordance with state requirements and with local desires as expressed in board policy and regulations.³

The superintendent is the executive officer of the school system. He is charged with administering the schools in accordance with policies adopted by the school board and within the principles and practices dictated by his own professional experience, training, and good judgment.⁴

The principal executive function of the board, then, has not to do with direct operation of the school, but with selection and appointment of the superintendent who will operate the school. Other executive functions are the selection and appointment of

¹ Calvin Grieder, Truman M. Pierce, and William Everett Rosenstengel, Public School Administration, p. 121.

² Ibid., p. 111.

³ Loc. cit.

⁴ American Association of School Administrators, Educational Administration in a Changing Community, p. 124.

the staff from nominations made by the superintendent, and certification of the amount of money to be raised by taxation.¹

The development and use of written school board policies, rules, and regulations can help to provide general understanding of the relationships between the superintendent and the board and in promoting efficiency and harmony of operation.²

The careful writing of these policies separating executive powers retained by the board from the executive powers delegated to the superintendent will facilitate the operation of a good school program.

Communications and Public Relations. Lack of communication is a source of friction or misunderstanding in many school systems - lack of communication among board, staff and administrator, and lack of communication between school and community. A constant effort must be made to develop and carry out policies on the relationship of board, administration and staff, and relationship of school and community that maintain a feeling of common unity of purpose. "Public relation policy should be worked out in written form and should be a part of the board's official written school policy."³ Kindred said,

The improvement of staff relations starts with the board of education. Through its actions in conducting meetings, showing an intelligent concern for instructional problems, extending fair treatment to

¹ Calvin Grieder, Truman M. Pierce, and William Everett Rosenstengel, Public School Administration, p. 111.

² A.A.S.A. and N.S.B.A., Written Policies for School Boards, p. 21.

³ O. Kenneth O'Fallon and Marion A. McGhehey, A Guide to Boardsmanship in Kansas, p. 51.

administrative and staff personnel, and maintaining a strict division of labor between policy decision and policy execution, the board of education inspires confidence and builds a feeling of security that permeates the entire school system.¹

Kindred also stated, "Too many boards of education and their administrative officers overlook the importance of internal conditions and the influence they have on public opinion."²

Teacher participation in the writing of policy is increasingly considered a part of sound school operation. While setting policy is the prerogative of the board, it may be profitable at times to ask for staff study and recommendation on items of policy, particularly those concerning working conditions for the teacher. "When a policy that affects their interest and welfare is under consideration, there is no valid reason why teachers should not be invited to participate in discussion and express their views."³ Kindred also said, "Their recommendations may not always be accepted, but this is less important than the right to make their wants known."⁴

Kyte offered the following benefits that accrue to the school when teachers participate in policy making:

... teacher participation in policy making and the resultant activities of a democratically operated school lead to (1) unity of aim and purpose of instruction, (2) acceptance of understood duties and responsibilities, (3) provision for enlightened cooperation, and

¹ Leslie W. Kindred, School Public Relations, p. 102.

² Ibid., p. 88.

³ Ibid., p. 93.

⁴ Ibid., p. 102.

(4) a feeling of wholesome, professional security. These desirable conditions contribute effectively to the development of the children.¹

Grieder, Pierce, and Rosenstengel pointed out that too often programs of school and community interpretation are thought of only in terms of the parts played by administrators and teachers.² A great many contacts, they say, and very frequently the first contacts, of the public with the schools are made with non-teaching personnel. Kindred, too, said that "... all employees of a school system come into contact daily with many people in the community and, through these contacts, interpret the policies and practices of the institution."³ And elsewhere he said, "Their [noninstructional personnel] attitude toward the institution and its personnel is just as important as those of teachers in influencing the public mind."⁴

The noninstructional personnel have many contacts in the community, often with an entirely different group than those contacted by instructional staff or board, and these are also voting citizens and school patrons.⁵ The writing of policies that foster sympathy with the school operational plan, and a cooperative attitude among all employees, has direct bearing on the success of the educational plan. "The ultimate goal of any board of

¹ George C. Kyte, The Principal at Work, p. 93.

² Calvin Grieder, Truman M. Pierce, and William Everett Rosenstengel, Public School Administration, p. 606.

³ Leslie W. Kindred, School Public Relations, p. 88.

⁴ Ibid., p. 99.

⁵ Ibid., p. 88.

education policy is the improvement of instruction for children."¹ Any policy that promotes the proper functioning of the school system contributes to the primary goal.

On the other hand writers agree that a public relations program cannot be expected to substitute for a good educational system.

Any working public relations program must have good schools as its basis..... The board in adopting policy, approving plans, and in judging the community relations of its schools should never forget that the best public relations program cannot save a poor school system.²

Grieder, Pierce, and Rosenstengel also maintained, "The best foundation for school public relations programs and for wholesome school-community relations is a sound educational program."³ They continued with the statement that school public relations should be honest and factual, comprehensive and well balanced, continuous, simple and to the point, conducted on a dignified plane and should be examined periodically to determine how effective it is.⁴

The board of education has important responsibilities in the program of public relations. A primary one is that of adopting a written policy setting forth the social need and value of keeping people informed

¹ Ben Miller, "Development of Written Board Policies," American School Board Journal, September 1952, 125: 37.

² O. Kenneth O'Fallon and Marion A. McGhehey, A Guide to Boardsmanship in Kansas, pp. 50-51.

³ Calvin Grieder, Truman M. Pierce, and William Everett Rosenstengel, Public School Administration, p. 594.

⁴ Ibid., p. 595.

and seeking their cooperation in the continuous improvement of schools.¹

O'Fallon and McGhehey said

Full support of the board in its work can only come if the community knows the needs of the school and if school officials know community desires and try to fulfill them. The best answer to his important problem is a good program of public relations.²

Financial Planning. A vital area of school interest is that of financial support. The educational philosophy of the board of education, the administration, the staffs and the community is expressed through the budget items requested and financed, and the degree to which they are supported.³

Although preparation of the budget document is an executive function, it touches on many points of school policy that must be determined or accepted by the board of education. The determination of the amount of money to be expended for the schools and the amounts to be raised locally are decisions that must be made by the people through their elected representatives.⁴

Boards should incorporate into policies relating to school finances the principles of democracy, prudence, equality of opportunity, and adaptability.⁵ It is inherent to American culture to feel that everyone should have the opportunity to fulfill his individual capacities. Democratic precepts demand this of the

¹ Leslie W. Kindred, School Public Relations, p. 406.

² O. Kenneth O'Fallon and M. A. McGehey, A Guide to Boardmanship in Kansas, p. 50.

³ Paul R. Mort and Walter C. Reusser, Public School Finance, Its Background, Structure, and Operation, p. 353.

⁴ Ibid., p. 161.

⁵ William Everett Rosenstengel and Jefferson N. Eastmond, School Finance, p. 41.

schools. Yet the board must exercise discretion in the placement of funds in order to obtain the greatest benefit to the most children from the public dollar. And their planning must be adaptable to the changing times.

A board is responsible for determining the district's financial needs. Needs should be measured in terms of how much and what kind of education district, county and state funds will buy for girls and boys.¹

"A well planned and administered budget not only improves the administration of the school system but also stimulates confidence among the taxpayers of the community."² Written policies relating to financial planning assure some continuity and organization to efforts, and reasonable limitations within which to operate.

Understanding the Community. In order to best serve the community, board members and superintendent alike need to understand the community, its customs and traditions, its population characteristics, its communication channels, its organized groups, its leadership, its social tensions, its history of community efforts.³ This background is useful to the board and administrator in promoting good school-community relations and is necessary in handling school matters. It is particularly pertinent to the writing of policies which always reflect the thinking, the philosophy, the customs and traditions of the people in the school community. In the words of C. O. Wright:

¹ O. Kenneth O'Fallon and Marion A. McGhehey, A Guide to Boardmanship in Kansas, p. 23.

² William Everett Rosenstengel and Jefferson N. Eastmond, School Finance, p. 177.

³ Leslie W. Kindred, School Public Relations, p. 406.

... the operation of every school is a joint responsibility of the public and the profession. When the two work cooperatively with understanding, a good school program results. When the meeting of the hemispheres is foggy and confused, there is sure to be trouble. The profession must not encroach on the hemisphere of responsibility of the public. The public, likewise, must not trespass on the hemisphere of the professional.

While many points of responsibility in the two hemispheres must be defined by statute, written local policies ... will go a long way in meeting the problem and avoiding unhappy incidents.¹

SUMMARY

The writing of policies is a time-consuming task because each set must be individually fashioned to fit the school it is to serve. Studies, however, tend to indicate that the time is well-spent. Usually the superintendent, assisted by his staff, prepares the document which is reviewed and accepted or revised by the board. Staff participation in writing both rules and policy is increasingly held to be sound practice.

The school board is the policy-making body established to be the local representative of the state and of the people in educational planning for the district. It is important that board members be people of ability and judgment, sincerely interested in the educational welfare of the children of the district, for their policies will determine the quality of the educational opportunities of the district. The chief duties of the board are to establish the policies for the school program, select the

¹ C. O. Wright, "The People and the Profession," Kansas Teacher, May 1961, p. 43.

staff, particularly the superintendent, and plan for financing the program.

Basic to all other duties of the board is the establishment of policies by which the laws of the states and the desires of the local people relating to education may be carried out. The primary purpose of any board policy is the improvement of educational opportunities for the people of the district with special emphasis on the needs of the children.

Of recent years a growing trend has been seen toward putting policies into written form for more consistent and efficient action in carrying out school affairs. The value of writing policies lies in the fact that the written word retains its original meaning better than does oral expression. Moreover, a collection of policies into one document facilitates orientation of new board members and new teachers, and makes readily accessible to the public, information on procedures by which school business is carried out and decisions are made.

This document consists of two areas: General Policies, and Rules and Regulations. The latter are specifics designed to implement the former. General policies outline areas of responsibility for board and staff and point the direction of decisions for administering the school.

One writer suggests steps to be taken in writing policies should include the study of minutes of past board meetings, written policies of other schools, statutes, and other literature. Writers agree that a statement of philosophy and objectives

should be formed as an initial step in writing policies. The philosophy represents the beliefs of the community, reflects its customs and mores, and determines the objectives for the educational program.

By-laws are needed to control the functioning of board meetings. The board will be able to act proficiently and these standards of procedure, made known to the public through written means, tend to increase public confidence in the board's ability to act wisely.

Since boards delegate, and rightly so, much of their executive capacity to the superintendent, it is vital to a smooth operational plan that areas of board and superintendent responsibilities be clearly defined in written policies.

The administrator as executive officer of the school is responsible for implementing the policies of the board. His relations with the board, and through them board relations with the staff, bear strongly on how well the policies are put into effect.

Too often the importance of internal relations among staff members, and the influence they have on public opinion is overlooked. The growing complexity of the educational system makes specific planning for informing the public and cooperative effort between the two increasingly necessary. Written board policies can spell out the attitude and efforts of the school toward this end. While a public relations program will not substitute for a good education system, the sympathetic cooperation of staff, both instructional and non-instructional, as well as the support of

the public are vital to the continued excellence of the program. A good public relations program is founded on a good school program, and written policies contribute to both.

A vital area of school interest is that of financial support. The educational philosophy of the board of education, the administration, the staffs and the community is expressed through the budget items requested and financed, and the degree to which they are supported. Written policies relating to financial planning assure some continuity and organization to efforts, and reasonable limitations within which to operate.

Board members and the superintendent need to know the community, its customs, traditions, internal organization. This knowledge is pertinent to working relations of the school with the community and to writing policies which reflect the needs and desires of the community.

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APPENDIX

SCHOOL BOARD
POLICIES AND REGULATIONS

GREEN VALLEY SCHOOL
DISTRICT 118
POTTAWATOMIE COUNTY, KANSAS

1962 - 1963

OBJECTIVES

The School Board of Green Valley School, Pottawatomie County, Kansas, accepts as the aim of education "to promote general welfare through developing intelligent, creative, social-minded young people, able and willing to work toward an improved democratic society."¹ Therefore, it is the purpose of the Board of Green Valley School to provide the best education possible within the means of the district, for every child of elementary school age in the district, as long as he can profit from attendance and his conduct is compatible with the welfare of the group.

To accomplish this purpose the primary objectives of the educational program of Green Valley School shall be:

(1) The student shall be given opportunity for self-fulfillment through development of his individual innate characteristics and abilities.

(2) The student shall be encouraged and guided in the development of qualities of personality and habits of behavior, called self-discipline, which will promote good relations with his fellow man and will assist him in intelligently occupying his place in society.

(3) The student shall be given an academic foundation, to the extent that he is able to benefit by it, for his more advanced education aimed toward developing economic efficiency.

(4) The student shall be encouraged and guided in the development of a sense of civic responsibility that he may become a beneficially contributing member of a democratic community.

¹ Stella Van Petten Henderson, Introduction to Philosophy of Education, p. 374.

I

BY-LAWS

The School Board

As a body the school board serves as the elected representative of the people of the school district, empowered by the Kansas Constitution and the state legislature to develop and administer the educational facilities of the district according to their interpretation of the needs and desires of the community, and within the bounds of the law.

By-laws of the Board

- 1.01 The School Board of Green Valley School, District 118, Pottawatomie County, Kansas shall be comprised of three members, director, clerk, and treasurer, each to serve a three year term, to be elected in rotation, one at each annual meeting, to replace the outgoing officer.
(G.S. 72-1001)
- 1.02 All members of the board shall be qualified voters, resident within the district. (G.S. 72-1001) They shall qualify for office within the specified time and in the manner prescribed by law. (G.S. 72-1002)
- 1.03 The functions of the board shall be to establish policies for the school program, in harmony with school laws, select an administrator to place these policies in effect, provide for the financial resources to implement the policies, and to evaluate the operation of the school program.

- 1.04 It shall be the duty of the director of the board to preside at meetings of the board and to appoint a chairman to serve in his absence. He shall preside at all school district meetings or in his absence a chairman shall be elected by the qualified voters present. He shall sign orders on school moneys as authorized by the school board. He shall represent the board and the school district in public matters touching on school affairs and shall hold the responsibility for general affairs of the school district. (G.S. 72-1004)
- 1.05 It shall be the duty of the clerk to keep the minutes of all meetings of the board and all district meetings, to send these to the county superintendent, to present the annual report at the annual meeting, to keep all records of the school district belonging to his office, to draw orders on school moneys as approved by the school board, and such other duties as are required by law.
(G.S. 72-1004a) (G.S. 1949, 72-1008)
- 1.06 It shall be the duty of the treasurer to pay out funds of the school district only on orders of the clerk, signed by the director, to keep accurate records of receipts and disbursements, to present at each annual meeting a written report of these accounts, and to discharge other duties required by law.
- 1.07 The treasurer of the board shall execute to the district a corporate surety bond not less than one hundred twenty-five percent nor more than two hundred percent of the

amount to come into his hands as treasurer at any one time; provided, where the amount shall not exceed one thousand dollars at any one time during the year, the treasurer may, when the board so determines, in lieu of such corporate surety bond, execute to the district a bond in double the amount to come into his hands as treasurer during the year, with two or more sufficient sureties, conditioned to the faithful discharge of the duties of said office. (H.B. 234)

1.08 Regular meetings of the board shall be held at Green Valley School, on the third Monday of each month at 8 p.m.

Two members shall constitute a quorum to transact legal business at any business session.

1.09 The board may go into executive session on request of two board members. Executive sessions shall be called only on rare occasions, such as those that require discussion of confidential information which would constitute an unreasonable violation of the privacy of an employee or student.¹ Only the members of the board and such persons as the board may invite, shall be present during the executive session. No motion shall be received or vote taken; official action may be taken only at a regular or special meeting of the board.

¹ Adapted from School Boards and School Administrators, Kansas Association of School Boards and Kansas Association of School Administrators, October 1960, p. 5.

1.10 Special meetings may be called by the director, or by joint action of the other two members of the board, to meet at the regular location unless by mutual agreement they choose to meet elsewhere. No business shall be acted upon except that for which the meeting was called.

(G.S. 72-1045)

1.11 No standing committees shall be appointed. Special committees may be appointed for specific purposes to investigate, or take action if so empowered by the board as a whole, to be discharged promptly after completing the stated business and making report to the board members in session.

1.12 Order of business:

Notation of members present

Audience or communications

Bills

Reports - old business

New business

Adjournment

1.13 Policies of the board shall be reviewed annually at the July meeting.

1.14 Amendments to the by-laws or to the written policies shall be proposed at a regular meeting of the board and shall be referred to the next regular meeting for consideration.

1.15 Robert's Rules of Order shall be the authority in any question of parliamentary procedure.

II

ADMINISTRATIVE ORGANIZATION

Duties of the School Board

- 2.01 The board shall establish policies which will promote a good instructional program for the students.
- 2.02 The board shall select as principal a person qualified under state regulations to hold such position, competent to serve as executive officer of the school, and willing to cooperate with the board, the staff, and the patrons.
- 2.03 The board shall be in unanimous agreement in their selection of a principal.
- 2.04 The board shall hold the principal responsible for administration of the school in accordance with state requirements and local desires as expressed in board policies.
- 2.05 The board shall delegate authority to the principal commensurate with his responsibility for development and administration of a school program which will implement the policies of the board.
- 2.06 The board shall take such specific actions as are required of it by law and the state board of education. No policy of the board found to be contrary to law shall be valid.
- 2.07 The board shall recommend a budget prepared cooperatively with the principal, which will provide for the best personnel, equipment, and physical plant possible that the district is able and willing to support.

- 2.08 The board shall evaluate and appraise all phases of the school program.
- 2.09 The board shall approve a curriculum which meets the needs of the pupils to the extent the district is able and willing to support.
- 2.10 The board shall evaluate and approve or disapprove recommendations, reports and proposals of the principal, or, after consultation with the principal, recommendations, reports or proposals of the staff when these are made with the previous knowledge of the principal.
- 2.11 The board shall serve as liaison between staff and community, interpreting school progress and policy to the community, and public wishes to the staff.
- 2.12 The board shall cooperate with other agencies - public, private, and voluntary - in efforts of benefit to the instructional program of the school.
- 2.13 The board shall cooperate with other school boards of the county in activities which further the best interests of the school program.

Duties of the Principal

- 2.14 The principal shall be directly responsible to the board for administration of the school in accordance with policies adopted by the school board, and within the principles and practices dictated by his own professional standards, experience, training, and good judgment.¹

¹ Adapted from American Association of School Administrators, Educational Administration in a Changing Community, p. 124.

- 2.15 The principal shall attend and participate in, but without voting privilege, all meetings of the board except executive sessions in which tenure of the principal is the subject of discussion.
- 2.16 The principal shall recommend for appointment or dismissal, assign, and define duties and responsibilities of school personnel.
- 2.17 The principal shall recommend policies on administration, finance, curriculum, personnel and all other functions that will assist the school board in its duty of legislating for the school.
- 2.18 The principal shall maintain all necessary records and make all required reports to the board, the county superintendent, and the State Department of Education.
- 2.19 The principal shall direct, supervise and evaluate the instructional program and the work of all personnel.
- 2.20 The principal shall assume general supervision of and responsibility for the building, grounds, and other equipment of the school.
- 2.21 The principal shall keep the board informed of the status and condition of the school in relation to accreditation.
- 2.22 The principal shall develop and administer, as finances permit, an educational program designed to meet the needs of the children of the community.
- 2.23 The principal shall conduct a continuous evaluation of the development and needs of the school, and keep the

school board and patrons informed concerning the program and needs.

2.24 The principal shall maintain professional standards in serving as representative of the employees and the board to each other.

2.25 The principal shall assist the board in preparation of the budget.

2.26 The principal shall, with the aid of the staff, prepare a handbook of rules and regulations for the purpose of implementing board policy, such handbook to be submitted to the board for approval. The handbook will be revised annually, or as the need occurs, revisions also being subject to board approval.

School Board - Principal Relationships

The board believes that a good school program is best advanced in an atmosphere of mutual trust and confidence between board and principal. The board therefore believes it wise to reach agreement with the principal on the following points at the time of interview prior to commitment by contract.

2.29 The principal deals with the board as a whole and not with individual members.

2.30 The school board acts only as a group and in board meetings. The individual board member acting independently has no more authority than any other citizen.

2.31 The principal brings information from the staff to the board and information from the board to the staff. The board

does not deal directly with the faculty except as arranged by the principal.

2.32 Personnel to be hired are recommended to the board by the principal. If the board does not approve a nomination, the principal is asked to submit another nomination. The board does not make appointments directly.

2.33 The board does not run the school - the board sees that it is run.

2.34 At such time as the board is dissatisfied with the principal and his actions, he is the first to be informed.

2.35 A handbook of rules and regulations prepared by the principal and staff will be approved by the board and adopted as an official organ to implement the policies.

2.36 It is the duty of the principal to carry out the policies of the board whether he approves them or not. In the event he believes a policy to be misguided, he has a right and an obligation to so inform the board with supporting statements for his opinion. Nevertheless, he is duty-bound to put into effect the policies determined by the board, the only exception being a policy contrary to professional ethics or moral standards of the principal. In this event, if no satisfactory mutual agreement can be reached, the only recourse for the principal is to ask to be released from his contract.¹

¹ Adapted from Albert L. Ayars, Administering the People's Schools, p. 90.

School Board - Staff Relationships

- 2.37 Both teacher and board will observe the spirit as well as the letter of the terms of the continuing contract law. (G.S. Supp. 1959, Secs. 72-5410 to 72-5412)
- 2.38 Contracts may be terminated by mutual agreement of board and teacher at any time.
- 2.39 Teachers may be consulted by the board and administrator on questions related to their welfare such as salary, load, hours, sick-leave, and tenure, but the responsibility for establishing policy in these areas remains with the board.
- 2.40 The board will give any teacher a hearing when the request is made through the proper channels.
- 2.41 The board recommends and urges that each teacher who is eligible have membership in the Pottawatomie County Teachers' Association, Kansas State Teachers' Association, and the National Education Association.

Principal - Staff Relationships

- 2.42 The principal shall provide for orientation of personnel and shall assist them in the implementation of board policies by means of consultations and a handbook of policies, rules and regulations, and other suitable means.
- 2.43 Teachers shall be given the opportunity to help organize and revise the handbook of rules and regulations, and shall be encouraged to make suggestions for improvement of the school program.

III

INSTRUCTIONAL PERSONNEL

- 3.01 Applicants will be expected to present credentials and transcripts of all college credit, and to have an interview with the principal before being presented to the board for interview. Written application is not necessary, but desirable.
- 3.02 The principal will provide applicants with a fair description of the assignment involved and the conditions of work.
- 3.03 Insofar as conditions permit, only teachers with a degree in elementary education will be employed. Experienced teachers will be given preference over non-experienced teachers, other considerations being equal.
- 3.04 Grade-level placement of teachers will be according to their level of experience, training, and personal preference whenever possible. A teacher will not be re-assigned without giving consent.
- 3.05 The teacher under contract will be required to file a certificate valid for the position assigned, and a complete transcript of college credits with the county superintendent and also with the principal. (G.S. 1955, Supp. 72-1391) In addition the teacher will present to the principal a health certificate, proof of a physical examination within six weeks prior to the opening day of school, indicating physical fitness to teach.

- 3.06 The teacher will be expected to hold as of primary concern the instruction and welfare of the children in her charge. To this end the teacher will be expected to carry out those duties and obligations outlined in the contractual agreement, care for the welfare and safety of pupils in her charge with reasonable good judgment, cooperate with staff members to improve the instructional program.
- 3.07 The teacher will be expected to become acquainted with board policies and the handbook for implementing them, and to assume a proportionate share of responsibility in putting these into effect by action, attitude, and thoughtful suggestions for improvement of the curriculum made through proper channels.
- 3.08 The teacher will be expected to maintain a professional attitude in all relations with the staff, board, patrons, and pupils, and public conduct becoming to a member of the profession.
- 3.09 The teacher will be expected to work toward improving competence through professional reading and study and classroom research to find improved methods.
- 3.10 The board recognizes benefits to the school program through in-service training of teachers who attend professional meetings in addition to those required by law. The board, therefore, will release a teacher to attend certain professional meetings, these to be determined

by the board on an individual basis and upon recommendation of the principal.

3.11 Sick leave is five days cumulative to fifteen and may be taken for personal illness only.

3.12 All other leaves will be determined on individual basis, by the board, or on authority of the principal validated by the board at the next regular board meeting.

3.13 Substitute teachers are to be selected from a list held by the principal and approved by the board. Teachers thus employed will be reported by the principal at the next board meeting for confirmation of service and pay. Rate of pay for substitutes will be set each year by board action.

3.14 Substitutes for sick leave will be paid by the board. All others will be paid by the teacher whom the substitute replaces unless the board chooses to make an exception as in the case of professional leaves.

3.15 Maternity leave for a teacher will be granted at the discretion of the board.

3.16 The board will approve outside employment for a teacher only so long as it does not interfere with the primary duty of instructing children in Green Valley School.

3.17 The board disapproves tutoring pupils of the same school in which the teacher is employed. This practice can lead to unnecessary criticism of the teacher's purposes.

- 3.18 Any teacher with a complaint or wishing to communicate with the board for other reason, may do so by notifying the principal of the desire for a hearing at the next board meeting. If such action is blocked by the principal, the teacher may ask the county superintendent to intervene.
- 3.19 All employees of the school district will be retained as long as they give competent service, show satisfactory professional growth, maintain standards of good citizenship and discharge their duties in a cooperative spirit and a manner conducive to the best interests of the school program.
- 3.20 Both teacher and board will observe the spirit as well as the letter of terms of the continuing contract law.
(G.S. Supp. 1959, Secs. 72-5410 to 72-5412)
- 3.21 Contracts may be terminated by mutual agreement of board and teacher at any time.
- 3.22 A teacher may be dismissed on grounds of incompetence, gross neglect of duty, insubordination, conduct unbecoming a teacher, physical or mental unfitness.¹ The board will give written notice of dismissal, including reasons, date of termination, and notice that the teacher may request a hearing with board and the county superintendent within ten days after such dismissal.

¹ Professional Practices Committee, KSTA, "Ethical Treatment in Terminating Employment of Teachers in Kansas," a proposed item of policy for school boards, second draft, March 28, 1962.

IV

NON-INSTRUCTIONAL PERSONNEL

- 4.01 Non-instructional personnel shall consist of cooks, custodians, bus drivers and qualified substitutes for them in the number deemed adequate to serve the school needs.
- 4.02 Non-instructional personnel shall be selected on the basis of their competence in their work, general physical health and cleanliness, their understanding and acceptance of the philosophy of the educational program, willingness to cooperate with the school personnel, moral character, and attitude with children.
- 4.03 Non-instructional personnel shall meet all legal specifications for the positions they hold.
- 4.04 Non-instructional personnel are expected to take advantage of short training courses offered annually for their benefit. The board will reimburse them for expenses involved in attendance.
- 4.05 Non-instructional personnel shall be acquainted with and observe laws and regulations concerning their work.
- 4.06 Substitutes for non-instructional personnel shall meet the same qualifications and observe the same rules as the people whom they replace.
- 4.07 Non-instructional personnel shall make recommendations to the principal and board which in their estimation will improve their functioning in the curriculum of the school.

- 4.08 Complaints of the staff should be taken up with the principal and, failing a satisfactory solution, the principal and/or staff member may take the matter to the board.
- 4.09 Staff may be consulted by the board on questions related to their welfare such as salary, load, hours, sick-leave and tenure, but the responsibility for establishing policy in these areas remains with the board.
- 4.10 Non-instructional personnel shall preferably be selected from members of the school community.
- 4.11 Contracts of non-instructional personnel may be terminated at any time by mutual agreement of board and personnel member.

V

INSTRUCTIONAL PROGRAM

- 5.01 Classes will be maintained for grades one to eight inclusive.
- 5.02 Curriculum shall be planned in accordance with regulations of the Curriculum Guide for Elementary Schools published by the State Department of Public Instruction and directives from the State Department of Public Instruction.
- 5.03 Textbooks shall be selected from lists of state adoptions, in accordance with recommendations of the county textbook committee, the principal, and teachers of Green Valley School.
- 5.04 Hardback textbooks shall be rented to the pupils on terms proposed by the PTA and approved by the board.
- 5.05 The board will approve a limited number of well-organized educational field trips each year. The school bus is the preferred means of transportation for such outings.
- 5.06 Regular reports of pupil progress shall be made to parents.
- 5.07 Teachers shall assist in evaluating the instructional program, making recommendations to the principal for its improvement.
- 5.08 Instructional materials shall be selected by the teachers and principal in accordance with needs of the curriculum and in keeping with the budget.

VI

PUPIL PERSONNEL ADMINISTRATION

- 6.01 First grade pupils must be six years old on or before January 1 of the enrolling year. (G.S. 72-1107)
- 6.02 All pupils entering school in Kansas for the first time shall present immunization records as required by law. (S.B. 119)
- 6.03 All new enrollees shall present written record in the form of transcript or report card from the school last attended.
- 6.04 Pupils will be classified on the basis of previous records and, in specific cases, consultation with the parents at the discretion of the principal.
- 6.05 Problems relating to pupil retention shall be discussed with the parents as early in the year as possible.
- 6.06 The board may suspend or expel or by regulation authorize the principal to suspend or expel any pupil guilty of gross misconduct or persistent disobedience, when such suspension or expulsion is to the best interests of the other students or the school. No suspension shall extend beyond the current school semester, and no expulsion shall extend beyond the current school year. (G.S. 72-1029a, 72-1029b, L1959)
- 6.07 Fire drill shall be held monthly as provided by law. (G.S. 72-4606)
- 6.08 Storm drill shall be held several times yearly.

VII

AUXILIARY SERVICES

Health

- 7.01 The school shall require all students entering a Kansas school for the first time to present immunization records as required by law. (SB. 119)
- 7.02 The school shall provide for free visual screening of all pupils at least biennially. (S.B. 285)
- 7.03 The school shall provide for free dental inspection for all pupils annually. (G.S. 72-5201, G.S. 72-5202, G.S. 72-5203)
- 7.04 The school shall cooperate with the State Board of Health in regulations and activities designed to improve the school health program.

Lunch Room

- 7.05 The board shall provide for a school lunch program in accordance with an agreement with the State Department of Public Instruction for the operation of the School Lunch.¹
- 7.06 The board will designate to the State Department of Instruction its authorized representative who will be responsible for the operation of the program.
- 7.07 The cooks shall hold contracts with the school board specifying terms of employment.

¹ Adel F. Throckmorton, "The School Lunch Program in Kansas," p. 2.

- 7.08 By the opening day of the fall school term the cooks shall file with the principal the required medical report indicating physical fitness for the position.
- 7.09 Sick leave is five days cumulative to fifteen and may be taken from personal illness only.
- 7.10 The board will pay the substitute for sick leave. For other leave of absence the cook will pay the substitute.
- 7.11 The lunchroom manager shall be responsible for the kitchen, preparation of menus, purchase and/or receipt of all food products, and accountable for lunchroom records and reports.
- 7.12 The lunchroom manager and principal shall cooperate in establishing satisfactory rules and regulations for the dining room.

Transportation

- 7.13 The board shall provide for bus transportation of the pupils of Green Valley School in accordance with Kansas law as set forth in Kansas School Bus Minimum Standards for School Bus Design, Operation, and Driver Requirements.¹

¹ Kansas School Bus Minimum Standards for School Bus Design, Operation, and Driver Requirements, rev. July 1, 1959, State Highway Commission.

School Transportation Program

Qualifications of the Bus Driver.¹

- 7.15 The driver shall hold a valid chauffeur's license to operate a school bus.
- 7.16 The driver shall hold a contract with the school board, agreeing to comply with and observe all provisions of the vehicle code, the Kansas school bus manual and school board regulations.
- 7.17 The driver shall have at least one year's experience driving a vehicle larger than an ordinary pleasure automobile.
- 7.18 The driver shall be reasonably well qualified to make ordinary repairs upon his vehicle.
- 7.19 The driver shall have an annual physical examination to show fitness and shall comply with any specific physical requirement made by proper authority.
- 7.20 The driver shall be dependable, of good character, and hold the respect of the community.
- 7.21 The driver shall be personally neat and clean.
- 7.22 The driver shall complete and pass an approved course in first-aid.

¹ Selected from School Bus Minimum Standards for School Bus Design, Operation and Driver Requirements, rev. July 1, 1959, pp. 8-9.

Duties of the Bus Driver.

- 7.23 The driver shall know and observe laws and regulations concerning his position and equipment.
- 7.24 The driver shall plan bus routes with the principal, to be approved by the board, with the greatest safety of the children in mind.
- 7.25 The driver shall be responsible for safe pick-up and delivery of children who ride the bus.
- 7.26 The driver shall hold children on the bus responsible for conduct in keeping with orderly and safe transportation in accordance with rules of the Kansas school bus manual.
- 7.27 The driver shall report to the principal any serious lack of cooperation from children on the bus. Such children may be refused the privilege of riding the bus.
- 7.28 The driver shall endeavor to keep the bus and equipment in condition to meet state inspection at any time.
- 7.29 The driver shall keep the principal and board advised on the condition of bus and equipment.
- 7.30 The driver shall report at once to the principal and board any accident involving the bus.
- 7.31 The driver shall make recommendations to the principal and board which might improve the transportation program.

Miscellaneous

7.32 The bus driver shall have authority to decide when to take the children home in weather that threatens to become hazardous.

7.33 Parents shall be advised of safety measures taken in the interests of their children's welfare, and asked to cooperate in making them effective.

7.34 Resident pupils of Green Valley School district who are attending school in Manhattan may board the school bus at designated points in town to be returned to their homes or Green Valley School following afternoon dismissal of school. They will be expected to observe the same rules of bus travel that apply to the other pupils.

Custodial Services

7.35 Custodian shall hold a twelve-month contract with the board.

7.36 Custodian shall maintain the building in clean, healthful and sanitary condition for school use.

7.37 Custodian service is not provided for non-school use of the building.

7.38 Custodian will care for such minor repairs as he has time for, on agreement with principal. Other minor repairs will be arranged for by principal or board with appropriate workmen.

VIII

FINANCIAL AND BUSINESS MANAGEMENT

- 8.01 An annual meeting of the qualified voters of Common-school District 118, Pottawatomie County, Kansas, shall be held at Green Valley School at 8 p.m. on the first Friday in June of each year. (G.S. 1951 Supp. 72-401)
- 8.02 The board and principal of the school shall prepare and post, with the notice of the annual school meeting as now provided by law, a proposed budget of expenditures for the ensuing school year for the guidance and information of the electors at such annual school meeting.
(G.S. 79-2931)
- 8.03 The board shall provide for an audit of its accounts prior to annual school meeting and report of such audit shall be presented at the annual meeting.
- 8.04 The principal shall be responsible for purchase of school supplies except as authority may be delegated to the lunchroom manager, to the custodian and to the bus driver for purchases in their area of responsibility.
- 8.05 Major repairs and building maintenance, and care of grounds will be contracted by the board with appropriate contractors.

IX

SCHOOL - COMMUNITY RELATIONS

- 9.01 Lay groups of the school community may use the school building outside school hours by contacting the principal to avoid conflicting dates.
- 9.02 Such groups may on occasion be permitted the use of the auditorium during the school day by special arrangement with the principal.
- 9.03 Responsible groups outside the community may be granted use of the building by special permission of the board.
- 9.04 Groups, other than those regularly scheduled such as the Green Valley Community Club and the Bonfire 4-H Club, which desire use of kitchen facilities will check with the principal and kitchen manager for permission in advance of the date of use.
- 9.05 No rent will be charged for use of the building but groups are expected to provide their own custodial service and leave the building clean and orderly.
- 9.06 Folding chairs and tables may be borrowed on arrangement in advance with the principal. No other school equipment will be loaned for use away from the school.
- 9.07 The board may restrict the use of the school building or equipment at any time it feels this action to be in the best interests of the school program or the community.

9.09 Complaints of patrons and public will be heard when properly made. The complainant may request a personal hearing at the next board meeting, or may put the complaint in writing to be considered at the next board meeting. An individual board member receiving a complaint will suggest that the complainant take this course of action, or that he take the matter directly to the principal and staff member concerned.

9.09 The board will cooperate with the Green Valley Community Club in efforts to improve relationships between home and school through improved understanding of their common purposes.

X

RULES AND REGULATIONS

- 10.01 The principal, assisted by the staff, is responsible for formulating a handbook of rules and regulations by which policies of the board will be implemented.
- 10.02 Annually the principal and staff will review the handbook and propose revisions as needed.
- 10.03 Both handbook and proposed revisions will be offered to the board for approval.
- 10.04 Each staff member and each board member shall be provided with a copy of the handbook.

A STUDY OF SCHOOL POLICIES RESULTING IN
A WRITTEN SCHOOL POLICY FOR GREEN VALLEY SCHOOL
POTTAWATOMIE COUNTY, KANSAS

by

FAYE GISH

B. S., Kansas State University, 1957

AN ABSTRACT OF A MASTER'S REPORT

submitted in partial fulfillment of the

requirements for the degree

MASTER OF SCIENCE

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KANSAS STATE UNIVERSITY
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The purpose of the study was to put in written form policies of the board of the school in which the writer served as teaching principal.

After approval of the board was received for the proposed project, a review of background literature for school policies was undertaken. Past minutes of the school board were studied; board members, teaching and non-teaching personnel of the school were consulted. Each board member was given a copy of the first draft to study. At the following board meeting there was minor discussion and no suggested revisions.

Basic to all other duties of the board is the establishment of policies by which the laws of the state and the desires of the local people relating to education may be carried out. The chief value of the current trend toward written policies lies in the fact that the written word retains its original meaning better than does oral expression. Written policies consist of two areas: General Policies and Rules and Regulations. The latter are specifics designed to implement the former. General policies outline areas of responsibility for board and staff and point the direction of decisions for administering the school.

The writing of policies is time-consuming because each set must be individually fashioned to fit the school it is to serve. Studies, however, tend to indicate that written policies contribute to more consistent action, to orientation of new board members and personnel, and to informing the public on procedures by which school business is carried out and decisions are made.

Preparation for writing policies should include a study of the minutes of past board meetings, the written policies of other schools, the statutes, and other literature. Writers agree that a statement of philosophy and objectives should be formed as an initial step in writing policies.

By-laws enable the board to act proficiently and tend to increase public confidence in the board's ability to act wisely.

Since boards properly delegate much of their executive capacity to the superintendent, areas of board and superintendent responsibility need to be clearly defined in written policies.

The growing complexity of the educational system makes specific planning for informing the public and cooperative effort between the two increasingly necessary. Written board policies can spell out the attitude and efforts of the school toward this end. While a public relations program will not substitute for a good educational system, a successful public relations program is founded on a good school program, and written policies contribute to both.

The educational philosophy of the board of education, the administration, the staffs and the community is concretely expressed through the budget, the items requested and financed, and the degree to which they are supported. Written policies relating to financial planning assure some continuity and organization to efforts, and reasonable limitations within which to operate.

Board members and the superintendent need to know the community, its customs, traditions, internal organization. This knowledge is pertinent to working relations of the school with the community and to writing policies which reflect the needs and desires of the community.