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File: School Board Training

AN OUTLINE OF TEN LECTURES FOR THE INSERVICE TRAINING
OF LOCAL EDUCATION BOARDS

Board on School Boards in Action. A.A.S.A.

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Ten Lectures for Board of Education

The First Lecture: Working Procedure of the Board

1. Relation of the Board Member to the Board as a Unit

As a member of a board assembled in a legally called meeting a board member has far-reaching authority and power. But the authority is given only to the board as a whole. No member is empowered in his official capacity to control or supervise instruction, to make decisions, or to exercise discretionary powers.

When patrons come to him with their school problems he will always reserve judgment until all the facts are in, and in no case will he attempt to take in hand the management of the schools in order to redress a wrong or to satisfy a school patron. Since giving satisfaction to a patron is a detail of school management and not often of policy making concern, the board member hearing the complaint will not often refer to the complaint of a patron in a legally called board meeting. He may handle the matter thru a conference with the superintendent or properly delegated staff member, or he may discuss the question with his colleagues in informal conference with the superintendent present.

2. Meeting of the Board

One regular meeting is held each month.
Regular meetings are held preferably in the evenings.
Regular meetings last about 2.5 hours.
Most meetings are open to the public. the press and radio will be represented at every meeting.

The superintendent is present at all regular and special meetings.

3. Organization of School Board

The board should elect a president, a vicepresident, a secretary, and a treasurer. It may make the superintendent of schools the secretary, or choose a secretary other than the superintendent or one of their own members. The treasurer is preferably a different person from the secretary. The best judgment of local competent accountants should be used in setting up a system of books that will fully protect both the moral and the financial responsibility of the members of the board so far as legally possible.

The board is not to divide to itself into committees, lest the members may bow and accede to the superior knowledge of the committee that is reporting. The board members may have all the information they desire by having trained, full-time school administrators investigate problems and make recommendations to the entire board.

4. Method of Procedure

Parliamentary procedure should be strictly observed in meetings of the board. In case the members are not acquainted with the parliamentary procedure they should go thru a training prior to actual functioning of the board.

5. Recognition of sphere of duties by members

The board is to confine its time and energies to policy making and evaluation, to delegate the detailed and technical duties to a trained administrative staff which heads up in the superintendent, and to require frequent and thoroughgoing reports regarding the management and operation of the schools.

What is meant by policy-making in a school system? Who brings them to the attention of the board? Does the newly organized board sit down to interpret and put into practice an educational platform or does the board make policies as questions and problems arise? Just where do policies stop and rules and regulation for school management begin? If a school board stays away from the schools and confines its information about schools to the reports of the superintendent and complaints from school patrons, taxpayers and other local bodies whose activities impinge on school management, finance, and control, will not the board remain only partly informed and biased regarding all the facts in a given situation? These questions will be answered in the following lectures.

Policy-making can best be carried on when members approach their problems with calm and open minds. The proposal for making a policy is most likely to come in the form of a recommendation of the superintendent. On the other hand, school policy may arise from a proposal from the community, or some group in the community, and may be sponsored by a member of the board. The ablest school board members are those who have learned the place of the regular school employee, including both the teacher and the administrator; who see where the layman can best aid the schools; and who leave detailed and technical school management and all instructional matters to the superintendent and his staff.

Evaluation is another serious responsibility of the board, as well as of the administrators. Board members must sense the feeling of the community and the attitude of the pupils and of the teaching staff and must appraise the criticisms that drift to them from angry parents, disappointed businessmen, and long-tongued gossips. Board members must know how to detect the motives of the selfish and the envious; they must be able to analyse emotional outbursts of disappointed citizens, parents, and teachers; and they must be able and willing to distinguish the earnest efforts of those who would improve public education from the malignant efforts of those who would destroy public education.

The Second Lecture: School Board and Superintendent of Schools

1. The division of administrative functions

The board legislates; the superintendent executes. This principle must be adhered to, in order to provide the best possible administration.

In order better to clarify the distinction between legislative or policy-forming functions and executive functions, properly allotted to board and superintendent respectively, the following classified list of examples is presented.

I. General Functions

Board: Legislates and establishes general policies, such as the scope of the educational offerings to be maintained, from nursery school to junior college; sets length of school year and vacations; decides extent of expenditures to be made for education; decides upon buildings to be provided; uses effort to secure state legislation to meet local needs; employs a professional school executive to administer the schools and evaluates and appraises his services.

Superintendent: Assumes immediate charge of the entire school system, as he board's chief executive officer in large school systems; coordinates the work of all administrative departments, preferably as a superior officer under whom business and other executives in the system serve; executes the policies of the board or assumes responsibility for seeing that they are executed and recommends policies for the board to consider in improving the system and its educational service to the pupils and the community.

II. Functions in Connection with Major Phases of the System

A Professional and nonprofessional employees

Board: Adopts pay scales; elects or rejects employees on the nomination of the superintendent; determines principles of treatment for employees, such as those in connection with sick-leaves, leaves of absence, preservice and in-service training, retirement, and so on.

Superintendent: Nominates all certificated and noncertificated employees; recommends for discharge any employees rendering unsatisfactory service, within the limits of the law and board regulations; with his staff assigns, directs, and supervises the work of all employees with due respect for any individual rights involved; proposes adequate salary scales for different classes of employees.

B Curriculum offerings

Board: Decides the general scope of the local educational offerings, in addition to those required by law, and passes upon instructional procedures related to controversial matters, such as those sometimes connected with religion, science, social and governmental organization, and so on, within the limits of the law and the requirement of adequate academic freedom of instructors.

Superintendent: With his staff, purchases approved textbooks and other instructional guides and equipment; schedules classes for the various types of training and assigns space for them; assigns appropriate instructors for the various curriculum offerings; decides the general methods of instruction to be used; provides for the continuous revision of courses of study to meet changing conditions, by appointing teacher and possibly citizen course-of-study committees and directing the work of any curriculum experts the system may employ.

C. Finances

Board: Approves and adopts an annual budget; votes tax levies if fiscally independent or, if not, recommends adequate levies to those who have the final power in the matter; decides upon the size and the time of bond levy proposals to the electors; adopts regulations for the accounting of all school funds; and so on.

Superintendent: Presents his proposed annual budget and interprets it for the board; administers the budget after it is adopted and keeps expenditures within its limits; provides for all possible economies that do not endanger educational results; directs the accounting of all school funds; makes proper financial reports to the board.

D. Plant

Board: Decides what buildings shall be built, when and where, and what equipment shall be purchased for them; decides upon extensions of buildings and any major alterations; selects and purchases school sites for future plant expansion; selects and employs school architects as needed; decides the number of care-takers for the buildings and the general quality of care to be given—all with the counsel of the superintendent.

Superintendent: Directs the planning of all educational features of new buildings or alterations of old buildings and counsels the architects in the general plans for such building erection; assigns caretakers to all buildings and maintains general supervision over their work; provides for needed experimentation in determining economical and otherwise efficient methods for building care and upkeep.

E. Pupils

Board: Determines policies regarding age of school entrance, within the law; authorizes the establishment of special schools or classes or other facilities for pupils who are physically or mentally handicapped; determines the general requirements for graduation from the various units of the system; provides for protection of health by use of school lunches, medical and dental clinics, and school nurses; makes regulations regarding corporal punishment, truancy, and delinquency.

Superintendent: Administers all schools and classes established by board action; directs the instruction, guidance, and discipline of all pupils; directs classification, promotion, and graduation of pupils; directs research to determine resulting effects of instruction upon pupils; promotes organizations, such as pupil or student councils and Junior Red Cross, for training pupils in democratic and socially adjusted living.

F Public relations

Board: Represents the community's attitude toward the kind of facilities to be provided for education and interprets these to the superintendent; upholds the administration of the schools before individual citizens and citizen groups; intercedes for proper and adequate state legislation and financial support for schools.

Superintendent: Directs a program for reaching the citizens of the community with adequate information about the activities of the schools, the reasons for the activities, and the results obtained; interprets the schools and the policies back of them in addresses before civic groups

when called upon and as available time permits; works with parents' organizations and other groups interested especially in school welfare and progress; fits himself, with his family, into the civic, social, and religious life of the community in a constructive way.

2. Board and Superintendent Advisory and Cooperative Interrelationship

a. In connection with a policy a board may be considering, a superintendent can answer such questions as:

What are the principles of education involved, or how will the policy affect the pupils?

How do the people react to such a policy in communities where it is used, or are likely to react, if the policy is a new one?

How do teachers customarily react, in teachers are involved?

Are there legal complications and, if so, what are they?

How will the legal complications and, if so, what are they?

How will the adoption of the policy effect the budget, if there are financial factors?

The superintendent is prepared not only to give counsel to the board on policies initiated by the board, or on the revision of policies previously established, but he is trained for proposing policies on his own initiative, the final decision rests with the board. A board member who is a lawyer might in the councils of his own profession propose excellent and progressive policies for the improvement of legal procedures. A board member who is an engineer might do likewise for the engineering professions. But as school board members these representatives of various professions and vocations are laymen. Because of the complicated nature of modern school administration laymen are limited in time and ability to invent or devise the progressive changes likely to be needed for the schools. At least they cannot be expected to be the source of all the suggestions required.

b. The superintendent's reports -- An essential part of the superintendent's advisory and policy-recommending functions is making reports to the board about schools. One of the cardinal duties of the superintendent is to keep the board informed on the progress of the schools and how the policies adopted by the board are working in practice. Some of this information may be mailed to members. Some may be given in written reports at meetings with or without oral amplification.

An annual report is also prepared, summarizing the work of the schools for the year and presenting other information for the enlightenment of the board and also the community at large, and for permanent record. They contain graphs, pictured illustrations, pithy statements, attractive typography, and other features that give them human-interest appeal.

c. There are executive actions in connection with which the superinten-

dent may well receive and accept counsel and suggestions from the board. These may include treatment of nonprofessional employees, treatment of professional employees in connection with their personal welfare, the directing of the public relations work of the schools, the handling of business functions, the care and upkeep of schools buildings and premises, and even the formulating and directing of the instructional program.

- d. Even the regular duties and responsibilities of the board and the superintendent, which come to be differentiated in practice, require a high degree of cooperation, many irregular problems arise in the administration of schools, such as those connected with a building program, major complaints from employees or citizens, exigencies growing out of war or depression, for which there is often no predetermined division of responsibility. To have cooperation and team work the members should keep with the principles of good sportsmanship, while require the individual player to divert praise and credit from himself to the team. In turn the team should accept the responsibility for defeat or failure or a poor score, as a team. The board should be free from factions usually connected with social or business cleavages in the community and may be unrelated to school welfare. Honest differences of opinion between members or between board and superintendent must be expected occasionally, if the differences cannot be dissolved, they must be handled in such a way as not to destroy the basic loyalties that should exist among those working officially together for the common cause of school welfare. Both should keep their differences as private information as much as possible.

III. Personnel Responsibilities and Policies (Part 1)

Employment problems and personnel policies constitute one of the most important, and the most delicate, areas of the Board's work. Personnel problems must not be left to chance- to a series of sour-of-the moment decisions or to meet the whim of some one member who is able to dominate the group. Each board member's ideas of what constitutes an enlightened employer are based on his or her experience as a lawyer, housewife, industrial employee, engineer, union leader, or farmer. These variations in background may make it hard for the board to arrive at sound group decisions which represent their collective judgment. Board policies should be the result of open discussion, exchange of experience, and careful evaluation of the need of the district.

1) The requirements of an adequate personnel program include (a) a continuing analysis of procedure and a continuous study of records; (b) supervisory leadership; and (c) an adequate system of personnel records.

2) Areas of personnel responsibility are numerous. It is the function of the board to create the positions necessary to carry on the services expected. For instance, the board adopts plans for the maintenance of school buildings and properties, determining the number of employees needed for this work and the degree of specialization which will make for economy and efficiency in plant operation. It takes care of the clerical work- care of records, management of school supplies, financial accounting. Is the principal required to do a clerk's work or is he to delegate the details of filing, checking, ordering and handling of supplies, and the answering of routine letters and telephone calls? Do the teachers have sufficient clerical help with their necessary pupil records?

3) Definite job classifications and written instructions for job performance, evolved thru the cooperative work of the superintendent, the board, and the entire school staff, are aids to systematic objective procedures in personnel management.

The board, first of all, must authorize the personnel classification of all its employees. Later it considers, evaluates, and adopts the classifications which seem fairest and best adapted to district needs.

A careful job classification reveals whether or not employees in similar positions are receiving similar wages. The nature of each person's duties is defined, minimum educational and experience requirement for the job are specified, personal qualifications are stated, and relationships among the various classifications of workers are clarified.

The policy having been established it becomes the function of the superintendent to find and recommend the appointment of those who fit into the pattern.

4) The important areas of board responsibility in the selection and employment of the staff are as follows:

a. Use of objective standards. How can specialized skills be determined accurately? How much education is sufficient? What reliable objective facts can be obtained with respect to the applicant's personality, health, and emotional stability?

b. **Certification;** The board will not check on the licenses of prospective employees but will receive evidence on this point from the superintendent as a part of his recommendation for appointment.

In addition to the certificates required by law, some boards require certain related forms of evidence. For instance, a locally-devised test of civil-service pattern is required for part or all of the noncertificated school employees.

c. **Preemployment Health examination** for prospective teachers, and non professional employees as well. Many undesirable applicants who would qualify according to all other standards are screened out when adequate physical standards are applied. The examination must include blood test and chest X-ray according to the conditions of the district.

d. **Experience requirement.** It is a function of the board to decide whether or not previous experience will be required and, if so, to define in its official policies the general kind and amount of experience which will be required of appointees to various types of positions.

Fourth Lecture

IV. Personnel Responsibility and Policies (Part 2)

Policies that enable a board to retain the services of employee, to maintain his efficiency, and to increase the value of his services to the school system involve adequate compensation and recognition, opportunities for growth and professional advancement, security of position, reasonable loads, considerate treatment in all phases of employment, and adequate provision for retirement at the appropriate time.

1) **Salary schedule:** Typical of the questions for which the board must find an official answer are these: What minimum salary is adequate, in relation to the kind and amount of preparation required of the beginning employee? What maximum salary will be allowed? How many increments will be granted in going from the minimum to the maximum? Will the basis for increments be experience, further preparation, or both? Will any salary differential be granted when persons of equal training and experience are employed at different grade levels, or in different types of profession? Will men and women of equal training and experience be paid identical salaries when employed in the same type of positions? Should any family bonus, or dependency allowances, enter into the salary schedule? Will merit ratings be used in any way, either to grant or to withhold scheduled increases? What credit is to be allowed for experience outside of the school system?

These questions must be answered by each board in the light of the best professional guidance and in view of local conditions. Salary scheduling must be based on careful job valuation.

The essential steps in job evaluation are:

1. Prepare a detailed description of each job, accompanied by a specification of personal qualifications needed.

2. Make a factor comparison of jobs, which takes into account: mental requirements, skill requirements, physical requirements, responsibility, and working conditions. In comparing the work of a stenographer and a watchman, for example, factor comparison will show that the stenographer requires more skill and more mental ability than the watchman, but that the physical requirements of the job are lower. There still remains the problem of how to balance each of the five factors, one against the other, but this is a easier process than to try to estimate which of two jobs is worth more without any detailed comparison of factors.

3. Select a certain number of key jobs which have already been clearly defined as to duties, in which the wage rates are not subject to controversy, which are not seriously underpaid or overpaid, and which vary in salary from the lowest to nearly the highest. Tabulate these key jobs and the average monthly salary paid for them.

4. From the descriptions of the duties performed based on information received from the employees themselves and from supervisors, rank the jobs from lowest to highest, taking into account each of the five factors named in item 2.

5. Divide the salary as given for each key job into five parts, assigning one part to each of the five factors in accordance with its estimated importance. (These estimates should be the result of ranking by several persons, for example, four or five job analysts and the members of a representative rating committee, all working under the direction of a chief job analyst.)

6. Compare the results of step 5 and step 4 and eliminate any discrepancies. This gives a yardstick, or rating scale, in points for each of the five factors, and a composite point rating for each key job.

7. Compare all other jobs with the selected key jobs, placing the new ones in correct order of rank by comparing them with the appropriate key jobs and using the rating scale for each factor. In each case the composite value of all the factors gives the total point value for each job.

8. Finally, submit the results to the various departments or employee groups for criticism and approval.

9. Revise the analyses in the light of criticisms.

In step one of the job analysis, it is suggested that each employee be asked to write a description of his work, listing all the duties he performs. This statement is then studied by his supervisor, who discusses it with the employee and adds his own observations about the job. A committee then makes a composite of the individual descriptions covering the same position and refers this back to each employee concerned. In this manner an objective job description is developed. A typical scoring sheet for job evaluation appears on pp. 120-121.

2) Reasonable work loads: In the matter of teacher load many factors that enter into teaching load must be considered, such as number of teaching periods per week, number of separate preparations required each day, committee assignments, extracurriculum duties, records of reports, conferences with pupils and with parents, and professional activities after school hours. A general guide in staff requirements is as follows:

Principals and other administrative officers.--1 to 12 teachers
 Classroom teacher -- 1 to 25 pupils
 Counsellor -- 1 to 200 high-school pupils.
 Librarians -- 1 to 500 pupils
 Clerks -- 1 to 500 pupils
 (No school of 12 teachers or more should be without a full-time clerk. A clerk can divide her time between 2 or more small schools)
 Nurses -- 1 to 1500 elementary pupils
 1 to 2000 high-schools pupils
 Custodians -- 1 full-time custodian for approximately 16,000 square feet of floor area.

3) Security of employment: The services of the inefficient or misfit employee should be terminated in conformity with legal requirements and according to recognized procedures of justice and fair play. The rules of the board should provide: (a) that charges be stated in writing and include a record of criticism and aid offered. (b) a hearing before the entire board, as the teacher may request; (c) benefit of counsel and witnesses; (d) safeguarding of salary rights during suspension; and (e) the right of appeal as provided in the law to the Dept of Education or court.

4) Provisions for retirement: Several pertinent questions merit the careful consideration of the board. (1) Is there already a local or state retirement system for teachers? If so, is membership in the retirement system open to members of the nonteaching staff? Is there a retirement system for state and local public employees to which the nonteaching employees can belong? If any retirement plan is already available to employees in the district, how satisfactory is it? Can a retired person really live on the benefits he receives? Then, depending on the answers to these questions, board policy can move in the appropriate direction: (a) to join with other school districts in the state in developing or improving the state teachers retirement system, the retirement system for nonteaching employees, or both; or (b) to explore the needs, financial support, and legality of setting up a local retirement system. In general, the larger and broader the base, the more successful the retirement system will be. For this reason statewide systems are usually preferred to local plans. Under the guidance of the superintendent and cooperating with one or more employee committees, the board can work out the details of an appropriate action program. The mere existence of a statewide retirement system is no evidence that any school board can properly relax and forget this whole vital area of personnel management. Each board should examine the way in which the retirement plan is operating and, working cooperatively with other local and state authorities, should seek to correct any inequities that exist. These inequalities are made more acute by the load of income taxation and fluctuations in the cost of living.

5) Leave of absence: Each board must determine the amount of sick-leave that is feasible in its district. A generous policy usually pays good dividends not only in employee satisfaction but also in the form of health protection for children. When sick-leave is adequate, teachers with cold or initial symptoms of illness no longer feel that they must keep going in order to avoid losses in salary.

The rules of the board should make clear the status of the married woman teacher in the event of pregnancy. The rules can be reasonable without violating the rights of the individual or impairing the interests of the schools and the child.

Sabbatical leaves usually are granted for extended professional study, travel, research, or needed rest.

6) Promotion, Assignment, and Transfer: Objective standards for promotion can be set up by the superintendent and the board working in cooperation. To make assignments and transfers and to nominate for promotion is the function of the superintendent. The policies with respect to promotion must be based on the size of the district and the available supply of qualified applicants.

7) Academic Freedom and Civil Liberties: Periodically in modern life there arises enough pressure from special interest groups to threaten the academic freedom of teachers. Most experienced board members are familiar with the uniformed adult who repeats half truths as reported by a child and condemns some teacher's work on the basis of them. Such an adult may be dangerous to academic freedom. To question a teacher's loyalty, patriotism, or respect for the Constitution on some such fragile basis is a form of witch-hunting. It is the board's duty to stand by its employees and protect them from these unwarranted pressures.

The fact that school board members are themselves affiliated with pressure groups does not give them the right to force their religious, social, political, or economic opinions upon the teacher, employees, or children. The teacher should be responsible to the superintendent, rather than to the board, for his methods and materials of instruction. If the board questions the propriety of classroom practices, it should, by regular board action, refer the matter to the superintendent for study.

Church activities, hobby groups, welfare work, discussion groups, social clubs, through which the teacher partakes in the life of the community are not proper subjects for either formal board rules or control through contract agreements.

Conduct unbecoming to a teacher may become a problem, especially when a teacher comes into a conservative community from a more liberal one. The wise superintendent can through guidance help most teachers individually to correct the situation or certain matters can be given over to the local professional association.

The matter of part-time employment on the part of the teacher may become the board's concern when it affects the quality of the classroom work. When teachers receive adequate financial and personal returns for their work, a minimum of restrictive regulation will be necessary.

8) Inservice Growth: The workshop method as an inservice training brings new materials to the attention of teachers and gives them the opportunity for active participation in the development and appraisal of new techniques.

"In each school system there should be a compilation of the training opportunities available to school employees, the courses offered, the forums, institutes, lecture series, seminars, workshops, demonstrations, and so on. There should be a tabulation of the professional interests and needs, of the staff as a basis for the introduction of new inservice projects. The board itself will not be directly concerned with such administrative details, but it must authorize certain funds and encourage adjustment of work schedules and inservice programs."

Fifth Lecture

V. Relation of the Board to Employee Organizations.

1) Professional educational associations: About the only contact which many boards have with professional teachers associations occurs either at the time of a hearing on behalf of an aggrieved member of the association or when state and national organizations press for legislation. Consequently, a negative attitude sometimes is built up. Well informed board members know, on the other hand, that membership of school employees in professional organizations has tremendous value for the school district.

Local organizations also may be of help to the board in recruiting new employees and in helping them to learn the rules and customs of the district more quickly. Professional organizations often help in solving difficult personnel problems.

The board, at this transition stage of Japan's education, should encourage such organizations as the association of school administrators -- the professional association of superintendents of schools, either state or local. The board members should make it possible for them to attend the meetings as associate members (without vote).

2) Unions of school personnel: the board should make every effort to prevent conflict and antagonism between the unions and the board, by showing attitude of fairness, interest in the welfare of employees, and willingness to discuss any problems of the district which concern the employees.

3) General principles in dealing with employees:

1. Any employee should be free to join any lawful organization, whether a professional association, a labor union, or a civic, political, or fraternal group. Teachers, however, should remember that they occupy a position of prominence and influence in the community. While their civil liberties must not be circumscribed, they should exercise the responsibility that goes with leadership.

2. Employees should be free to discuss with the school administration any matters pertaining to employment, salaries, working conditions, or the improvement of the teaching or public relations of the schools. Employees may properly, if they desire, select some other person, group, or organization to represent them, if such selection is made freely without intimidation or coercion.

3. The right to work in a school system should be dependent upon preparation, ability, and effectiveness and should not be dependent upon membership or nonmembership in any organization, except so far as limitations of this right may be agreed upon by democratic processes and mutual consent of the school board and the personnel concerned.

4. As a general principle, school personnel are entitled to receive salaries and working conditions which are comparable to those which prevail for other employees in the community with similar work, preparation, responsibilities, hours, and working conditions.

5. In general, whatever points are agreed upon should be written out in some form because a few years later it may be difficult to remember exactly what was agreed and the personnel involved may have changed.

Sixth Lecture: Financial Functions

Cost accounting, budgeting, and reporting are three aspects of the same general function. The three should use an identical nomenclature and system of accounts. They should cover the same time span. In detail they should be so arranged as to tell the financial story clearly and helpfully to the board, the executive, and the community.

1. Cost accounting:

No school executive or board of education can judge the costs of the local system in the absolute without an accurate system of cost accounting refined in direct proportion to the size of the community. Neither can the executive or the board intelligently judge the relative cost of the many functions within the system or validly check them against the costs of the same functions in like systems unless the accounts are both accurate and complete. Only by the adoption of the national standard of cost accounting can the effective internal and the valuable external comparison of costs be attained.

Despite the presentation by public accountants of impressive "balance sheets" for school systems, capital accounts, save for purposes of insurance and record, are of minor importance. The one exception is the physical inventory. A complete inventory of articles that cost more than \$5 (\$1000) or last more than five years may well call for a catalog with ten times as many items as there are pupils. The cost of keeping up to date such an inventory and of depreciating the value of the individual items annually in large school system is prohibitive. But this fact is not a valid reason why all schools should not exercise all possible control over their stores and movable equipment. The objectives in such inventories are control and conservation. These can be attained by a card or loose-leaf ledger inventory of only the twenty to twenty-five items of concentrated value which tend to disappear. As of today, there would be included adding and calculating machines, typewriters, radios, floor polishers, vehicles, pianos, musical instruments, microscopes, balances, and cameras, but not pencils, and paste jars. Stock inventory would include all items.

2. Budget:

The budget is the most important financial document of a school system. In it should be found a statement of all anticipated revenues and a scheme for expending them. The order may be reversed; if so, the budget becomes an outline of proposed educational and auxiliary services with their costs and a statement of the revenues needed to pay for them. A good budget is based on accurate costs plus intelligent estimates. The cost should be available in detail comparable with the size of the community and should cover a period of three years for all items and preferably as long as ten years for the major items of administration,

instruction, auxiliary services, operation, maintenance, fixed charges, capital outlay, and debt service.

Budget procedures similar to the following are generally accepted. Some time before the end of the fiscal year the superintendent requests from each principal and department head an estimate of his anticipated needs for the coming year within his area of responsibility. The requests are reviewed by the superintendent or by an administrative committee if the size of the system warrants. The review seeks (a) to determine validity of requests; (b) to eliminate duplication of items; (c) to restrain expansion to what is practicable; and (d) to discontinue expenditures that are no longer justified. The agreed-upon allowances become the superintendent's budget, which is then approved, amended, or disapproved by the board, usually after a public hearing.

3. Telling the financial story:

After the budget figures have been agreed upon, the board, dependent upon the approval of the city council, prefectural assembly, or other reviewing body, must present its case. A budget should be clear in outline and intelligible to the ordinary person. In 1928, the Board of Rochester, New York prepared a popular school budget and distributed to practicality all of the taxpayers. It was illustrated with charts and graphs. A running story explained the nature of the major expenditures. Many communities have since followed the same plan. The budget report soon acquired human interest photographs and pictographs. But of greater significance is the fact that the educational story has now begun to be told in the same document with the financial statement in as appealing a manner as cuts, art work, and clever captions can produce. In brief, the board and superintendent present both educational objectives and the cost of attaining them.

4. Auditing.

If the law does not define the type of audit required or place the responsibility for audit upon some local or state official a board should prescribe the type for its own protection. It may employ an auditor, engage a public accountant, secure the services of a local official, to examine the accounts and verify the cash and securities in bank and till.

A straight financial audit is one thing; an audit for legality and propriety is another. Illegal expenditures can be anticipated by the use of the preaudit. This merely means that no order is written, contract signed, or person employed until the board is assured in writing of both the availability of funds and the legality of the proposed expenditure, and not infrequently its propriety. A postaudit must be thorough, assuring not only accuracy in payments but that all vendors have met the specifications and stipulations in their respective orders.

Unfortunate experience has shown that only after a principal, teacher, clerk, or student has by accident been found to have made off with funds has it been noticed for the first time that individual school units frequently handle during the year large amounts in book rentals, agricultural or technical products, fees, game and entertainment admissions, and in lunchroom receipts. A general audit of a school system should today provide for the periodic audit of all school funds, including both athletic and other student funds. The state legislature may not as yet have delegated specific responsibility for the care and custody of school funds to the board of the state but in the minds of the public that is where it rests.

5. Purchasing:

Although the elements are simple, volumes have been written on purchasing. First are the controls: statutory requirements, budget allotment, inventory limits, and standard specifications. Statutory limitations usually provide that purchases shall be made from the lowest responsible bidder, that they may not be made from a board member or firm in which he has a substantial interest, that formal public bids shall be received if the contract is to exceed a certain amount, and that specifications shall be open to all qualified bidders and complete with quantities actually to be purchased. A board that takes pride in its reputation respects both the letter and the spirit of the law and in the absence of legal signposts follows a course marked by fair and open dealing. Purchases should not exceed budget allotments without formal approval of the board. Specification standard, for educational supplies should be largely determined by the users. It is good practice for supply purchases to be divided into categories, with corresponding stores sections. The amount, type, and quality of each item to be purchased and stored are then determined annually by a small committee of those most concerned.

Purchasing procedures start with the requisition. The requisition should be in writing and signed. It should be clear and precise. After the requisition has been checked against the balance remaining, it is referred to the superintendent or an assistant who judges the request as a matter of policy. If approved, then the order should be written and with an adequate number of copies: (a) to the vendor, (b) to the requisitioner, (c) to the budget control clerk, (d) file copy by schools (e) file copy by vendors, and (f) extra copy for follow-up. The person who requisitions receives the delivery, he then signs his copy of the order and returns it as authority for payment. If the requisition and receipted copy of the order are attached to the payment voucher when it is filled, the board has a full story of the purchase in question.

6. Operation and Maintenance

The board must decide, in carrying on the maintenance and operation

of its plant, whether to do so on a building unit or system basis. One janitor may be made supervising janitor, or if the size of the community warrants, there may be appointed a superintendent of buildings and grounds with a small staff of mechanics, a field inspector, and a draftsman. The decision as to the amount to be expended for maintenance, is determined in the central office as a percentage of the valuation of the plant as a certain share of the total budget. Painting is not done on order but on a schedule, such as two to three years for exterior trim and five to ten years for classrooms and corridors. The board probably operates a repair shop where it mends and refinishes furniture and equipment, sharpens tools, reconditions athletic equip, and maintains all office machines. Only the large alteration and replacement jobs are let to contractors. The board member who takes pride in his own home, maintaining it well but economically, can readily appreciate plant problems in a school system.

7. Miscellaneous Functions

It is the care with which the board carries on its varied functions that is reflected in public confidence. The following are some examples for which the board may give their concern:

- a. Fire insurance. To determine who is to get insurance.
- b. Communication (internal and external)
- c. A shortwave of FM broadcasting station with outlets in all classrooms.
- d. Pupil transportation, for atypical pupils & in rural areas.
- e. Provision of indigent pupils with clothes and gym shoes.

8. Personnel - Payment

A school board is wise which lets an administrator learn the administration of personnel and keeps the board informed in the technic of salary payments and allowances, recognizes and appreciates the teachers' point of view. The sooner that a board adopts a salary schedule and administrative rules concerning illness, accidents, absences, leaves, training in service, and retirement, and enforces them sympathetically and uniformly, the fewer will be its personnel problems arising from economic causes. The schedule should include the following problems:

- a. Basic salary schedule
- b. Dependent allowance, area allowance
- c. Illness, accident

- d. Absences, leaves, training in service.
- e. Retirement.
- f. Overtime and specific duties such as supervision of after school clubs, cashing in the lunch room, etc.
- g. Housing for custodians.
- h. Perquisites at pupil expense.
lunch,
selling course outline
selling supplies

The Eighth Lecture: The Board and Public Relations

1. Varied Approaches to Public Service

Incentives for seeking board membership are varied: To affect curriculum changes, to sponsor building programs, to fight isms that may be real in the mind of the individual whether they exist in the school system or not, to encourage the teaching of citizenship, to correct the lack of discipline, to promote athletics or reduce it, to change salary schedules by raising or lowering salaries, to get a name before the public as the first step in a political career. To bring these widely varying approaches into harmony is a first requisite for a successful program of public relations.

2. How to avoid conflict

A clash over personalities, a fight over the selection of a school site, disagreement between urban and rural areas in the district, these are but a few excuses used for ousting a board. In most cases such drastic measures would have been unnecessary if the administration and board members had made a reasonable effort to alleviate misunderstandings and fears.

The complete elimination of prejudices and the adoption of a strictly nonpersonal, non-pressure-group approach to school issues is the only means to change the traditional policies of school system. Any dominating individual whose service to the school will not stand open scrutiny should be replaced.

The job of acquainting the public with the program of the school must be carried on continuously. Unless something is done to establish proper public relations, misunderstanding and lack of confidence will be the result.

3. How to find true public opinion

Students, parents, taxpayers and public-spirited civic groups are in a position to function effectively as a cooperating agency in the planning of an adequate school program if they are given the chance.

The persons in the group sponsoring his candidacy, those in his neighborhood, or his business office, should not be considered infallible. Close associates are likely to say only what the board member would like to hear, while other organizations may be plotting to bring about a change. A successful public relations program seeks to build good will and to avoid the development of ill will. The solution of any problems should be based on facts, whether it is in agreement with the view of the individual members of the board or not.

A barrage of publicity launched by a board for the purpose of presenting only the favorable side of educational matters is certain to irritate many persons. Publicity is profitable only if it develops closer harmony between the school and the community. War, peace, and hardtimes all have their effect upon the school's public relations. When such nonschool interests prevail, no amount of school publicity without corresponding service to the community, will be adequate for the maintenance of proper relationships between the board and the taxpayers.

4. How members should prepare themselves for sound public relation program

There are certain functions to be performed by every new board member who prepares himself to carry his share for promoting a sound public relations program:

a. A new board member should examine the minutes of previous board meetings, and study any reports which have been made by executive officers, or the school staff.

b. Get advice and counsel from board members and school employees who knows the kind of a job he is supposed to do.

c. Give credit where credit is due.

d. Attendance thruout the entire session at every meeting of the board is the responsibility of each board member.

5. Technics of Public Relations

a. Open Meeting: Cordial welcome extended to every citizen to attend official board meetings as often as possible rather than wait until he was some grievance to present will do much to remove suspection. To further encourage public interest in its activities the board should hold its meetings in a tastefully furnished room rather than out-of-the way places. The time and place of the meeting should be thoroughly published, and every visitor should be treated with such consideration as to develop in him a desire to promote and participate in good public - school relations regardless of any differences of opinion that may arise. The press should be urged to send at least one representative. Reports containing essential information should be in evidence.

b. School publication: By the use of school publications such as the high school newspaper, the report to parents, research bulletins, annual reports, poster, and other forms, every school is attempting to interpret its work to the public. The board should recognize school publications as one of its most important interpretive instruments. The board should also encourage its employees in modernizing school publications, adjusting them to current commercial standards, thereby increasing their effectiveness.

c. The Press: Since the public is not accustomed to attending board meetings regularly, it is highly essential that all matters of importance be reported to the newspapers serving the community. If the newspaper is not represented regularly, it is the responsibility of the board and the superintendent to see that the editor receives a complete report of all that transpires at each meeting.

d. The radio: FM radio is destined to affect the whole program of education. Its effect as an instrumentality to provide parents and patrons with a better understanding of the aims and methods of education prevailing in public schools cannot be overestimated. Boards should seize this change of controlling this great tool for curriculum enrichment and the promotion of truth, knowledge, and understanding.

e. School visitation: Boards should recognize the "Open House" as a means of conveying to the public a complete concept of what is going on in schools. Board members should cooperate with the school staff in an effort to determine what the community wants to know about its schools. Facilities should be available to provide for interpreting what is seen, and there should be a followup to discover the reaction of the public to the entire program. By bringing members of the community into direct contact with the schools through the use of clinics, school exhibits, hobby shows, recreational, cultural or vocational adult classes, a closer relationship between the public and the school will be established.

6. Dealing with Groups

a. Board members vs. his own group: The only safe standard for a board member with respect to his relationship to other members is the assumption of a completely objective and impersonal attitude toward each other. A new member who seeks an ally or two among other members in order that he may create a block to champion his cause destroys confidence and causes prejudices and animosities. Thru an objective consideration of difference of opinions the effect of mistakes in judgment is reduced to a minimum.

b. The teacher & other employees : The school of today must function in a modern and complex community. The teacher must be far removed from his traditional cloistered existence, must understand the culture in which he lives and be socially capable of adjusting to his environment. Teacher-child relationship, teacher-parent relationship, and teacher-community relationships determine the pattern for public relations between the school and the community. Board policies for the election of good teachers and employee and for the promotion of inservice training are important factors in the school's relationship to the public.

c. Children should not be exploited for the sake of community pride or financial gain. A program which is the outgrowth of popular demand and is based upon other than sound educational principles will penalize both the children and the community.

d. Board and community: It is easy to accept unquestioningly anything bearing the stamp of traditional sufficiency. On the other hand, patrons are likely to look with suspicion upon everything new and, to them, revolutionary. To overcome this natural inertia of the typical community the following measures will be adopted.

1. Encourage its professional executives and skilled personnel, who are generally ahead of the community in their concept of education, by giving them ample opportunity to develop a basic plan which recognizes the educational problems of the community.

2. Interpret the community to its professional employees in a manner which will permit them to build a program capable of leading the community step by step from where it is to a point where it will accept and support an educational program more closely geared to the life the children must live.

3. Understand the schools. Know what is going on in the classrooms and why. Evaluate the experiences children are getting in terms of today rather than yesterday. Enlist the services of teachers and administrators alike in obtaining a proper interpretation of the traditional pattern of the schools and in determining whether or not the children need an enriched experience for full growth and development in a modern world.

4. Provide the means for the development of a system of keeping the community informed as to the purpose, value, conditions, and needs of the schools. Many avenues of approach have been discussed in this chapter, but each board of education should keep constantly alert for new methods of promoting the interests of the schools in the community.

5. Develop a philosophy of purpose and achievement with complete elimination of conflicting group interests, personal prejudices, or individual bids for public acclaim.

6. Find compensation in the realization that the board has honestly attempted to meet community needs to the fullest possible extent.

e. PTA is primarily a clearinghouse for the presentation and discussion of educational problems out of which may grow an interpretation to the community of the purpose, the worth, and the needs of the public schools. Although it is outside of the legal organization of the school district it has a definite place in the functional organization and should be considered as an advisory and cooperating group of first importance.

When conflicts arise they should be traced to their sources as quickly as possible and attempts made to remove the causes. Many conflicts are the result of either personal differences or a mistaken concept of the function of the PTA. The most general cause is poor leadership and a lack of cooperative effort, which allows special interest groups to take the wheel."

* * * * *

IX. Planning Better Schools for the Future

We no longer allude to children in the classroom as the sum total of school life. Often the classroom is vacant as children work and learn in garden, museum, city hall, manufacturing plant, or with community groups. Furthermore, we find, instead of children, young mothers learning to fashion children's clothes in the evening school, or a public forum including some community bigwigs, and a goodly number of thoughtful people of various ages who differ widely in economic status, social position, and viewpoint. As we consider educational plans in the future we are not starting from scratch. If we are critical in our observations we cannot escape being disturbed by the lag between what we know and what we do.

1. Utilizing staff leadership and resources:

The professional staff is in a position to accumulate data- facts- of value in solving educational problems which are ever emerging. Significant data should be collected and classified for ready reference as new needs arise and change in policy are contemplated. Population facts showing changes in various sections of the community which affect the school population, the number of children of a given age should be kept.

2. Use of survey specialist:

The survey movement includes a wide variety of investigations. There are surveys concerned almost wholly with building programs; others are on finance pupil achievement, surveys of instructional procedures, and curriculum surveys. Others emphasize health; community, school and home relationships; recreation; special classes; vocational education; provisions

for national support; and special levels, such as nursery schools, kindergartens, elementary and secondary education, and junior college and all phases of higher education. The schools are being less and less considered as isolated institutions and more and more accepted as integral parts of the community.

3. Cooperation with industrial surveys:

Neither industrial surveys nor school surveys in a community can properly ignore the ramifications of their institutional influences as they cut across the numerous lines of cleavages which constitute the social network of the community.

4. Ascertaining Public Hopes and Desires:

The 1943 report of the National Resources Planning Board outlines America's national hopes and desires for education. The following proposals were submitted:

- (1) That equal access to elementary and high-school education be assured all children and youth.
- (2) That services for young children, such as nursery schools and kindergartens, be made generally available in urban areas and in rural areas where the need is greatest.
- (3) The equal access to general and specialized education be made available to all youth of college and university age, according to their abilities and the needs of society.
- (4) The adequate provision be made for the part-time education of adults thru expansion of services such as correspondence, forums, broadcasting, libraries etc.
- (5) That educational provisions for children who for any reason need special types of instruction be greatly expanded.
- (6) That the quality of education at all levels and for all persons be made adequate to meet the needs of a democratic nation.
- (7) That men and women demobilized from the armed forces and war industries be given opportunity to secure necessary retraining for civilian activities, or to continue their education.
- (8) That camp facilities be made available for all youth, with work experience.
- (9) That means at school, and supervised work and play projects before and after school hours, be made available to all children who need them.

(10) That an extensive program of building construction and repair be undertaken to meet the needs of education at all levels.

(11) That school districts be reorganized to enlarge the local administrative unit.

(12) That dormitories and transportation services for pupils in rural areas are greatly expanded.

(13) That the services of the US Office of Education and State departments of education be expanded and developed to provide adequate research facilities and educational leadership to the nation.

(14) That adequate funds be made available by the local, state and federal govt to assure the carrying out of the recommendations presented above.

(15) That inequality of the tax burden for education within and among the States be reduced thru the distribution of State and Federal funds on the basis of need.

5. Extension of Program upward and downward.

Expansion has taken place along different lines, such as longer school terms, wider variety in curriculums, vocational courses and schools, part-time schools, more advanced work for older pupils, increased number of secondary schools, colleges, and universities, and special adult-education programs and development of kindergartens and some beginnings of nursery schools. As we view the tremendous social and economic changes taking place, we are compelled to contemplate the scope of education of today and what it ought to be tomorrow.

A great area of less sharply defined planning is known as adult education. Its scope is exceedingly wide and comprehensive. The offerings spread out to include almost every educational interest known to adult life. Part of it is largely recreational in character, some offerings may be termed cultural, while at the other extreme are rich offerings in technical fields too new for adults to have mastered them in their youth. Throughout the program there runs a dominant motif designated as good citizenship, the growth of democratic ideals and practices, and a wider understanding of contemporary political, economic, and social life.

6. Recreation and Health:

Health programs are vastly more than therapeutic services. Curative measures are essential, but all members of medical and health professions give attention to preventive measures and reiterate that fundamentally and basically health is a matter of education.

Also, education is one of a number of forces carrying the level of our recreational life to the highest points. It should

be constructively critical of commercialized recreation and amusements and provide leadership in guarding the emotional and physical well-being of youth. Without adequate educational provisions recreation tends to drift to low and destructive levels. Individuals all too frequently drift into dissipations which tend to injure and destroy both the individual and the society. Board should accept their share of responsibility for a sound and effective program in recreation and health.

7. Occupational Pattern.

The relationships between occupation and vocational education is readily seen. A local occupational survey is a matter of great importance in the determination of educational policies and practices for a community. An occupational survey, with provisions for keeping the facts up to date, is essential to good educational planning. It is rooted in capital investment, the interests of labor, family pride, community enterprise, and whole network of human relationships.

8. Participation in State Educational Planning

The state plays a large role in administrative affairs and financial support in education. The wide range of inter-community relationships should develop in such a way as to make an integration of efforts imperative. Increased subsidies from the state bring about a closer coalition in organization and administration. Local control puts into effect the minimum state plan, adapts it to local situations, and then enriches and improves it.

Tenth Lecture: Rules and Regulation and Bylaws

In drawing the rules of the board the following points should be taken into consideration, plus those points which apply the Japanese circumstances.

1. Board of Education
2. Authorized Services--Elementary School, Junior and Senior High School, Special Schools, Lunchroom, Transportation, etc.
3. Administrative Organization
4. Appointment, Assignments, and Supervision of Employees
5. Probation, Suspension and Termination of Employees
6. Salary Schedule
7. Pupils
8. School houses and School Property
9. Pupil Fees

TYPICAL SCORING SHEET IN DETERMINING
ELEMENTS OF A JOB

<p>MENTAL REQUIREMENTS</p>	<p>Education</p>	<p>Grade School High school Trade training College</p>	
	<p>Experience</p>	<p>Long Medium Short</p>	
	<p>Cultural background</p>	<p>High Medium Low</p>	
	<p>Native intelligence</p>	<p>High Medium Low</p>	
	<p>Articulation</p>	<p>Good Fair Unimportant</p>	
	<p>Expression</p>	<p>Good Fair Unimportant</p>	
<p>SKILL REQUIREMENTS</p>	<p>Highly skilled Semiskilled Unskilled</p>		
	<p>PHYSICAL REQUIREMENTS</p>	<p>Rigorous work, such as hard sustained labor Medium: necessity to climb - intermittent hard labor Light labor Active -- foreman type work Sedentary office type</p>	
<p>RESPONSIBILITY</p>		<p>For policy determination For organizing and planning For administering policies For direction of workers For guarding against legal error For errors which may cause monetary loss For decisions which may produce economics For care and protection of valuable property For incurring public good will For promoting safety</p>	

210 School Board Training

Quiz for new School Board Members

Part I Circle the answer which you think is correct.

The number of Schools in _____ is.

_____ Elementary Schools

_____ Junior High Schools

_____ Senior High Schools

_____ Schools for Deaf, Blind and other
handicapped children

The number of Junior High Schools still in elementary schools

(where they do not belong) is _____.

The property value of all schools is _____.

The number of school children is

_____ Elementary pupils (Grades 1-6)

_____ Junior High pupils (Grades 7-9)

_____ Senior High pupils (Grades 10-11)

The officially desired ratio of teachers to pupils is _____.

In Aichi the actual ratio is _____.

The percent of the Prefecture budget devoted to education is

_____.

Part II Circle True (T) or False (F)

There are more boys than girls in the schools T F

Senior High Schools are now on a 3 year basis T F

The largest school is _____ T F

Aichi Senior High Schools are now Coeducational and districted

.....T F

The basic school law calls for 9 years of compulsory education

.....T F

Part III Complete by filling in the blanks with the right words.

The names of the new secondary schools are now _____

_____.

The average number of subjects taken by a Senior high school pupil

is _____.

The basic wage for an elementary school teacher is _____.

(This compares with the national average which is)

In the U. S. 80% of all pupils go to Senior High Schools.

In Japan the percent is _____.

A new type of Senior High School which includes all types of courses

is called a _____ school.

File: School Board
Training

KINKI REGION CIVIL EDUCATION CONFERENCE
Osaka, 4 December 1948

School Board Orientation Outline

1. Educate the Board on its relationship to the rest of the Government and especially to the Education Department.

- A. There is real danger that the Governor or Mayor will try to dominate the Board.

Give the Board support.

The School Law is definite on the independence of the School Board.

- B. The Education Chief will have a tendency to follow his old path to the Governor's office unless the Board exerts its authority.

This question of who is boss of the Education Chief may bring up the question of the choice of superintendent to replace the present Education Chief.

- C. Mombusho may try to keep central. Don't allow the old Education Chief to indoctrinate the Board with his old time reverence for Mombusho.

- D. Place of School Board Meetings. The School Board should plan to have its own offices preferably separate from the prefectural or municipal building.

II. The Board should organize carefully.

- A. Importance of the legal board meetings, and of publishing notice well in advance of the meetings so that all who wish may attend.

- B. The chairman and his duties.
See attached discussion of the chairman and his duties. This outline is American, it is long, but it is quite complete and has many good ideas for guidance of the Board Chairman.

- C. Rules and Regulations.
See the chapter on School Boards in EM 929.

- D. School Board Employees - clerk, treasurer, etc.
A discussion of these jobs is in the reference material attached.

- E. Functions of Board and Superintendent.
This is an old story now but it is included in the reference material.
- F. Choice of Superintendent.
The Board should be free from pressure to hire the old Educational Chief unless the Board is convinced that he is the best man.
- G. The Prefecture Board has a dual job and should organize to do this dual job. See Articles 49 and 50.
- H. The question of permanent board committees should be decided.
There is a discussion of this point in EM 929 and in School Boards in Action. Most authorities are against permanent Board Committees.

III. School Boards will need to study the basic laws effecting education. These can be supplied by the present education department.
Laws which should be studied are:

A. Constitution of Japan.

Articles

- B. Basic Education Law
- C. Basic School Law
- D. School Board Law
- E. Mombusho directives of which the following are the most important.
1. Teacher Screening
 2. Religions and School
 3. Politics and Schools
 4. Hatsu Gakus such as 63, 156, 534.

There is an Educational Manual published by Mombusho which includes all the above.

The CE officer can find English versions of all of the above in the booklets on Education in Japan Vols I and II and the appendices.

*Education handbook
by Mombusho 150 Yen
Pub in Kyoto.
GG Tanager*

There is possible a need for the Board to hire legal counsel or arrange to get such legal assistance. This is a problem for the future to decide.

IV. The Board should bring its philosophy of education in line with the laws which have been passed to revamp Japanese schools. Some material the School Board should study are

- A. Potsdam Declaration
- B. Report of the U.S. Education Mission to Japan
- C. Reports of the Japanese Education Reform Council.
- D. New Education in Japan
- E. The ideas found in Mombusho directive mentioned in III D.

The Educational Manual mentioned under III contains items III B.C. and D.

The CE officer will need to tie all these ideas together in one or more meetings devoted to the discussion of the above items. Also project for them the movie "The New Education" recently received from SCAP by the ken film library.

V. Some of the general ideas of IV should then be translated into a policy outline for each level of education.

- A. Aims of education in kindergarten
- B. Aims of education in elementary school
- C. Aims of education in Lower Secondary Schools
- D. Aims of education in Upper Secondary School
- E. Aims of education for Adults.

Reference is made to to this in the magazine articles inclosed with this outline.

Naturally these ideas cannot be presented to the Japanese in their present form but should be presented to School Boards as the type of thinking that the Board members must do. Any Board which sits down to write out their own ideas in general terms will be giving themselves a good lesson in educational philosophy and at the same time begin to realize their role as policy makers.

VI. The School Board should start preliminary planning on the 1949-50 budget and should plan on public hearings when the budget is ready.

- A. This would be a good public relations gesture and the public should appreciate the Board's desire to acquaint the public with school affairs.
- B. There would be a real opportunity for publicity on such a public hearing which would perhaps be a "first" in Japan. The GI officer should be urged to exploit such a hearing as general local autonomy publicity.

VII. Future Planning.

- A. Possibly the number one problem facing the Board is the unfinished business of school reorganizations. This problem should be solved before the start of the new school year in 1949.
 - (1) Upper Secondary School Questions.
 - (a) Who shall exercise control - Prefecture Board or local Board?
 - (b) Shall Upper Secondary Schools become comprehensive in fact as well as name?
 - (c) Should Coeducation be expanded?
 - (d) The Upper Secondary Schools must be districted.

1. This involves equalization of schools by shifting teachers and principals.
 2. Plans should be made for future building so that pupil travel will be reduced.
- (e) Part-time education should be expanded.
- (f) The present system of courses should be revised.
1. Fewer courses per year.
 2. More frequent meetings per week.
 3. More electives.
 4. Development of required general education courses
- (g) Guidance.

(2) Lower Secondary Schools problems

- (a) Consolidation
- (b) Guidance
- (c) Orientation of principals and teachers on the aims of the Junior High Schools

There are some new handbooks on the Lower Secondary Schools which should be read by the Board as background material.

B. Elementary Schools

- (1) Plans must be made for the construction of new elementary schools to meet the needs of an increasing population.
- (2) Junior Highs now in Elementary Schools should be moved.

C. Policy should be developed on the expansion of education upward and downward.

- (1) Kindergarten
- (2) Adult Education

- (a) Social Education is a function of the School Board and training in democracy should now be extended to the lowest levels, the citizen farmer or fisherman who has only had a sixth grade education.

- (1) I Corps Adult Education Course.

VIII. Miscellaneous ideas to present to the School Board over the next few months.

A. Community Schools - this term has a double meaning.

- (1) Pupils studying the community.
- (2) Use of the schools by the people of the community.

B. Public Relations of the School Board

- (1) Every act of the new School Board sets a precedent. One of the most important of the good precedents which should be set is the idea that the Board owes the people a report of the Board's stewardship of the people's trust. In fact this is the unfinished business of School Decentralization. The relation of the School Board to the people must become clear to the Board and the people. The GE Officer should take every opportunity to educate the public on the true spirit of the School Board Law.
- (2) The School Board should realize the need to "sell" the public on the needs of education. Education must fight for its share of the public money with other and more powerful government sections. The Board will need public support for its plans and that support must be reflected in the assembly.
- (3) The above 2 ideas can be carried out in many ways.

Suggestions are:

- a. Personal speeches by Board members as sanctioned by Board vote.
 - (1) Kyoto experience.
- b. School Board and Superintendent reports.
- c. Possibly the Board might wish to publish a regular paper to be distributed to the people.
- d. Good relations with the press. Reporters should be present at meetings of the Board, or the Board should arrange to give Reporters the news of what took place at a meeting.

C. In-service Training

- (1) The School Board should draw up a policy on this subject.
- (2) A policy on in-service training should involve some salary adjustments for those teachers who carry on a program of in-service training.
- (3) Recent developments will help to promote in-service training.
 - (a) The New Public Service Act for Teachers will place a good deal of emphasis on teacher training.
 - (b) The Teachers Unions is beginning to swing around to a more professional attitude and will not stand so rigidly against an in-service training program.

D. Salary schedules should be put on a businesslike basis.

E. The School Board may wish to encourage the PTA.

F. The School Board should be encouraged to seek professional and citizen help on the study of problems, and making of surveys.

- (1) Some of this aid is highly professional advice of experts who might be consulted on problems of a highly professional character. See reference material.
 - (2) More important is the use of citizen committees to help the Board. Many of the problems already mentioned might well be turned over to citizens committees.
- G. A problem of special interest to the Prefectural Board should be a solution to the problem of equalizing education between rich and poor districts (involves the scrapping of the favorite school system).
- H. The Prefecture Board should develop its role as a sort of State Board of Education?
- (1) This will involve the basic question of school control. Should the Prefectural give up control of Upper Secondary Schools and get out of the school business, except for schools for handicapped children as such specialized schools are beyond the financial resources of the local Communities and so must perhaps remain a prefecture function?
- I. There are several miscellaneous problems which may already be settled.
- A. Reimbursements.
Will the Board vote itself big salaries or will it follow the spirit of Article 31 and vote itself only expense money?
 - B. How will the Prefecture handle its dual role - That is for a year or so it is a prefecture Board and a local board at the same time.

Copy sent to each board
6 Dec 48

~~Type~~ *Scopus*
School Board

THE SCHOOL BOARD PRESIDENCY

Harlan L. Hagnan

The president of the board of education is one of the most important officers of the school system.

The board's presiding officer is in a special position of educational leadership, the importance of which is reflected in the excellence or in the lack of excellence in the schools under the board's supervision. His influence upon board action is exerted through his management of board sessions and through the effect upon others of his personality which must be forceful to an appreciable degree or he would not have been made presiding officer. The weight of his experience as board member acts upon his fellow board members since most presidents of boards reach their positions after board experience as long as or longer than that of the other members. To the school employees, school patrons, and general public, the voice of the president appears most commonly to be the voice of the board, thereby investing his statements with the authority of the public governing body of which he is the titular head.

Technically, however, the president's authority does not exceed that of any other board member unless certain minor functions be made cases in point. His is the authority and responsibility for the conduct of meetings of the board and for the legalizing of written declarations of the board by his signature as president. Such perquisites of office may be offset by state or local policies preventing his voting on motions before the board and his participating in discussions of business. Since the board exists as a legal entity only when in legal session, the president with other board members has no authority outside of board meetings unless specifically authorized by the board in legal session to carry on board business in periods between meetings as an individual or as member of a committee. The president has basically the authority of a member of the board of education with a very little more, if any, assignment of authority by statute and ordinarily small special powers under adopted policies of the local board.

SPONTANEOUS RESPONSIBILITIES

It becomes necessary in most instances for the president to assume such functions as the needs of board operation seem to indicate as his although time, changes in board membership, and each new problem require his review of both legal and assumed functions. In practice, he must accept numerous and pressing responsibilities without specific direction to do so. His own good sense and his concern for civic duty must suffice to establish to his satisfaction the duties of his office. After experience as presiding officer and after thorough consideration of needful authority and proper responsibility, he ought to promote the adoption by the board of a list of assigned functions of the president so that his successor could become oriented in the position with little

disruption of the procedures of the board. Accompanying the study of his own responsibilities might be a study of the functions assumed by other school board presidents with a view toward analyzing each function in the light of its being properly his own and his alone. The assumption of functions in the absence of board authorization can lead to undesirable practices, and the president, although he may feel such assumption necessary at times, should at every opportunity lead the board to review his actions. The ethics of democratic leadership require no less of him.

Practically, the president must conclude that all acts of the board are to promote the accomplishment of aims of education and that his own great duty is to work for the increased efficiency and helpfulness of the board in the promotion of the work of the schools in its charge. The test of the success of the board operation will be the degree of facilitation afforded the local educational program by the work of the board members.

THE PRESIDING OFFICER

Those duties of the president in connection with the conduct of board meetings appear to be the most clearly understood. The observance of parliamentary rules of order, with some modification in the direction of informality because of the small group, can be expected. The responsibility of the presiding officer for maintaining the legality of procedure, for securing the dispatch of business, and for insuring the good order of the meeting is accepted by boards everywhere. Not so clearly seen however are the separate acts of the presiding function. The list below includes many of those separate acts and responsibilities which should be the president's.

DUTIES AS PRESIDING OFFICER

1. Call the board into session.
2. Conduct board meetings.
 - a) Declare the opening of meetings.
 - b) Determine order of business according to board policy.
 - c) Recognize claimants to the floor.
 - d) Rule on admissibility of business.
 - 1) Declare motions in or out of order.
 - 2) Declare, subject to overriding, the propriety of the board's considering specific items of business.
 - 3) Declare, subject to overriding, specific items of business in or out of the board's province of action.
 - e) Within limits of board policy, control the extent of discussion.
 - 1) Declare, subject to overriding, discussion closed whenever comment becomes repetitious, dilatory, or no longer pertinent to the point at issue.
 - 2) Declare discussion closed whenever time limits previously determined by board action have been reached.
 - f) Maintain the dignity of the board in session.
 - 1) Apply rules of parliamentary procedures.

- 2) Restrain debate within bounds of good taste and courtesy.
- 3) Provide equal opportunity for expression of opposing points of view.
- 4) Within limits of board policy, secure the rapid handling of board business.
- 5) Rule out of order all action and comment unbecoming a legislative body in session.
- g) Declare the results of board voting.
 - 1) Declare the passage or nonpassage of motions.
 - 2) Declare for the record the identities of members (including the president) voting aye and nay and of those not voting.
- h) Insure the legal recording of board business.
 - 1) Declare board decisions to the secretary of the board of education.
 - 2) Make inquiry of the secretary or make investigation of the record as to the rate of progress of note taking with respect to the board's dispatch of business.
 - 1) Increase efficiency in board meeting procedures.
 - 2) Declare the meeting adjourned.
3. Insure the proper keeping of the board records and supplies.
4. Sign as president of the board official copies of minutes and other board documents.
5. Secure the legality of board action, procedures, meetings, and membership.
6. Receive for the board all delegations and petitions.
7. Issue, subject to board approval, official statements of board action and policy.

Such a list of duties

Such a list of duties concerned with the conduct of a school board session indicates that the presiding officer has a task of great importance. His responsibilities as he presides in board meetings are to the state, to the community, to the other board members, to the employed personnel, to the pupils and students in the schools, and most importantly to the objectives of education in a democracy.

THE PRESIDENT AND OTHER BOARD MEMBERS

Leadership in the work of the school board requires of the president the acceptance of responsibility over and beyond that which might have been his as a member only. The success of the board activity depends upon the co-operative endeavor of the members. Such co-operative activity depends in great measure on the assumption by the president of responsibility for securing co-operation and on his ability to secure it.

DUTIES IN RELATION TO OTHER BOARD MEMBERS

1. Lead discussion in board meetings.
 - a) Cause topics for discussion to be listed and given to all members prior to meetings.
 - b) Stimulate participation of all members in discussion.
 - c) Keep discussion to the point.
 - d) Insure discussion of all important phases of each problem considered.

- e) Insure the full employment of special abilities of individual board members in the carrying on of board business.
 - f) Draw discussion toward an authorization or directive of action or toward a statement of policy.
22. Guard the rights of expression and freedom of action of all board members.
- a) Maintain democratic procedures in all board sessions.
 - b) Protect minority opinion.
 - c) Insure fair hearing for all points of view.
 - d) Secure board respect for expression of dissenting opinion.
 - e) Prevent, within board policy, the termination of discussion of any problem until each member has expressed an opinion or has indicated willingness to have discussion ended.
 - f) Rule impartially on arguments turning on judgments of the presiding officer.
 - g) Prevent decision-shaping influences upon board members other than those in free, thorough, and democratic discussion in board meetings.
 - h) Refrain from discussing elements of board deliberations outside of board meetings except when public interest requires an official statement.
 - i) Hold that all decisions and actions of the board are of all members until such decisions and actions are disavowed by majority vote in legal session of the board.
 - j) Insure the authorizing, conducting, and reporting of all board business in legal sessions of the board.
 - k) As presiding officer, insure the good order of meetings with courtesy, tolerance, sincerity, and mutual respect evidenced in members' relations with one another.
3. Induct new members.
- a) Determine the legality of the membership claimed.
 - b) Declare the seating of the new member.
 - c) Express the official welcome of the board.
 - d) Introduce the new member to other board members, the superintendent of schools, and other school personnel.
 - e) Provide informative materials concerning the school system, school district organization, board practices and policies, duties of board members, legal authorizations and compulsions, educational programs of the schools, current problems of the board, and sources of information aiding in decision making in school board deliberations.
 - f) Make accessible all records of board business.
 - g) Arrange for the providing, according to board policy, of equipment such as binder covers for official copies of board documents, board membership list, school directory and calendar, school district map, population charts, statements of board policy, state school code, books and magazines, notebooks, and file folders.
 - h) Arrange tours of observation by new members through the school system.

4. Promote good relations with other school boards.
 - a) Secure the exchange of information.
 - b) Encourage reciprocal visiting of board meetings and school plants.
 - c) Assist in developing area meetings of members of school boards.
 - d) Insure the representation of the local board at county, state, and other meetings of school board members.
 - e) Participate in planning for the general improvement of educational opportunity.
5. Maintain the pre-eminence of worthy educational objectives in all school board activities.
 - a) Insure long-range planning of activities toward the accomplishment of educational objectives.
 - b) Secure the continual informing of the board by the professional staff on programs and problems in education.
 - c) Draw upon the professional staff for assistance in board deliberations.
 - d) Evaluate all proposals in the light of their relation to the accomplishment of worthy educational objectives.
 - e) Bring about the expression of community needs in education.
6. Cause the development and execution of a long-range plan of school improvement and board action.
7. Secure the adoption of codes of ethics governing boards of education.
8. In the public interest, expose and eliminate any instances of unethical conduct of any board members.

In his exercise of leadership in relation to other board members, the president cannot support his actions on authority granted him by law or by board policy. He must rely largely on his understanding of his fellow board members and upon the influence of his own personality. His concern for the public interest and his sincerity in promoting the educational welfare of the community will add to his leadership.

RELATIONS WITH SCHOOL PERSONNEL

The school organization functions as a whole. Board operation and school operation cannot be considered separate operations. The president needs to recognize the roles he must play as co-ordinator, interpreter, and facilitator in the educational enterprise.

DUTIES IN RELATION TO THE PROFESSIONAL AND NONPROFESSIONAL STAFF

1. Represent the board in official relations of board with the professional and nonprofessional staff.
2. Make official representations of the board to the staff through the executive officers of the school system.
3. Accept representations of the staff through the executive officers of the school systems.
4. Require the filing of school reports with the board according to board policy.

5. Make, as a board member, tours of observation of the school system. ~~system.~~
6. Make, as board president, with the full board or an authorized committee, annual tours of inspection.
7. Respect professional codes of ethics and demand their observance.
8. Observe codes of ethics for board members in all relations with the professional and non-professional staff.
9. Secure the academic freedom and personal liberties of individuals of the school staff.
10. Require the observance of contractual provisions.
11. Secure board adoption of equitable policies of employment, retention, promotion, and release of personnel.
12. Maintain the pre-eminence of pupil and student welfare over board and staff welfare, comfort, and convenience.
13. Require, through board cognizance of school operation, high standards of service of school personnel.
14. Draw fully on the ability of the professional staff for assistance to the board in improving the entire school organization.

If the school system is to operate to the best advantage, the board must do more to insure satisfactory operation than to place responsibility for running the schools upon the administrative staff and upon the rest of the professional and nonprofessional personnel. It must fix responsibility, require high standards of performance, stimulate greater efforts, and yet do more. The facilitating of the educational program through assistance and encouragement to the school staff and through concern for the welfare of individuals on the staff is a board responsibility of which the president needs to be conscious.

RELATIONS WITH THE COMMUNITY

In spite of the origin of all school board authority in state law, school systems, whether small districts, or county or other units, are desirably local in control. The sensitivity of schools to the thinking of the people most affected by the educational program in the community is a condition to be maintained. However, belief that the schools should be responsive to community opinion does not minimize the necessity for the schools' providing educational leadership to the community. The board member and the board president stand as interpreters and stimulators between school and community and assist both in establishing the educational pattern and program.

DUTIES IN RELATION TO THE COMMUNITY

1. Represent, as board member, the entire school district in board deliberations.
2. Seek expression of community opinion as guide to the board of education.
3. Interpret expressions of community pressure groups in relation to the public interest.
4. Defend, under democratic concepts of rights and liberties, community minority groups in relation to the school system.
5. Refer to the professional staff, subject to review by the board if necessary, problems of professional relations with the community.
6. Interpret the community to the professional and nonprofessional staff.
7. Protect professional and other school personnel from improper pressures of community groups or individuals.
8. Interpret the educational program and plans to the community.
9. Promote community understanding and interest in school activities and develop community concern for worthy educational accomplishments.
10. Promote school activity in community improvement programs.
11. Attend as a board member school-centered community activities.
12. Represent the board in official statements to the public.

Although the president's position is apparently between school and community, it should be considered as a position of leadership of both. The acts of the president in relation to the community are important functions in the educational undertaking and are desirably two-directional.

The Board member although an officer in a state system of education may seldom realize that the strongly local character of the school organization often covers up but does not eliminate his primary obligation to the state-wide educational effort. His representation of the educational needs of his immediate community requires an accompanying representation on his part of the educational needs of all of the state.

*File School Board
Distributed 8 Dec*

What A School Board Member Needs To Know

Keeping a sensitive finger on the public pulse will enable the board member to fulfill his obligation to serve through intelligent school administration

By LAWRENCE L. LARRABEE
Member, Los Angeles City Board of Education

Every school board member needs to know that the main purpose of public education is to train the youth. This knowledge is fundamental to the board member's approach to all problems concerning his relation to the school the community and other members of the school board. But knowledge alone is not enough. In addition, his "public" expects of him the wisdom of a Solomon, the patience of a job, the meekness of a Moses, the humility of a burned-out light bulb, the sagacity of a Henry Ford and the initiative of a jetpropelled plane. These metaphors may seem a trifle mixed, but with the cross currents that swirl around the head of a board member these days, mixtures are not uncommon. Perhaps it is a good thing that the public does expect much, for being held to high standards is a challenge.

Different parts of the country expect different services from their school boards. In certain communities the responsibilities of boards of education are specific and restricted. In other communities, boards of education are wholly responsible for all actions of whatever kind, manner, shape, or form. Determining the plan by which his school system operates is the school board member's first consideration.

Some students of school administration have observed that when responsibilities are placed upon the superintendent there is a tendency for a breach to develop between the board members, who are the voice of the people, and the administrators, who are the technical experts. Other students find this fixing of responsibility a distinct advantage. The board member should know the plan under which his board functions. However, regardless of the plan, the board of education is there to represent all the people, including the teachers and other school personnel.

Determining Scope of Authority

The first thing a school board member should know, then, is for what acts he is held accountable. Regardless of whether the responsibility rests with the board member, the public is going to look to him.

There is a history back of the placing of certain powers in the hands of superintendents. It stems in many instances from abuses by board members.

Although they are not as a rule certificated teachers, some board members have set themselves up as experts. They have evaluated techniques and methods when they might better have acted as umpires. Had the public intended that boards of education should be administrators these board members would have been called superintendents in the first place.

Board members have "taken sides" on technical issues and entered into violent argument and discussion where they might better have acted as interpreters of the public's desires and as moderators between groups of experts. Sometimes board members forget that one of their most helpful services is to determine what the public wishes and how far the administrator's program can fulfill those wishes. They have attempted at times to force their own opinions on the teachers and administrators without first having listened to, and endeavored to learn from, those best qualified to know.

Board members should as far as possible accept invitations to visit schools; talk with teachers and parents and thus learn at first hand how education is conducted; and determine the philosophies and interests of the teachers and staff. Only by this method is it possible to weight the suggestions, comments, and criticisms of the public in the scales of the experiences, handicaps, and the difficulties of the classroom teacher.

Frequent Contact Necessary

There is a feeling among some administrators that boards of education are millstones around the neck of education, and sad as it may seem, in a few instances this statement is not without some foundation. As a result of these practices, through statute or through custom, administrators have so programmed the board of education's schedule that some boards meet only once a month, with no meetings at all during July or August; other boards meet twice a month; some once every three weeks; some boards meet twice a week; some once a week. The frequency of meeting is in itself a barometer in some communities of the interest which the representatives of the public show in the administration of the schools. Such legislation as is passed upon once a month cannot on the face of it carry with it a personal knowledge on the part of the board members of what is going on.

School administrators are essentially professional men and women. Their training has not always been of a business character. They do not all mingle widely with the stockholders of the school corporation—the public—as do the board members who are usually from the ranks of the business and professional interests of the community. This fact is important; it is very important, for the farther the schools are removed from the public the less interest the public has in them and more opportunities arise for misinterpretation by administrators of the public's needs.

Carrying Out the Public's Wishes

Where the public has an active voice in the selection of its school board, those boards are of necessity responsive to the will of the people. A board member needs to know that the schools belong to all the public, and that regardless of how he is elected or appointed his responsibility is first to the whole public and not to any one faction of it. To do this, he must know the will of the people.

Some weeks ago, a radio program carried an interesting discussion between Alexander Hamilton and George Washington. Washington had retired to his estate and was being interviewed by Hamilton for advice and assistance in a matter which was perplexing the administrators of the nation. Hamilton asked Mr. Washington, "What can we do to show the public how wrong they are in their attitude?" To that question Mr. Washington replied: "Your duty as a public official is not to show the public how wrong they are but to try to the best of your ability to learn what the public desires are and to carry out those mandates." A school system can be no better than the public wishes it to be, and any system that runs contrary to the will of the public invites trouble.

Lastly, board members should always remember that the schools are one of the three sides of the triangle upon which the present and future of our type of government rest - the other two being the home and the church.

The Hand on the Purse Strings

The maintenance and improvement of a great profession lie largely in the hands of boards of education. Recently Ned Skelton remarked: "I used to think my teacher was cranky; now I know she was just hungry." Unless adequate salaries are paid; unless working conditions are of the type that will make it attractive for young people to enter the teaching profession; and unless board members give serious personal consideration to the problems of the staff, the future of education looks very bleak.

The vacant classrooms throughout the nation; the closed doors; the under-trained and poorly equipped classroom teachers who have found their way into the schools of this nation; the rooms barren of supplies; the lack of modern facilities, such as audio-visual equipment, psychological services and other essentials, are eloquent testimony of the dire straits in which public education finds itself. Yes, board members need to know these facts.

There is no greater opportunity for service than that of being a good member of a board of education. It's an assignment not to be taken lightly, but one which will pay large dividends in the personal satisfaction of watching young boys and girls grow into splendid adult citizens, and in generating within each board member a feeling that somehow by this method he is "paying rent for the space he occupies in the community."

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File School
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Dec 48

METHODS USED TO TRAIN SCHOOL BOARD MEMBERS

Administrators can encourage the orientation and training of board members through judicious planning of meetings and by providing reading materials.

By CALVIN GRIEDER,
Professor of School Administration, University of Colorado and Secretary-Treasurer, Colorado School Board Assn.

School board members are, with few exceptions, amateurs in school administration and most of them recognize this. They possess, as a rule, no special qualifications for service as school directors, although they are commonly selected from among the more public spirited, and perhaps the more enlightened citizens of their respective communities.

They learn about the management of education primarily in the school of experience. Their information is acquired in a wasteful and inefficient manner, and serious gaps may persist even after years of service on a board.

There is little method in the training of school board members. Method implies an orderly, systematic procedure, and this is almost entirely lacking.

The absence of training facilities and opportunities for school board members is in some states a real handicap in developing satisfactory administration of public education, notably so in states with weak departments of education. The excessive number of school districts, with rapid turnover in board membership, is also a handicap in half the states.

Since school board members are usually persons engaged in occupations demanding most of their time they hardly can be expected to attend "short courses" when they assume office, although this idea has some merit.

Sharing the Responsibility

All this means that the training of board members for responsible service must be accepted as an obligation of professional educators and of board members themselves. For educators it is part of their general professional obligation assumed when board membership is accepted, such acceptance carrying not only an oath but also an implied agreement to discharge well the duties of the office.

The place of the superintendents and their professional associates in the training of board members is very important. Since this topic is treated elsewhere only incidental mention of it is included here.

Three classes of activities for training board members may be identified. In most cases a school director who is exposed to or who participates long enough in these various activities will become well oriented and informed on educational administration.

The three types of activities are (1) meetings, (2) services rendered by various persons and bodies, (3) publications.

Training Through Meetings.

1. School board meetings are a fruitful medium for the training of board members. Many boards devote too much time to financial and other quantitative aspects of education. Wise superintendents and board presidents make provision at most regular meetings for discussion of other topics, or arrange special meetings for such discussions. Some boards discuss at a series of meetings problems of educational philosophy, curriculum, guidance, personnel, instructional materials, etc.

2. County, sectional, state and regional conferences of board members are sponsored in many states by county and state school board associations and state education departments. At such meetings problems of the specific area involved take precedence, and the interchange of experiences and ideas gives new insights and better understanding.

As the movement for reducing the number of school districts progresses, state meetings will undoubtedly become greater in importance and benefit, and county and sectional meetings of less value. Thirty-six states now have state school board associations and nearly all of them hold annual conventions. The topics discussed show the vital interest of board members in statewide problems such as school finance, teacher, personnel, reorganization of administrative units, reorganization of state education departments and curriculum revision- to mention only a few:

Some state conventions meet part of the time with groups of professional school people. Illinois has for more than a decade had an annual joint meeting of board members and administrators. In Colorado the school board association meets at the same time and place as the annual school and university conference of school administrators, with freedom for members of either group to attend sessions of the other.

3. National meetings of school board members were held in 1940 and 1941 under the auspices of the National Council of State School Board Associations. The national meetings were resumed in 1946 and 1947, the latter in conjunction with the A.A.S.A. convention.

4. Conferences for school administrators and school board members are being increasingly sponsored by universities. Outstanding are the annual summer conferences conducted by Indiana University and the University of Chicago.

5. Committee meetings of school board organizations should not be overlooked although they involve but a small per cent of the number of school directors. In New York, for example, a committee of nine was appointed in 1946 to cooperate actively with the New York Educational Conference Board, representing seven state organizations interested in improving educational opportunities and administration. Such committee work is valuable for the participants, and can also serve to lighten the parent group for which it is done.

Educational Services Provide Assistance

Various kinds of services which are rendered by state departments of education, institutions of higher education, state school board associations and teachers' associations are of value in the training of school board members.

1. State departments through their research divisions, through dissemination of rulings and opinions, and by answering specific questions, contribute an important and frequently undervalued type of informational service. Teachers' associations make many studies of school conditions which should be circulated to boards, but usually are not.

2. School board associations also attempt to help their members by answering specific questions. The Colorado association office sends from 75 to 100 detailed replies per year to member boards on questions relating to janitorial service, teachers' salaries, contracts, school plant problems and transportation.

3. Institutions of higher education, especially institutes which do not have strong school board associations, attempt to fulfill the functions usually discharged by such organizations. The University of New Mexico, through its Department of Government, is a case in point, as is the College of Education at the University of Wyoming.

4. Many institutions do research in education, but few of the findings are made available to school boards. The evaluation of secondary schools and school surveys probably contribute most in this respect, especially surveys.

5. Entirely overlooked as a method of training future board members are undergraduate courses in education. Institutions which prepare teachers know full well that not all students enrolled in education courses will become professional educators. Among them are some who will eventually be school board members.

Reading As a Source of Information

Effective only to the extent that they are read and applied, publications for school board members nevertheless afford probably the most important avenue for improving the competence of school directors. The number of such publications is becoming legion, as the crucial and unique position held by school boards in American education is increasingly recognized.

1. Publications designed specifically for school administrator consumption

naturally lead the field. Among them are three leading national magazines. The American School Board Journal, The Nation's Schools, and The School Executive.

2. The journals of state school board associations have the virtue of addressing themselves to problems of their respective states. Special reports are issued by several associations from time to time. Worthy of note is the series of monographs published by the Illinois Association of School Boards, comprising The School Board Reference Library. There are about 20 booklets in all, each dealing with a specific subject in school administration.

3. The Colorado Association of School Boards publishes a calendar of legal responsibilities of school boards, revised after each session of the legislature. This guide has been declared one of the most useful publications of the organization. Another example of the intermittent type of publication is the News Letter issued at frequent intervals by the Illinois Association to supplement its bi-monthly magazine.

4. Manuals for school boards have been issued by a dozen of the more active state school board associations. Since they are designed for school directors in individual states, they supplement very well the more general treatment available in such works as Reader's School Boards and Superintendents, and such valuable yearbooks as School Boards in Action. Many superintendents see that copies of such books are placed in the hands of each board member. This practice is also followed by many superintendents to get national magazines of school administration in their board members' hands.

5. Other valuable publications are annual reports of state and local superintendents. It must be said that few of the former come anywhere near the standard set by Horace Mann, and it is also regrettable that state departments do not distribute their reports to all school boards in their states.

6. From time to time state departments sponsor or cooperate in the publication of special reports which should have great value for school directors. One of the best examples is the monumental report of the Michigan Public Education Study Commission, The Improvement of Public Education in Michigan.

It must be concluded, even from the sketchy discussion submitted here, that there are many means available for the training of school board members. The pressing need is to use them more extensively than they are now used, and to use them in an orderly and systematic fashion. The chief responsibility for so doing rests with professional educational leaders, and to only a slightly less extent with leaders among school board members themselves.

THE ORIENTATION OF A NEW SCHOOL BOARD MEMBER

The problem of introducing newcomers to their responsibilities is an obligation shared by the superintendent, his staff, the board, and the new member himself.

by LOY NORRIS
Superintendent of Schools
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Every person needs to undergo a program of training when he comes to school board membership. Some elements in procedures of boards of education are common to all school systems. Communities differ, however, and school board procedures will vary considerably depending upon the organization of administration and the organization of the board itself. Every new member should be made to feel a warm welcome. He will be entering upon a period of community service which is motivated only by a deep sense of community interest.

Proper orientation will depend upon whether there is a definite policy adopted by the board delegating the responsibility for orientation to some one individual. The official status and position of the superintendent would indicate that he must, of necessity, be involved in the program.

Once this responsibility is placed, the board policy should include suggested methods to be followed in the training program and should indicate some of the more important features of the program itself. Without a clearcut policy by the board an orientation program will be haphazard, and will depend more or less upon the willingness of new members to accept such training.

Qualifications of a School Board Member

Statutory qualifications for school board candidates are inadequate to guarantee even the slightest knowledge of their duties and functions. About all that statutes require are that one be a resident citizen and a property owner. Limiting candidates to those owning real estate does not help in choosing well-qualified ones. Such restrictions limit the field, to be sure, but they bar many otherwise well-qualified persons. Statutes merely indicate who is not qualified.

It is characteristic in a democracy that anyone not barred by legislative restrictions may aspire to school board membership. If occasionally at election time the electors have only a choice between two evils, this is not the fault of the democracy itself, but rather of the citizens in that democracy.

Many communities have definite extra-legal procedures by which those who possess the better qualifications are encouraged to accept the community service of board membership. Such practices are highly desirable and should be encouraged.

Most good people who could serve well are too busy or otherwise too preoccupied to offer their services, unless some community group or organization calls them. In fact, it is sometimes considered presumptuous, to say the least when an individual announces himself as a candidate without having been given a call.

The complexity of a modern system of education is such that only one with a great deal of training dare assume himself capable of executing the policies for its operation. The better prepared a new member is, the more likely that he will recognize his need for orientation. The converse is also true.

Background Knowledge

School board functions have changed drastically in the last few years. Some new board members will not have recognized that fact without a period of orientation. For example, boards of education do not now spend time in selecting the personnel, preparing the budget, selecting textbooks, classifying pupils, or building the curriculum. Not long ago, most of these were common functions of school boards.

Before any candidate takes office, he should obtain a thorough knowledge of the legal basis of public education. State statutes and all constitutional provisions relating to public schools should be a must on his reading list. Board members hold their office as a delegated responsibility, not from the local electors, but from the state legislature. Even the local school tax collected is a trust, not vested in the local district, but in the state. The disposition of the funds is at the will of the legislature. These and other pertinent facts are not commonly too well understood.

A good knowledge of the organization of a modern industry will aid in obtaining a better understanding of the organization of a school system. Schools have assumed, in general, the pattern of industry. The board of education is the counterpart of the board of directors. Their relations to the executives and staff are very similar. The new board member must know all this if he is to begin wisely and make a contribution, because this is the first significant factor in orientation.

Proper orientation of new members will approach their tasks on the board in a spirit of humility. All too frequently however, the new member appears with zealous attitude but without sufficient knowledge. If this happens, the superintendent can blench himself unless, of course, the board member would not respond.

Orientation Saves Time

New board members bring new ideas and a renewed enthusiasm. This is desirable and every new member should be encouraged to make his contribution. No program of orientation should discourage one from participating. On the contrary, a program of orientation should help prepare for effective participation

or it represents lost time and effort.

Without a program of orientation, it would be necessary that a new member adopt a watching and waiting policy, and sometimes the older members in point of service prefer this plan. Following this procedure, a new member will make no contribution for several months, and if too much time elapses, the advantage of his new ideas may well be lost to the board. Some new members may favor the "silent technique" as contrasted to proper orientation in order that they may not be biased in their attitudes.

However, through a well-planned program of orientation, it is possible for a new member to make a definite and a wholesome contribution from the very first session of the board. It is desirable that he do so with confidence gained through a good general knowledge of the school program and school board procedures.

Responsibility of the Administration

One of the better methods of getting ready for school board duties is to arrange an hour's conference with the administration, going over all phases of school board functions. The tax rates, budget, debts, valuations, organization of the board, organization of the staff, out-of-school use of school buildings, program of interpretation, use of community groups in planning desirable goals of the school, building program, philosophy of education in practice, organization of the school system, and many other important topics should be considered.

The superintendent and the new member could well spend some time in considering the differences between executive functions performed by professional employees, and legislative functions performed by boards of education. There should also be an understanding of the manner by which policies are to be initiated and presented to the board for its adoption. The use of the staff and community citizens and organizations in the development of school policies should be well established and definitely recorded in the rules and regulations of the board.

It is desirable for a new member to confer with the school board president would enjoy talking over all regular topics and procedures, not for the sake of influencing the new member toward some point of view, but to be helpful.

Responsibility of the New Member

No board member can feel confident to begin his duties until he has read and carefully studied the rules and regulations adopted by the board to guide its actions. Boards should keep these in loose leaf form so that they will be kept current without the necessity of a reprinting when changes are made.

The new board member will do well to acquaint himself with the needs and desires of public groups through P.T.A. membership, and other similar community organizations. A member serves for the best interest of the whole community. He should know his community well, and he should know by what means the schools are remaining responsive to community needs.

THE ROLE OF THE BOARD OF EDUCATION
IN A DEMOCRATIC SOCIETY

NEWTON EDWARDS
University of Chicago

The board of education, having, as it does, control over a central social institution, is among the most important agencies of government in the American community. But the school board is more than a local institution; its responsibilities extend beyond the confines of the local district which is its special province. In a democracy an informed and enlightened citizenry is so important that education must be regarded as essentially and intrinsically a function of the state. A system of public education is more than a function of government; it is of government in the same sense that the police power, or the power to tax, or the power to maintain military forces is an essential attribute of government. Over and over again, the courts have held this position.

It follows, therefore, that the local board of education is a state, as well as a community, institution and that members of a board of education have a dual responsibility. They have the duty of maintaining an efficient school system within their own district and of making a contribution as well to the development and maintenance of an effective state-wide system of public education. Nor is this conception of the dual role of the school board a merely theoretical view. In actual practice, school-board members, if they are to maintain adequate schools in their own district, must be concerned with such state-wide policies as district organization, taxation, equal access to education, and the structural units that comprise the state's educational system. Luckily, school-board members are coming more and more to recognize the close relation between their duties as directors of policy in their local communities and their responsibilities at the state-wide level. Organizations of school-board members, either regional or state wide in scope, can accomplish much by way both of improving education locally and of shaping over-all state policy.

THE LOCAL ADMINISTRATIVE UNIT
AND THE STRUCTURAL ORGANIZATION OF THE SYSTEM

Practically every state in the nation inherited from preindustrial days a system of local school districts which proved inadequate to the demands of a highly industrialized and urban society. It is equally true that we inherited from the nineteenth century a structural organization - eight-year elementary school, four-year high school, and four-year college - that is now in need of important modification. Some states have moved faster and further than others toward the attainment of more adequate local administrative units, but the fact is that none has yet achieved a statewide system of district organization which permits the development of a state system of well-integrated educational units. It is now clear that the majority of the local administrative units of a state should be large enough to permit, with state financial aid where necessary, the maintenance of an integrated educational program

including nursery schools, kindergartens, elementary schools, high schools, and a junior or community college. The district organizations prevailing today are such that, in a number of states, a large fraction of youth live in districts that do not provide facilities for a high-school education and the overwhelming majority live in districts that do not provide two years of post-high-school education.

BUILDING PROGRAMS OF EDUCATION
TO MEET INDIVIDUAL AND SOCIAL NEEDS

It is to be recognized, of course, that members of boards of education are not educational experts competent to plan and to execute in detail the programs of education to be provided in their district or throughout the state. These duties are to be performed by the professionally trained personnel employed by the board. Even so, the board itself is directly responsible to the people of the community, and indirectly to the people of the entire state, for the maintenance of educational programs adequate to meet both individual and social needs. The board members, therefore, must be able to sense these needs in sufficiently broad outline to know what policies are required and to judge whether their professional personnel are carrying into effect the policies agreed upon.

Meeting individual needs. - In the nature of things, in a democracy one of the goals is full and equal access to education on the part of all youth. Nor is it enough that all have the opportunity to take advantage of types of programs designed primarily for the academically minded pupil. At progressively selective levels - elementary-school, high-school, and college - a democracy will make provision for the types of educational experiences required to meet the needs of youth possessing the widest diversity of talents, interests, and occupational objectives. Those who are gifted in manual dexterity, mechanical ability, artistic expression, or social leadership have no less claim to an adequate education than have those who possess talents of the academic type. Moreover, in a society characterized, as ours is, by division of labor and a high degree of specialization, there is need for talents and aptitudes of many kinds and hence a need for an adequate education for persons of diverse talents and interests. And it is the responsibility of boards of education to see to it that the educational programs which they maintain minister to the needs of all.

What has been said is not intended to imply that education must be handtailored, splintered, and stonized in the attempt to make it serve the needs of youth having different talents and interests. The education of all youth in a community must have much in common. The term "general education" is now being employed to designate these common elements. Certainly any program of general education will aim to develop in the pupil the acceptance of a body of core values or common standards that serve as a touchstone both to individual behavior and to social policy. A wide community of values, ideas, and loyalties is always necessary for social cohesion. It is this community of ideas and values and loyalties that gives a culture its form and pattern and prevents its disintegration into a mere aggregation. With us, these common values and standards are those inherent in any democratic society.

A good general education will also include an understanding of those elements in human experience — the accumulation of knowledge, values, ideas, and techniques through the centuries — that are essential for living in our world today. It will also seek to develop in all youth a common body of mental habits, the ability and practice of critical thinking, of weighing evidence, and of drawing valid inferences from the evidence. These and the other elements of a good general education should be included in the programs of the elementary and high schools of every community. Again, let it be said, it is not here suggested that the boards of education take over the duty of curriculum making, but it is maintained that they should be aware of the fundamental nature of the educational programs required to meet the needs of youth in the community and that it is their duty to take the measures necessary to insure that these programs are developed and executed.

Meeting broad social needs. — Education is concerned with bringing the individual to moral, intellectual, emotional, and physical maturity and excellence. It is also concerned, and deeply concerned, with the kind of society and the kind of world that a people hopes to build. Today it is more true than ever that the fruits of education must not be wholly private and personal; they must also be public and social. Technological revolution is moving us along from one state of affairs to another so swiftly that many of our old ways of thinking and living are no longer adequate. In almost every area of social relations we face the need of re-examining our institutional arrangements. Most of our inherited social institutions stand in need of some modification, and new patterns of human association need to be invented. Education is becoming increasingly important as a social instrument because it is more and more necessary to apply trained intelligence to the problems of human living. Education must serve as a more effective instrument of social criticism and play a more dynamic role in shaping social policy.

If education is to fulfil this purpose, our educational institutions must be accorded great freedom in the analysis and discussion of important economic and political issues. Unless the schools and the community college are places where, subject only to the immaturity of the pupils or the lack of competency on the part of the instructors, teachers are free to train pupils to gather evidence, to balance arguments, and to draw conclusions from evidence, and unless teachers are free to do these things with respect to all matters relating to public and social policy, we cannot be very hopeful of the future. A sure way to court disaster is to flee from the things we fear. Every pupil who graduates from high school should have as adequate an understanding of communism as it is possible to give him. He should understand its basic ideology, its political drives, the institutions that it employs, its attitude toward the freedoms that we feel essential in a democracy. Where understanding is required, it should be cultivated. Similarly every high-school graduate should understand the fundamental principles of democracy; the long human struggle to achieve it; the extent to which we have achieved it; and, where we have failed, the nature and causes of our failures. In short, the most important obligation of our educational system is to cultivate in young people an understanding of the

problems that confront the contemporary world and to develop in them the will to solve these problems within the framework of democratic principles.

If the schools are to develop in youth the social insights and understandings required of them teachers must be free to take up in the classroom the critical analysis of any important issue which we face today. In many American communities the area of privileged sensitivity is so great that teachers do not feel free to come to grips with some of the most vital controversial issues. And they will not feel free to do so unless they know they are backed by a board of education which will defend them against charges that they are attempting to indoctrinate the pupils. In some communities, happily, teachers feel free to deal impartially and objectively with the most delicate economic or social issues. It is of the utmost importance that we have more communities of this kind. No greater obligation rests upon school boards today than that of making the schools under their control places of free critical inquiry and analysis -- places where youth may gain the kind of social understanding that they must have if they are to work out co-operatively the design of better communities, a better national life, and a better ordered world.

PROVIDING AN ADEQUATELY TRAINED PERSONNEL

The importance of staffing the schools with an adequately trained professional personnel is so obvious that it requires little comment. No single decision that a school board makes is of greater significance than that of selecting the superintendent of schools. If this selection is wisely made, the board may usually rely on the superintendent to guide its judgment in the selection of principals, supervisors, and teachers. In fact, if a board cannot rely on the recommendations of its superintendent in making these selections, it should employ another superintendent.

In providing an efficient personnel, there are, of course, obligations which a board cannot delegate to a superintendent. The board must provide the funds necessary to maintain a salary schedule high enough to attract and hold good teachers; the board must provide the physical facilities -- buildings, libraries, laboratories, and the like -- which make it possible for teachers to do what they regard as worth-while work; and, in a more subtle way, the board must see that the policies in force give teachers the feeling that they are active participants in those aspects of the educational enterprise most directly and immediately affecting themselves. It is as important that the schools themselves be conducted on democratic principles as it is that they should attempt to teach youth the principles of democracy. Teachers who do not find in the school and in its relation to the community a medium of self-expression and satisfying co-operative effort will not be too effective no matter how much professional training they may have had. The maintenance of a proper esprit de corps is, to be sure, in large measure the task of the superintendent, but it is also a major responsibility of the board.

INTERPRETING THE SCHOOLS TO THE PUBLIC

It is literally true that the schools belong to the people -- to the people in the local community and, in a broader sense, to the people of the state. They pay the bill, and their children are being educated. Popular attitude toward the schools of the community is extremely important, and this attitude is always profoundly affected by the people's knowledge and insights with respect to the policies that are being put into effect. It is, of course, an obligation of the superintendent and the teaching force to interpret the schools to the community, but this is also a responsibility of the board itself. In both their official and their personal relations to the public, school-board members should interpret their policies to the people of the community. They should make clear what the policies are and should be able to give the reasons why these policies seem desirable. Especially should school-board members interpret to the public the need for freedom of inquiry and freedom of teaching in the schools. When a school board has a defensible program, enthusiastic support for it can usually be assured by explaining it to those most directly affected. School-board members stand in a fiduciary relationship to the public and should be prepared at all times to give an account of their stewardship.

CONCLUSION

School-board members are state officers. In the local community they represent the state in the performance of an important state function. Their main function, of course, is to maintain an effective school system in their local communities, but they are not without moral responsibility to promote educational advance throughout the state. Indeed, in many aspects of policy, such as district organization, taxation, financial support, types of schools to be maintained, and preparation of teachers, the welfare of the schools in the local community is affected vitally by state-wide policies. School-board members, therefore, should be active participants in shaping educational policy, not only in the local community, but at the state level as well. This they can do, and are doing in many instances, through regional and state associations of school-board members. It is clear that school boards are taking on a greater importance in our society. Their members are coming to have a clearer view of the social framework within which the school must function.

RELATIONS OF THE SCHOOL BOARD
TO THE SCHOOL PERSONNEL

"The personnel of the schools is employed by action of the board as a whole. It is policy of the board of education that members as individuals do not sponsor candidates for positions in the school system. This is the function of the superintendent who nominates candidates for vacancies with a statement of the requirements of the position to be filled and the qualifications of the candidate to fill the position for which the nomination is made. Individual board members have a right in considering the nomination to question the specifications of the position or the qualifications of the nominee. Inability of the executive officer to satisfy the questioner may result in a negative vote, but the member concerned would not have the right to make a substitute nomination.

"In a similar manner the executive officer should evaluate the services of the employed personnel. Board members have the right to question the evaluation of the superintendent. They would err as board members if they substituted their own evaluations for that of their executive. If they lack confidence in the ability of the executive to make a fair and impartial evaluation of the services of the employed personnel then they should change executives. They should not at any time assume responsibility to the community for the performance of a responsibility which they have delegated to an executive officer.

"One of the adopted policies of the board might lead to misunderstanding regarding the matter just discussed. This policy pertains to the visiting of the schools by board members. The policy is here quoted in full in order that future misunderstanding may be avoided.

"Illinois School Law states, as a duty, that board members should visit and inspect the public schools as the good of the schools may require. It is suggested that each member of the board take the responsibility for one visit a year, and, if possible, arrange with the superintendent to accompany him in order that details of interest may be brought to the attention of the board member. It would be desirable that not more than two members make the visit at the same time.

"Board members are also strongly urged to do classroom visiting when possible. The purpose of this type of visiting would seem to be better accomplished by an individual, with or without the superintendent. This visit would be made for the purpose of learning more about the system and the teachers, and of fostering the spirit of friendliness that should exist between the teaching staff and the board. It is understood, however, that any suggestions or criticisms arising from this visit are to be taken up directly with the superintendent or the board, either in committee or as a whole; never should comments of such.

"There will also be times when it will be very desirable for committees, such as the building committee, or the board as a whole, to make tours of inspection, usually with the superintendent, in order to be informed before making reports and recommendations to the board as a whole."

It is clear from the wording of the policy that the board members responsible for the adoption of the policy did not wish to be placed in the position of assuming functions which properly belong to the chief executive, the superintendent of schools. One can see in the statement the desire of the board members to have firsthand information and impressions of the operation of the schools. This desire could no doubt be best realized from occasional visits or trips with the superintendent through the schools. The only objection to such visits might be the suspicion aroused regarding the visitation of schools by board officials. Such a visitation would need to include all schools in order to avoid unfavorable comments. Even so, if the visit in one classroom were a little longer or shorter than the visit in another room, unfavorable comment would probably result and rumors started which might be detrimental to school morale. The better plan is for the superintendent to bring representative committees of personnel before the board to report on school activities. By this method and frequent reports of the superintendent, the board of education can be kept fully informed regarding the progress of the schools.

SCHOOL BOARD MEETINGS - II * POLICY FORMULATION

K. A. Johnson ¹

An earlier article discussed the mechanics of the meetings of boards of education and suggested methods which an alert board and its superintendent might use for disposing effectively of those legal and routine matters of business which are inescapable. In this second paper, the important work of the formulation of educational policies is briefly treated.

FORMULATION OF POLICIES

The formulation of school policies is without question the most important responsibility of the board of education and the most important work done in the meetings. The recommendations for policy-making are the most important responsibility of the superintendent as chief executive of the schools. In fact, the quality of a superintendent as a real administrator is his ability to lead the board in policy-making, to suggest ways and means of raising the efficiency of the schools, and to keep the purposes of education to the fore.

PRELIMINARY POLICY FORMULATION

It seems trite to say that the purposes of education should be constantly before the board and the superintendent in the conduct of board meetings, especially in the important process of policy formulation. What are the purposes of education? Why do we have and maintain schools anyway? Answers to these questions should be contained in the solution of even the simplest problems. All purposes might be grouped under the two large headings, thereby providing a ready key when the question "Why?" is asked: (1) schools should help each pupil realize so far as possible the abundant life and the ultimate purpose of his existence; (2) and the schools should help maintain and improve our political, social, and economic system.

The personal purpose is always one that appeals to the parent, because everyone is interested in something that is going to make his child's life richer and more abundant. When the board thinks of making policies that will provide for the abundant life of children, they must always keep the principles of equality and justice in mind. It is easy to make rules for uniformity in education without assuring equality and justice for all children.

The second purpose is also important because it protects the political and social system that we cherish so much. It does not place the state or society above the individual, but it does assume that our system is worth fighting for.

THE SUPERINTENDENT'S JOB

The superintendent's ability to present recommendations for policy formulation is a constant challenge to his leadership and a constant evidence of his educational statemanship. It sometimes takes years to prove or

disprove the wisdom of an improvement in school service, for a change in the curriculum, or for a stepping-up of a continuing expenditure of school funds. Because of this fact it is only common sense that the board expect the superintendent to justify the ultimate prudence of any proposal. Quite naturally, some new ideas will originate with members of the board or will be brought into the meeting from unexpected sources. In such cases direct action can hardly be taken by the board without referral to and report from the superintendent. Again prudence suggests that even a most attractive idea deserves to be scrutinized in the light of the total program of the school and that the professional opinion of the superintendent reinforce-- or correct-- the lay judgment of the board members.

STAFF HELP CAN BE VALUABLE

Most boards of education work so closely with the superintendent that the members are inclined to overlook the help which the teaching staff -- and the janitorial staff -- can give in the formulation of a policy. Teachers are near at hand, and it is easy to get a group to work on a problem and to meet with the board. Members of the staff have unsuspected abilities and professional experiences which the superintendent and the board should not overlook. In many situations they can be of much help to the board.

In the most democratic school situation it must be remembered that the staff has an advisory function only and that the responsibility for a final decision belongs only to the board of education. Responsibility and authority complement each other, and the staff must look upon its opportunities to participate in policy-making as informational, discussionary, and advisory. On the other hand, the board should never use its authority in a summary manner, except in cases of emergency. The policy will succeed best which allows the staff and public, so far as possible, to help decide and to make the ensuing policy an expression of this decision.

PUBLIC ASSISTANCE

The board of education is a public body, and as such, the public is entitled to attend its meetings and to hear what is said. The public too has the legal right of petition which means that it has the right to be heard and considered when the board is in the process of making a policy. If we are to have real democracy, we must have it in the spirit as well as the letter of the law. Unless the board and its superintendent of schools call upon the public for help in policy formulation there can be no democratic participation. It is rather well established that, in the long run, the public is more willing to support schools when it can actively express its wishes.

There are many ways that the public can be used in the formulation of policy. The open board meeting is probably the best. The public should be invited to attend all regular board meetings, except on the rare occasions when serious personal matters affecting some employee are being discussed. Then, of course, the board would need to declare the meeting closed, unless the employee himself demands a public hearing.

Repre

Representative groups in the community can be utilized for the discussion of many types of public school policy especially matters which involve long-term increases in school cost, matters of a controversial nature, etc. After all sides of the question have been presented, the board is in position to know what the community thinks, and how it is likely to react to an expansion or other major change.

The writer used the procedure of interesting both the staff and the community at large in reducing the number of teachers and increasing the class sizes in certain schools in a county system in Alabama. The board of education was faced with the need of closing a certain number of classrooms or of reducing the salaries of its employees. The problem was first discussed in board meetings and then presented to the entire teaching staff. Much publicity was given to the problem, and the superintendent discussed the educational and the economic aspects of the situation in addresses to groups of citizens and civic leaders. A majority of the teachers expressed the opinion that it would be for the best interests of children and of teachers if class sizes were enlarged and salaries maintained. When the board finally acted little complaint was heard even though several schools lost a teacher, and the burden of some teachers was increased. The entire county understood and had a part in the change.

In any study of a problem, the superintendent can best fortify his opinion and conclusions if he has available supporting professional literature, particularly the results of research. It is rare indeed that a board of education cannot allow time for the study of a problem, particularly of the best conclusions of scholars and experienced administrators.

FINAL BOARD ACTION.

The final action on any policy change can only follow a vote of the board of education in a formal meeting. It seems to be only common sense that since board members have no authority except when acting in the board as a whole, individual members should not commit themselves until they have received complete information on all sides of a question. If this rule is followed it is reasonably certain that policies will be sound and board action will not result in personal embarrassments. It is only prudent that in all major problems the board act with an open mind.

PRESSURE GROUPS

Many school administrators would like to be free from all pressure groups. They look upon delegations representing a section of the community as a source of trouble and annoyance. An administrator who wishes that something could be done to prevent pressure groups from annoying him should remember that the right of petition is fundamental in American history. The pressure group is an active element of our democratic system. In a community where pressure groups fail to make themselves heard there is evidence of a loss of interest in the schools, or people have reached the conclusion that it is useless to come to the board. They have lost confidence in their board as a democratic body.

It is an able school board that can receive delegations and representatives of pressure groups cheerfully and courteously. The board should allow

individuals and groups to speak their minds, and then in a wholesome and even respectful manner make it clear that their case is being given serious consideration, and that an answer will be given. It is wise for the board never to act on the spur of the moment in dealing with pressure groups. There is always time to consider a matter carefully. The best procedure is that the board requires the superintendent to look into a problem, to present the facts learned at the next meeting, and to make recommendations. When all the facts are in the board can give its best judgment and notify the petitioning group of its favorable or unfavorable decision. It has been well said that active pressure groups are an essential part of democracy. Their treatment by a board of education in a friendly, just manner is evidence of the board's interest and of its ability to carry on democratic processes of administration.

The final decision of a board regarding a policy must be one of balanced judgment reached after all possible sources of evidence have been used, after groups representing the public and the staff have been heard, and after the kernel of truth has been separated from the chaff of misinformation and selfish interests. Policies formulated in board meetings as the result of balanced judgment usually make for greater stability of the school system and create good will.

PUBLICITY OF BOARD ACTION

Publicity is oftentimes mistaken for democracy. It is prudent to tell the people what is going on in the schools, but the telling must not be a one-way street. Far better to let the publicity avenue be a two-way thoroughfare so that the people may express their reactions, and the board of education may consider them. The continuity and honesty of school publicity, and the willingness of the board to receive and act upon the resulting opinion is evidence of the social vision of the board and of its willingness to make the most of the known facts.

There are many ways in which a good publicity program can be carried on. The best plan is a balanced combination of several techniques. Newspaper publicity is perhaps the most effective means of getting school facts before the public. Reporters deserve to have standing invitations to attend all board meetings. When newspapermen understand that they are in the confidence of the board and of its executives, it is not a difficult matter to get co-operation in temporarily withholding the printing of board actions which are in process and which are likely to be troublesome. Failure to set up friendly relations with the local press has caused many school boards to be accused of underhandedness, when as a matter of fact they have been honest and sincere in every respect. The cause of criticisms in such cases has usually been the secretive character of the meetings.

A POLICY HANDBOOK

A mimeographed handbook of school policies and procedures is an excellent means for keeping the members of the staff and of the board informed concerning current policies, procedures, time schedules, salaries, etc. In such a handbook the principles of simplicity and brevity should be followed. The language should be accurate but nontechnical so that the statements are easily understood by the superintendent and the public.

The handbook is not to be thought of as a hard-and-fast code of rules and regulations, but rather as a complete statement of all the policies and precedents currently in force. The continual re-evaluation of policies is in keeping with the principle of adaptability of administration. The fact that the board of education must act to repeal or amend a procedure or policy provides a respect and stability for the contents of a handbook, which a mere order of the superintendent would not have.

In the conduct of school board meetings, it is well to constantly recall the basic principles of school administration and to apply them in the evaluation of procedures. Policy-making as such is the most important procedure within the range of responsibilities of any board of education. As soon as a policy is adopted it should be adhered to religiously, but as situations and circumstances change every policy should be reevaluated and changed.

SCHOOL BOARD CLINICS

A practical and inexpensive method of training board members in Georgia suggests the use of local or regional special problems clinics in other states as well.

By WALTER D. COCKING

Among the various methods used to aid board members in understanding and performing their duties intelligently and effectively is the use of clinics on specific problems. The state of Georgia used this procedure with considerable success a few years ago. A cooperative program with local school systems was developed by the State Department of Education and the College of Education of the state university. It was the primary task of the State Department of Education to discover problems on which board members needed special assistance. The College of Education analyzed these problems and planned methods of attacking them. Both agencies and local school systems cooperated in arranging for the clinics.

Planning the Clinic

The procedure used in the clinics was simple. When it appeared that a problem was of sufficient importance to merit the attention of a number of school boards, a meeting was arranged at a place convenient to a majority of those boards. Thus if the problem concerned all the boards in the state, a central location concerned all the boards in the state, a central location was chosen. If it concerned a dozen or more boards in one section of the state a location convenient to the boards in that area was selected. If the problem applied only to the boards in a single county, the clinic was ordinarily held at the county seat.

Conduct of the Meetings

Invitations were extended to the boards to send representatives or to attend as a body. The length of the clinics varies from one to three days. It was found that the one-day meeting was most satisfactory, even though it meant in many cases limiting the scope of the problem. The College of Education provided one or more consultants with special competence in the problem under study. The State Department of Education assigned members from its staff who were concerned with the problem.

Either a state department official or a member of the staff of the college presided at the meeting. The functions of the presiding officer were to outline the problem, draw out questions and specific problems, obtain descriptions of methods being used, get from the specialists their judgments and evidence, summarize discussion, and make sure that satisfactory conclusions were reached.

Every effort was made to secure an easy, informal atmosphere in the group. Participation of all present was sought and encouraged. Detailed minutes were kept, and later a report was prepared and copies sent to all who attended.

Participants testified that these clinics were informative, helpful and constructive. The board members learned from one another. Anyone could ask a question, state an opinion, or describe a practice. There were no speeches or lectures. The specialists were members of the group and participated as such. The problems discussed were real rather than theoretical. If answers and conclusions were not available, means were found to continue the study until the desired results were obtained.

Among the problems treated in the Georgia clinics were (1) legal duties of school board members; (2) relations of school boards and administrative officials; (3) duties and responsibilities of the state board of education and local boards; (4) laying out of school bus routes; (5) making and operating budgets; (6) purchasing of school bus equipment; and (7) employment of teachers.

Value of the Clinic Method

Such a plan for the improvement of school board personnel has much to recommend it. It was simple, practical, and inexpensive in terms of time and money. Exchange of views and descriptions of practice proved very helpful. The specialist was accepted readily, since he dealt with practical issues. At the same time, he had the opportunity to present points of view on the relation of the special problem under consideration to larger issues and problems. Participants learned where good practices might be observed and authoritative materials found.

Since the plan was flexible, it could be adapted to almost any situation or problem. Those who took part in the Georgia clinics would strongly recommend this means by which school board members may obtain much useful information to aid in solving their problems.

These clinics had additional important outcomes. Board members from different communities came to know one another. The prestige of board membership increased. Many board members were able to propose policies and procedures which led to better conditions in their school districts. Much favorable public opinion was generated in the collective attack on various problems.

HOW TO GET A GOOD SCHOOL BOARD

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While many important studies have been made concerning the governmental machinery set up for the selection of school board members, and other studies have delved into the social beliefs and social composition of school boards, little has been done to determine just how a community gets a good school board and who or what has, in reality, been responsible for its superior quality.

An analysis of the school board selection experience in five communities during a period of ten years was made in an effort to gain some insight into this problem. Communities choosing their boards of education by popular election were selected, since this method is followed by most of them.

The questionnaire method covering large numbers of communities was discarded in favor of a limited study whereby an intensive case study could be made of a small number of communities via the interview. Despite the subjectivity of the interview as a method for gathering data, it was the only method by which facts of a confidential nature could be obtained. A key problem in the study was the development of adequate bases for evaluating school boards and school board members. This article proposes several fundamental considerations.

1. The Role of Education in American Society. Judgment of what should be considered a good school board member must be determined in relation to the function of public education. Democratic living is a dynamic concept, one which is in the process of "ever becoming." The school, then, if this point of view is accepted, should be a vital force not only in the perpetuation of a cooperative democratic society but also in its continued improvement.
2. The Functions of the Board of Education in the American Community. Boards of education not only have the opportunity, but also, in reality, have the duty to assume a dominant role in educational leadership. Through the exercise of their policy making function they provide an operational framework for the schools so that education may carry out its part effectively.
3. Who Is a Desirable School Board Member? In the light of this function, just who would be considered a desirable board member? The recurring theme in current day statements is that of the able "good man" having faith in education as an instrument of democracy. The broad general nature of the qualities expounded are such that many persons possessing them could be found in most communities. There is no intention of setting up a narrowly conceived standard, specific in nature, which would envision a board of the elite. The point of vital importance here is the individual board member's ability to contribute to the formation of policies.

4. What Is a Desirable General Pattern in the Make-Up of a School Board? When the school board as a unit is considered, individual desirable qualities take on added meaning, for the operational effect of a community policy making body is unitary in character, and as such it must reflect the considered opinion of all elements in that community. Concern for the pattern of school board membership was given tremendous impetus by Counts' study in 1927 when it revealed the dominant position held by favored economic groups in school boards throughout the country.

Developments in the field of social psychology also pointed out that the members of a minority controlling group are likely to reach conclusions on the basis of the same social facts which will differ markedly from those reached by other groups in the same community, regardless of how imbued with the qualities of social justice they may honestly believe themselves to be. These conclusions led Counts and Newlon to propose occupational representation as a method of obtaining broad socio-economic representation on public boards of education, while other educators proposed proportional representation and the use of a community advisory council to act as a nominating committee for obtaining board members.

The position taken here is that if a group's needs are to be given sympathetic and intelligent consideration in matters of policy making, only one who is a member of that group can bring out of his experience the continuing insight necessary to the formation of such policies.

5. How Should School Board Candidates Be Selected? If the school board is to carry out effectively its primary function of policy making, then ideally the make-up of the public board of education should reflect the heterogeneous interests, ideals and philosophies of various minority groups in the community. The problem, then, is how to achieve this "reflection."

For the purposes of analysis and discussion, the desirable product--the school board--has been treated separately from a consideration of the procedure involved in obtaining it. But this separation can only be effected in the mental processes, for, in the area of social experience, the sociologist and social psychologist have joined forces to produce a maxim that covers the situation; what you get is inextricably tied up with what you do.

6. Criteria for Evaluating Community Procedures Employed in Selecting Candidates for Public School Boards. The focus of attention, therefore, if light is to be shed upon the problem of obtaining a desirable school board, must be concentrated on an analysis of the methods and procedures actually operating in communities to produce both good and bad school boards. Turning, then, to the tenets of the democratic philosophy, a series of criteria has been developed which may be used in this evaluation.

CIVIC GROUPS SHOULD COOPERATE

The selection process should provide a means for each group which has a clearly identifiable set of interests to voice those interests and to make known its needs.

The selection process should promote the cooperative functioning of the various community groups to the end that agreement upon policies and general methods may be achieved. When participation either in the group or through the group is, itself, a common value sought for, then the goal may be both the end and the means. It will avail little to seem to reach that goal--the formulation of policies growing out of the popular will--if the process is restrictive and limiting in its effect.

The selection process should be free from partisan control, whether of a political, socio-economic, religious or so-called "patriotic" nature. When a clique is able to control the selection of candidates for the board of education, its motivation may be for other reasons than those of the altruist. Personal pecuniary gain as well as the furthering of political ambitions and desire for power may become prime factors in the selection of school board members, and even in the formulation of educational policy.

TURN ON THE SEARCHLIGHT

The selection process should be open to public evaluation. This criterion implements and buttresses the whole selective process. Time and again the history of human social behavior has shown the salutary effects derived from the searching light of public appraisal. All meetings having to do with the organization of the process and the actual selection itself should be open to the public. Second, there should be a thorough coverage through the local press of all such meetings. Finally, a clear statement of the policies and purposes of any selecting committee or group should be given wide public circulation.

The selection process should be rooted in the people's experiences. Only when the people have the security of starting from a base with which they are familiar can they plan successfully for improvement.

The selection process should provide some means or basis for the public's evaluation of the candidates. This evaluation may be arrived at in a number of ways. The candidates may be asked to speak at a forum where they can state their views clearly on major issues. Here, too, they may be questioned by alert citizens on points on which they would otherwise refrain from committing themselves. Public statements in the local press may also be helpful in aiding the public to reach a decision on the relative merits of board candidates. However, if the public depends solely upon such methods as these for its evaluation, there is danger that a large number of citizens, through lack of knowledge, may be basing their judgments upon an inadequate conception of what a school board member is expected to do.

PUBLIC MUST BE EDUCATED

Of fundamental importance, therefore, to any selection process of candidates for policy making bodies in a democratic society is the education of the public concerning the functions of such bodies, the qualifications which they should possess. Only when a program of this sort has been carried out can all citizens be expected to have an adequate basis upon which to select candidates for a board of education.

The selection process should be an integral part of the total effort at overall community planning. Few communities have reached the goal implied by this criterion but it is, nevertheless, eminently desirable. It may be that communitywide participation in the selection of school board personnel will be a base from which the community may gradually extend public participation in the planning function to other activities. Certainly, if the public is participating in such an overall planning effort, the selection of school board personnel as well as other planning activities regarding the school should not be a separate unit isolated from all other planning activities in the community. Such a policy is likely to breed resentment as well as lack of sympathy for and understanding of the role of education in the life of the community.

FLEXIBILITY NEEDED

The selection process should be flexible in structure providing for orderly change either to meet new conditions or in response to criticism arising from public evaluation. The tendency to develop vested interests under a given procedure may be strong and the resulting solidification of structure relapsing into clique control can squeeze out effective public participation, leaving nothing but a structural shell of meaningless names.

The selection process should further adhere to the principle that candidates chosen according to the foregoing criteria are selected on the basis of individual merit and not primarily because they represent any special interest or group. Selection on any other basis than that each individual member is the representative of all the people is likely to lead to a detrimental emphasis upon the interests of constituent groups, whether they be geographical, economic, social, political or religious. A situation of this sort can easily develop into a bitter tug-of-war or bring about vicious trading practices in regard to the staff, the educational program and even building programs and building repairs. It is unlikely that policies so determined will be in the best interest of the children or the community.

A Board Member Describes -

The Function and Power of the School Board

Graeme Canning¹

Outline of Obligation

The power to make a school progressive and to advance the educational level of the community is inherent in the authority of every school board. However, this power can be dissipated through improper functioning. In order to fully understand the limitations of a school board's functions, we should consider the training and background of the individuals appointed or elected to its membership. The members of a board are invariably not educators; they are usually men who have been successful in their professional or business endeavors; they have gained the respect of their fellow citizens to the point that they have been chosen to represent the community; they are interested in fostering its fuller development.

Because the members of the board are not educators, but are men of civic interest, with democratic responsibility, they should not, therefore, permit themselves to become involved in the executive details of school administration or in petty disputes, but _____

¹The writer who is a member of the Knoxville, Tenn., board of education, read this paper before the Tennessee School Boards Association Convention, October, 1947.

should reserve their actions for solving problems involving (1) the selection and the appraisal of efficiency of the school administration force, (2) the establishment of general policies in accordance with which the executives can subsequently carry on the work of the schools, and (3) the supervision and appraisal of the financial policies, particularly the budget-making and the actual expenditures.

Selection of Personnel

The proper selection of the administrative and teaching personnel is basic to a successful functioning of the board. In large school systems it is absolutely impossible, as well as unwise, for the board to attempt to study the qualifications of principals and individual teachers. This responsibility belongs to the superintendent, who should submit all names of candidates for approval. However, in selecting supervisory and executive employees from principal on up, it is advisable for the board to meet as a body and to have an informal discussion with the approved candidates regarding their concept of leadership and supervision. This will give the board members a chance to know the men they intend to place in charge. After all precautions have been taken

in the selection of school personnel, it is still essential to be ever alert, and to appraise the efficiency of the individual men and women in positions of leadership.

Over-all View of Board

The board should have an over-all view of the school system so that they may approve adjustments recommended by the professional executives. They may not have a knowledge of teaching or of the technicalities of organization of the individual schools, but they should have a knowledge of the general structure, equipment, and personnel of the schools, through personal visitations and through information supplied by the superintendent. It is vitally necessary that all pertinent facts be at the command of the board, and the superintendent should be charged with the responsibility of keeping the board members fully informed on all matters essential to the smooth running of the system. Only in this way can a board really be in a position to aid in the efficient operation of the schools under their control.

Knowledge of Questions

When problems arise, board members should expect to be informed on the decisions made by the school personnel. If a question is raised as to the wisdom of a decision, a condensed statement of facts should be supplied to all members, giving the reason for the decision reached. Much of this information will already be in the hands of the board if the members have been properly informed. However, each school administrator should feel that he has freedom of action and will be supported in any reasonable decision he may honestly make. His actions, however, must be subject to an impartial and fair review and not blind approval.

The Superintendent's Duty

An alert and farsighted superintendent can direct the attention of the board to the enactment of policies and the solution of major problems; he can prevent many trivial and controversial questions from reaching the board by solving these minor problems himself, and by supporting the school personnel in making decisions before small matters have flared into flames. Trivial differences, because of their very triviality, often produce emotional hatred and distrust between parents and teachers, as well as among members of the board. Some schools are constantly suffering minor upheavals because weak administrative officials are not settling complaints and trivial problems, but are involving board members apparently as a means of directing criticism away from themselves.

The Making of Board Decisions

Whenever decisions affecting all the schools are to be made, the board should act only on the advice and recommendation of the superintendent, after he in turn has obtained the facts and recommendations from

the personnel in whose departments the questions are raised. Decisions involving technical, construction, or financial matters should be made only after advice has been secured from individuals trained in these fields. As a rule, the board's decision should be made in the form of a confirmation or rejection of the recommendation of the school personnel, or of other technically trained employees. When there is any likelihood of a difference of opinion, the approval and binding opinions of the board members should never be given, except by a formal vote and after an open discussion of the subject at a regular or called meeting. Each member, respecting the integrity and intelligence of the others, should withhold his decision until he has had an opportunity to hear the views of other members. Private inquiries between board members as to each other's views should be regarded as a means of securing information and should in no way be used to bind a member's voice or vote.

Rejection of Decisions

The rejection by the board of a recommendation by the professional executives should be made with great hesitancy and only after serious consideration. In rejecting the opinion of its trained personnel, the board must realize that it takes upon itself the full responsibility of any subsequent resulting failures in its policies and in the acts of its staff. The repeated failure of a board to confirm the school personnel's recommendation must be followed by a change in personnel, for no school system can long operate efficiently when the school executives and the board fail in co-operating and supporting each other.

The Financial Supervision

Although the members of the board may not be trained in the organization of schools or the methods of teaching, they have as a rule, proved their ability to evaluate expenditures of public funds. It is on the board that the people rely for wisely fixing the amounts to be raised by taxation and of conducting the schools within the funds available. In their practical experience as business executives, board members have a background which equips them to check financial matters, possibly far better than the school superintendent and the business manager whom they have employed. Each individual board member should expect monthly a condensed statement of expenditures, a summary of bills to be paid, and a statement of the balances remaining in the several budget categories. These appropriations and expenditures must be weighed not only in the light of the needs of education, but also in relation to the ability of the community to supply them.

Checks on Expenditures

In controlling its finances, the board may at times be obliged to

hold in check an aggressive administrator who, through his very superior energy, is inclined to throw educational services out of balance. This we have sometimes seen in overemphasis on such popular subjects as music, art, athletics, technical training, and health. These subjects, while good and valuable, must be kept in balance with other less spectacular subjects, and to do this requires constant alertness in guarding against educational unbalance.

Support of the People

When all of the factors in an educational program have been considered and a decision reached, it then becomes the duty of the board to fully inform the people of the needs of the schools, and see to it that fully sufficient funds are provided.

No compromise is justifiable, without additional facts that warrant a revision of original decisions. The strength of a board is in direct relation to its own efficiency in the performance of its real functions, and only through strict observance of the above principles can the board retain its inherent absolute power. Its membership must be conscious that they have assumed a responsibility over the life of children, a responsibility they cannot delegate to others, and where the welfare of youth is involved, they must be ready and willing to place the responsibility where it belongs and to champion the cause of education as far as the ability of the community permits.

Individual Duties of the Members

A board's strength rapidly wanes whenever any member fails to master problems and act on his convictions. Too often, members may be appointed or elected who seek the honors of the position, not the responsibilities. These members soon find that membership means work, and having faith in the ability and judgment of one or another member, become mere echoes of the thoughts expressed by this influential individual. To retain its full power, each board member must think and act independently; possess equal authority; and give his support only to policies which have been analyzed and found meritorious. A board's power is undermined by its members following blindly a leader, trading or compromising basic principles, covering up repeated errors, or acting on measures without personal knowledge or on the basis of group pressures.

Nature of the Board

A board member is not a private individual. He is the voice of the people—parents and citizens—calling for an opportunity to receive an adequate education for the welfare of the children. As the

community grows and progresses, so also should the board change; its members must be forward-looking, not content with the past, but ever ready to adopt new methods that have proved to be progressive. Each member should speak as the voice of a parent guarding his children, bear patiently, weigh deliberately, and decide impartially each educational problem, and thus guard the full inherent power of the board to command and obtain obedience for the benefit of child and of nation.

CITE - 150

Following information is bases for new conference which should be held Monday, 23 August and attended by newspaper reporters and editorialists, radio representatives, prefectural education section chief, governor or vice governor, and representatives of PTA and women's organizations. Prefecture-wide dissemination is requested. Release in name of Japanese. Do not quote military government. Message follows: election for the school boards will be held 5 October throughout the entire nation. At that time all prefectures and the five big cities will elect school boards. Prefectural boards will have 7 members and local boards will have 5 members. Candidates for prefectural and big cities school boards must send in their screening questionnaires to the Ministry of Education before 15 September, according to new Hatsuteki 69, rather than 25 August, (Hatsuteki 65) which has been amended. They may present them to the governor who is then responsible to get them into the mails two days before the deadline. Any city, town, or village outside of the big five cities which has a lower secondary school may have a school board this year if it passes a resolution to that effect in its local assembly and reports its intention to the prefectural governor before Wednesday, 25 August. The candidates for such smaller city, town and village boards will also have to submit their screening questionnaires to the prefectural governor against a deadline which each governor decides upon, and the candidates will have to be screened by the prefectural teachers screening committee. According to the school boards law, boards in such cities, towns and villages, must be formed not later than 1 November 1950. They must pass a resolution of the local assembly and report such resolution to the prefectural governor 90 days before election, which shall be held on 5 October of the year before the school board is to be established. It is recommended that cities, towns and villages who wish to have school boards before 1950 meet immediately, pass a resolution to that effect and inform the governor. Then local citizens groups should stir themselves immediately to nominate the best possible candidates for the local boards. The members of the school board, should be representative of all major segments of the community including various professional and occupation groups. So that the board shall mirror the ideals and attitude of the entire community, it might include for example a ~~member~~ doctor, a lawyer, a farmer, a businessman, a member of some trade or craft and a professional educator not employed by the public schools. Each board should include one or more women. If on the other hand, the school boards should be composed exclusively of people from one group, such as teachers or businessmen, the whole purpose of educational decentralization would be defeated. The schools belong to the whole population. They are public property and their control should be truly representative. One of the major responsibilities of the school board will be to work out a budget. Only if the board is representative of the taxpayers, will it be able to work out an adequate school budget. Inasmuch as the school board has the authority to do business with the teachers, it is not wise that it should be made up exclusively or predominantly of teachers. In addition to their legal requirements, members of the school boards should:

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- (a) be interested in schools and children
- (b) Have an understanding of the new education and willingness to promote reform
- (c) Understand the financial status of the schools and of the community
- (d) Be able to discuss school affairs in practical manner
- (e) Have some formal schooling so that they can read and write intelligently
- (f) Be taxpayers
- (g) Be persons of good moral qualifications who have the respect of the community
- (h) Have community pride, particularly in the schools
- (i) Be not identified closely as leaders of any political or other pressure groups
- (j) Have the time and energy to attend all meetings
- (k) Be cooperative individuals, neither rubber stamps with no initiative or independence, or headstrong persons who wish to dominate the school board
- (l) Be screened by the proper screening authorities, the prefectural screening board or the national screening board.

The school board should not be considered a means of livelihood or a stepping stone toward political office. It should be considered a part-time public service which is largely advisory in nature. It should be a position of honor and responsibility in the community with status equal to that of members of the local or prefectural assembly. It is not expected that it will take the full-time of the members, or that it will be a serious handicap to professional people in carrying on their jobs. Interested and able people of all classes who fulfill the above qualifications should run for the board even though they already have full-time jobs. Women's organizations and PTAs groups should meet immediately and get out petitions for competent people to represent them. It is recommended that they think particularly of nominating able women. The success of democratization of the schools depends upon the election of good school boards. The success of school boards depends upon the caliber of board members. The best qualified persons must come forth now and make themselves available for election.

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