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AN OPERATIONAL MODEL FOR THE DEVELOPMENT OF WRITTEN
SCHOOL BOARD POLICIES

The University of Oklahoma

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DEVELOPMENT OF WRITTEN
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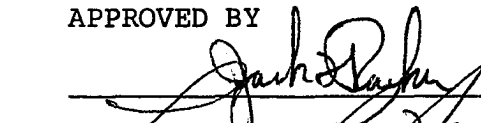

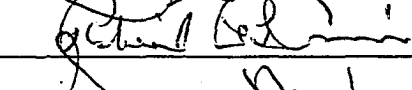

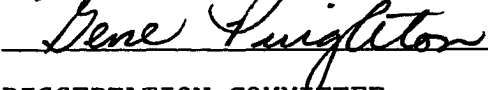
A DISSERTATION
SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR THE DEGREE OF
DOCTOR OF EDUCATION
IN GENERAL ADMINISTRATION

BY

JACK ISCH

AN OPERATIONAL MODEL FOR THE
DEVELOPMENT OF WRITTEN
SCHOOL BOARD POLICIES

APPROVED BY

DISSERTATION COMMITTEE

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AN OPERATIONAL MODEL FOR THE
DEVELOPMENT OF WRITTEN
SCHOOL BOARD POLICIES

CHAPTER I

PURPOSE OF THE STUDY

Introduction

Education is not specifically mentioned in the United States Constitution or its Amendments. However, public education is recognized as a legal function and responsibility of the states by the Tenth Amendment which states: "Those powers not delegated to the United States by the constitution nor prohibited by it to the states, are reserved to the states respectively or to the people."¹

The state may exercise this authority in any manner it deems, as long as it is consistent with the Federal Constitution, its Amendments and Federal Statutes. All state constitutions provide that a system of schools be established and maintained. The Oklahoma Constitution states: "The legislature shall establish and maintain a system of free public schools wherein all the children of the state may be educated."²

¹U.S., Constitution, Amendment X.

²Oklahoma, Constitution, Art. XIII, sec. 1.

To carry out the mandate of the state Constitution, the Oklahoma Legislature has provided for local units, namely the local school district. The local school district is a state agency and is legally defined as a quasi-corporation created to carry out a state function. Oklahoma statutes designate a board of education shall be the governing body of the local school district. The local board has been delegated some autonomy in governing the local school district within the limitations of the state constitution and legislative acts.

General powers and duties of the school board are defined in Oklahoma statutes. One such power is:

...to make rules and regulations, not inconsistent with the law or rules and regulations of the state Board of Education, governing the board and the school system of the district...³

Therefore, since school boards share power with the State Legislature and State Board of Education in the operation of the local school district, it is important that the local board of education carry out its responsibility. Educational writers generally agree that an effective board of education is essential for schools. Shannon emphasized the importance of written board policies when he said: "In meeting its responsibility for that portion of education over which it has jurisdiction, a school board cannot govern effectively without some form of written guidelines."⁴

The University of Chicago conducted a study on school board effectiveness and found that boards with written policies:

³Oklahoma, School Laws of Oklahoma (1976), sec. 65. p. 49.

⁴Thomas Shannon, "The Effectiveness of Written School Board Policies," Updating School Board Policies 2 (July-August 1971): p. 1.

1. Are more likely to adhere to their policy making and legislative functions
2. Are more tactful and sympathetic to groups of teachers or patrons
3. Exhibit a better understanding of how community groups think and act
4. Show more resistance to pressure groups
5. Are more community conscious
6. Are more likely to accept criticism with offense
7. Are better informed
8. Are more vigorous in seeking financial support for the schools
9. Are better equipped to accept modern school methods⁵

The same study, when measured by fifteen of the thirty-two criteria for effective board members, found the effectiveness of individual members of the boards which operated in accordance with written policies was considered significantly greater than those who acted without written policies. Further, when measured by any of the thirty-two criteria, members of boards who did not have written policies were not classified as superior.⁶

A recent National School Board Association⁷ survey found that board members believed the development and maintenance of a set of written policies was the most important function of school boards. This concept was further emphasized by Burrup:

It (the school board) is the policy making organization for the school district. This is by far its most important function, since its decisions determine the course of education in a school district for years to come. Since the schools belong to the people, and since the board represents the people, it is the board's function to make and establish those general policies

⁵Maurice E. Stapley, School Board Studies (Chicago, IL: Midwest Administration Center, University of Chicago, 1957), p. 27.

⁶Ibid.

⁷National School Boards Association, "School Board Meetings," National School Boards Association Research Report 1976-2:21.

which determine the purposes⁸ and organizational framework for the operation of the school.

The American Association of School Administrators (AASP) and the National School Boards Association (NSBA) published an article summarizing the benefits from written policies as:

1. Saving time, effort, and money. Many questions arising in governing the schools repeat themselves in various forms
2. Giving positive direction to superintendents and others charged with directing the school program by clearly defining their authority and discretion
3. Helping build public support. Those whom the schools serve are provided reassuring evidence of what the board is attempting to do, and why it is trying to do it
4. Clarifying relationships between board and superintendent, between superintendent and staff, and within the staff
5. Freeing time for the superintendent and the board to plan for improvement in the school program
6. Facilitating orderly review of board practices so that actions taken can be kept abreast of needs
7. Aiding evaluation of educational services. The board of education is able to appraise more intelligently the services rendered when responsibility is definitely fixed
8. Helping reduce criticisms by centering attention on clear-cut statements which people are more prone to accept than personal opinions
9. Assuring greater uniformity and fairness of treatment. Minor inconsistencies which occur naturally and easily can be eliminated, and misunderstandings due to lack of information can be substantially reduced
10. Reducing pressures and irritations. Individuals or groups desiring special consideration will know that their case is decided on the basis of established policy, not momentary considerations
11. Enduring better informed board and staff. Acquaintance with policies, and experience in formulating them, builds habits of thinking in terms of policy rather than immediate issues. Study of policies speeds orientation of new board and staff members.⁹

⁸Percy E. Burrup, The Teacher and the Public School System (New York: Harper & Brothers, Publishers, 1960), p. 91.

⁹American Association of School Administrators and National School Boards Association, Written Policies for School Boards (Washington, D.C.: The Association, 1955), pp. 8, 9.

Similar advantages for having written policies were described by White, Boggs, Cooke, Wilson, Hitchcock, and others.¹⁰

Although there is agreement among school board members and educational administrators that establishing written policies is one of the most important tasks of school boards, many districts have not developed policy manuals. A 1972 NSBA survey showed only 35 percent of its members had organized, written statements of policy for their system.¹¹ A study by Seawell¹² in 1955 disclosed that only 23 percent of the school systems in Virginia had written board policies. White¹³ found in 1959 that only 40.5 percent of southern school boards had written policy manuals.

A 1970 study of the National Education Association indicated that most boards of education do not have written policies. Reasons for not developing written policies according to the National School Boards Association are:

1. Lack of staff and/or time
2. Lack of administrative leadership

¹⁰Alpheus L. White, Characteristics of Local School Board Policy Manuals, Bulletin 1959, no. 14 (Washington, D.C.: Government Printing Office, 1959), p. 2; Robert Boggs, president, "Development of School Board Policies," Illinois School Board Journal 44 (March-April 1976): p. 26; E. David Cooke, "Why Should You Have Written Policies?" California School Boards 35 (May 1976): p. 15; Robert E. Wilson, School Board Policies: What Are They? How To Write Them (Columbus: Ohio School Boards Association, 1976): p. 13; Phyllis Hitchcock, president, "The Need for School Board Policies," Illinois School Board Journal 45 (March-April 1977): pp. 33-36.

¹¹Herbert M. Hamlin, The Public and Its Education (Danville, IL: The Interstate Printers & Publishers, 1955), p. 85.

¹²W. H. Seawell, "The Use of Written Board Policies," American School Board Journal 140 (June 1960): pp. 19-20.

¹³Alpheus L. White, Local School Boards: Organization and Practices (Washington: U.S. Government Printing Office, 1962), p. 64.

3. Negative board attitudes (think policies are "restrictive"; regard policies as not important)
4. Lack of know-how
5. Frequent turnover of board members
6. High cost of consulting help
7. Lack of available resource information.¹⁴

Even when boards of education have written policies, many times they are ineffective. One reason they are not effective is because they are not systematically coded and updated.¹⁵ If board policies are to be effective, they must be presented in a form that is easily understood. Reeves supported this when he said:

If policies are to be found only in the minutes of meetings, those that are less frequently used will be forgotten as board members and superintendents are changed. If policies have been forgotten, the board is likely to adopt new and different ones without repeal or amendment of earlier ones. A part of an old policy may remain valid but unenforced. Conflicting rules and regulations lead only to confusion.¹⁶

Recent years have brought about changes in education that further dictate that board policies be in writing and be continually updated. According to Nelson, the following items make written board policies necessary:

1. Recent federal legislation
2. Teacher militancy
3. Grievance policies and practices
4. Consolidation of school districts
5. Civil rights of minors
6. New modes of morals and manners

¹⁴National School Boards Association, School Board Policy Development for the '70s (Evanston, IL: National School Boards Association, 1970), p. 3.

¹⁵Lanny Ross Gamble, "An Operational Model for Developing Written School Board Policies for a Selected Alabama School District" (Unpublished Ed.D. dissertation, University of Alabama, 1971).

¹⁶Charles E. Reeves, School Boards: Their Status, Functions, and Activities (New York: Prentice-Hall, Inc., 1952), p. 168.

7. Accountability
8. Patterns of classroom organization
9. Use of paraprofessionals
10. State requirements for program planning¹⁷

Wilson listed other recent developments in education that account for interest in policy development:

1. The increasing difficulty of maintaining the separation between the policy making and executive function in school management
2. The increased size of school systems
3. The increasing internal pressures on the board and superintendent
4. Increasing external pressures on the board of education
5. Changing demands on education
6. Concern for accountability
7. Evaluation of superintendent¹⁸

If boards of education are to operate effectively, it is apparent that they must have up-to-date, coded policy manuals. The development of a model for updating and codifying policy statements is of crucial importance to boards of education and school administrators. Gamble¹⁹ and Faile²⁰ independently designed models for the development of written school board policies. Recent changes in the school environment indicate that components not included in the models by Gamble and Faile should be developed.

¹⁷Arvid Nelson, presider, "School Board Policies," Illinois School Board Journal 43 (March-April 1975): p. 17.

¹⁸Wilson, School Board Policies, pp. 7-12.

¹⁹Gamble, "An Operational Model for Developing Written School Board Policies."

²⁰Thomas James Faile, "The Development and Application of a Design for Facilitating the Writing of School Board Policies in County School Systems of Alabama" (Unpublished Ed.D. dissertation, University of Alabama, 1971).

Need for the Study

National educational organizations, such as the National School Boards Association and the American Association of School Administrators, continually emphasize the importance of written school board policies for governance of school districts. Even though these associations recognize the benefits, less than 50 percent of the local school districts have developed an adequate set of written school board policies.²¹

There is need for a comprehensive guide to help school systems as they seek to develop written policies. The development and testing of an operational model for school board policy development should be a meaningful contribution to the literature of school administration, as well as a useful tool for school districts seeking to develop their own policies.

Statement of Problem

This study was designed to develop a model for use in writing school board policies. The model was tested by using it to develop a policy manual for a major public school system.

Procedure

The study contains the following elements:

The first phase was a review of pertinent literature relating to the development of policy manuals. A literature survey of the

²¹James Betchkal, editor, "How to Make Policies that Save You Money and Misery," American School Board Journal 159 (October 1972): p. 33.

theory of school administration and of methods and techniques used by other districts for writing school board policies revealed the essential components and their relationships in the development of a policy manual. Additionally, the literature review indicated the basic principles of writing policy statements and methods of codifying policies. This suggested a plan for the development of the model.

The second phase consisted of the development of the model. The model was organized around the essential components identified from the literature survey and discussions with the superintendent of schools. The model is shown graphically and verbally.

The third phase was implementation of the model to develop a set of written policies for a major public school system. By using the model to develop a comprehensive set of school board policies and evaluating its effectiveness, it was determined the model can be used by other school systems for developing school board policy manuals.

Definition of Terms

School board policies "are guidelines adopted by the board to chart a course of action. They tell what is wanted and may also include why and how much. They should be broad enough to admit discretionary action by the administration in meeting day-to-day problems, yet be specific enough to give clear guidance."²²

²²William E. Dickinson, The School Administrator's Guide to the EPS/NSBA Policy Development System (Revised ed., Washington, D.C.: National School Boards Association, 1975), p. 3.

Rules and regulations "are the detailed directions developed by the administration to put policy into practice. They tell how, by whom, where, and when things are to be done."²³

School district "is any area or territory comprising a legal entity whose primary purpose is that of providing free school education, whose boundary lines are a matter of public record, and the area of which constitutes a complete tax unit."²⁴

School board "is the governing board of the school district. The superintendent is the executive officer of the board."²⁵

Operational model "is a process that delineates components and their relationships."²⁶ The model is presented graphically and verbally.

Organization of the Study

The study is divided into five sections. Chapter I includes the Introduction, Need for the Study, Statement of Problem, Procedures, Definition of Terms, and Organization of the Study.

Chapter II is a review of literature related to the study.

Chapter III is the development of an operational model.

Chapter IV describes the use of the model for the development of written school board policies for a selected school district.

²³Ibid.

²⁴Oklahoma, School Laws of Oklahoma (1976), Art. I, sec. 8, p. 21.

²⁵Ibid., p. 49.

²⁶Dickinson, The School Administrator's Guide to the EPS/NSBA Policy Development System, p. 3.

Chapter V is a restatement of the problem, summary, conclusion, and recommendations for further study.

CHAPTER II

REVIEW OF LITERATURE

This chapter is devoted to a research of pertinent literature that represents the major areas of concern related to the development of an operational model for the development of school board policies. The major areas are: 1) Legal Status of School Districts and Boards of Education; 2) Rights and Responsibilities of Boards of Education; 3) The Need for Written Board Policies; 4) Characteristics of Policies; 5) Participants in the Policy Development Process; 6) Process for Developing Policies; 7) Major Areas to be Included in the Policy Manual; 8) Sources of Information; 9) Distribution of Policy Manuals; and 10) Maintenance of Policy Manuals.

Legal Status of School Districts and Boards of Education

The Federal Constitution and its Amendments are silent on the issue of education. The interpretation of the Tenth Amendment, which reserves to the state all matters not delegated to the federal government, places the responsibility of public education with the states. This position is supported by numerous writers. Thurston and Roe emphasized this when they wrote:

The principal stated in this amendment makes it clear that if power and authority are not enumerated as national in scope within the Constitution and if not forbidden therein they

become state concerns. Education as a function clearly falls in these categories.¹

Dykes agreed with this, stating:

The absence of any provision in the Constitution for education, coupled with the Tenth Amendment, means that the legal responsibility for providing a system of public education rests with the states.²

Remmlein concurred when she said:

Public education is a governmental function belonging to the states. The Federal Constitution reserves to the states all matters not delegated to the federal government, and public education has not been made a federal matter either in the original Constitution or by any of its amendments.³

Brodinsky noted:

The Constitution of the United States says nothing about education, so the Tenth Amendment, supposedly, takes care of it. Under that amendment education is reserved to the states and the people, because it was not one of the functions the Founding Fathers saw fit to assign the national government.⁴

This position was supported by Garber and Teutter; Morphet, Johns, and Reller; Peterson, Rossmiller, and Volz; Grieder, Pierce,

¹Lee M. Thurston and William H. Roe, State School Administration (New York: Harper & Brothers, Publishers, 1957), p. 57.

²Archie R. Dykes, School Board and Superintendent: Their Effective Working Relationships (Danville, IL: The Interstate Printers & Publishers, Inc., 1965), p. 36.

³Madaline Kinter Remmlein, The Law of Local Public School Administration (New York: McGraw-Hill Book Company, Inc., 1953), p. 1.

⁴Ben Brodinsky, How A School Board Operates (Bloomington, Ind: The Phi Delta Kappa Educational Foundation, 1977), p. 11.

and Jordan; Drury and Ray; and Knezevich,⁵ who concluded that the school district has only those rights and responsibilities which the state delegates to it. The legislature has plenary authority in regard to all matters of educational policy in public schools. In the absence of constitutional prohibitions, the state may pattern and control education in any manner it desires.

The literature revealed the states have responded to this responsibility by placing in their constitutions general provisions for a system of public schools and delegating authority to the state legislature to establish an educational system.

Thurston and Roe agreed with this when they stated:

The trend in the United States has been to make general reference of educational responsibility in the Constitution and give the legislature wide powers under constitutional provisions to establish an adequate and uniform system of education. The organizational and regulatory aspects of education have become more or less a legislative responsibility.⁶

Remmlein pointed out the responsibility of the people when she stated, "The constitutions of all the states provide, directly or indirectly, that a system of public schools shall be established."⁷

⁵Lee O. Garber and Edmund E. Reutter Jr., The Yearbook of Law 1969 (Danville, IL: The Interstate Printers and Publishers, Inc., 1969), p. 6; Edgar L. Morphet, Roe L. Johns, and Theodore L. Reller, Educational Organization and Administration: Concepts, Practices, and Issues (Englewood Cliffs, NJ: Prentice-Hall, Inc., 1974), p. 37; LeRoy J. Peterson, Richard A. Rossmiller, and Marlin M. Volz, The Law and Public School Operation (New York: Harper & Row, Publishers, Inc., 1969), p. 11; Calvin Grieder, Truman M. Pierce, and K. Forbis Jordan, Public School Administration (3rd ed.; New York: The Ronald Press Company, 1969), pp. 29-30; Robert L. Drury and Kenneth C. Ray, Principles of School Law, with Cases (New York: Appleton-Century-Crofts, 1965), p. 6; Stephen J. Knezevich, Administration of Public Education (2nd ed.; New York: Harper & Row, Publishers, Inc., 1969), p. 11.

⁶Thurston and Roe, State School Administration, p. 59.

⁷Remmlein, Law of Local Public School Administration, p. 2.

It was declared by Morphet, Johns, and Reller that public education was a function of the state legislature when they wrote:

One of the policies that has found expression in some form in every state constitution is that the state legislature must provide for a uniform and effective system of public schools.⁸

Grieder, Pierce, and Jordan wrote that, "...legally, education is a function of the states. This function is accepted in state constitutions."⁹

Morphet, Johns, and Reller further noted:

The legislature of a state has full power, commonly referred to as plenary power, to enact laws regarding the schools as well as other aspects of government. However, such legislation should not conflict with provisions of the state or federal Constitution. If any such conflict exists and the matter is taken to the courts, the statute will be declared unconstitutional.¹⁰

Peterson, Rossmiller, and Volz concurred with this, saying, "If constitutional provisions are not violated, the state legislature has plenary power in education and in the establishment of educational policy."¹¹ Their conclusions also were voiced by Shannon, Drury and Ray, and Garber and Reutter.¹²

⁸Morphet, Johns, and Reller, Educational Organization and Administration, p. 41.

⁹Grieder, Pierce, and Jordan, Public School Administration, p. 53.

¹⁰Morphet, Johns, and Reller, Educational Organization and Administration, p. 39.

¹¹Peterson, Rossmiller, and Volz, Law and Public School Operation, p. 11.

¹²Shannon, "The Effectiveness of Written School Board Policies," p. 1; Drury and Ray, Principles of School Law, p. 7; Garber and Reutter, Yearbook of Law 1969, p. 11.

Garber¹³ reasoned the legislature has all the power over education it desires to exercise, except as it is restrained by state and federal constitutions.

The legislature is generally held to have complete or plenary power over the educational system of the state.¹⁴

Authority over matters of public education was not delegated to the federal government, therefore, it was reserved to the states. States are plenary in power in these matters as a reserved power subject, of course, to the limitations mentioned in connection with the federal authority.¹⁵

Brodinsky said, "Each state's school code, augmented by attorney general decisions and opinions, is the visible repository of educational power and authority."¹⁶

Many authors were quick to remind people that legally education is the primary concern and responsibility of the individual states, but such responsibility must be consistent with federal constitutional requirements.¹⁷

¹³Lee O. Garber, The Yearbook of School Law 1964 (Danville, IL: The Interstate Printers & Publishers, Inc., 1964), p. 4.

¹⁴Lee O. Garber, The Yearbook of School Law 1958 (Danville, IL: The Interstate Printers & Publishers, Inc., 1958), p. 3.

¹⁵I. Carl Candoli et al., School Business Administration, A Planning Approach (Boston: Allyn and Bacon, Inc., 1973), p. 58.

¹⁶Brodinsky, How A School Board Operates, p. 12.

¹⁷Peterson, Rossmiller, and Volz, Law and Public School Operation, p. 3; Morphet, Johns, and Reller, Educational Organization and Administration, p. 38.

State legislators have enacted laws creating local school districts and have delegated a degree of freedom in maintaining public schools.

Dykes observed:

Although education is legally a state responsibility and a state function, major responsibility for operating and controlling the public schools has been delegated to the local level in all states except Hawaii. State legislatures have created school districts and established local school boards that, within broad limits set by the legislatures, have power and authority to operate and maintain the public schools as they think best.¹⁸

Smith and Smittle further witnessed that:

Public education is a function of state government. The state delegates control over the operation of schools to the board of education in the local school district.¹⁹

Peterson, Rossmiller, and Volz stated more clearly:

State legislatures have usually chosen to create local school districts and delegate to them responsibility for the day to day operation of the schools.²⁰

Therefore, the states carry out their responsibility for public education, to a great degree, through school districts. To these subdivisions the states delegate various amounts and kinds of authority for providing and operating schools. School districts are often thought of as the operating units in many state educational systems.²¹

¹⁸Dykes, School Board and Superintendent, p. 37.

¹⁹Max S. Smith and W. Ray Smittle, The Board of Education and Educational Policy Development (Ann Arbor, MI: Edwards Brothers, Inc., 1954), p. 1.

²⁰Peterson, Rossmiller, and Volz, Law and Public School Operation, p. 43.

²¹Grieder, Pierce, and Jordan, Public School Administration, p. 3.

According to Dykes,²² local school boards have three legal bases for their existence and for the power and authority they exercise as governmental entities: state constitutions, laws passed by the state legislatures, and court decisions. Constitutions of the various states provide the basic authority for a system of public schools. To implement this authority, state legislatures have created, or permitted to be created, school districts and have delegated to the districts' governing agencies (local school boards) a degree of local autonomy within the limitations of the state constitutions and enactments of the legislatures themselves.

School districts are restricted by the fact that they have no authority, power, discretion, or responsibility except as state governments delegate or allow them.²³ Similar observations were made by researchers Candoli, Pierson, and Thurston and Roe.²⁴

It may be generally concluded, therefore, that a school board charged with the duty of controlling and maintaining public schools, has no inherent authority because it is an arm or agency of the state subordinate to the state, and looks to the statute for its authority.²⁵

²²Dykes, School Board and Superintendent, p. 38.

²³Grieder, Pierce, and Jordan, Public School Administration, p. 4.

²⁴Candoli et al, School Business Administration, p. 58-59; H. L. Pierson, Shaping the Schools: A Guide to Boardmanship (Revised, Durham, NH: New Hampshire School Boards Association, March 1973), p. 22; Thurston and Roe, State School Administration, p. 62-63.

²⁵Lee O. Garber and E. Edmund Reutter Jr., The Yearbook of School Law 1968 (Danville, IL: The Interstate Printers & Publishers, Inc., 1968), p. 46-47.

Garber further concluded, "In any event, the source of a board's powers is the statute." In other words, "school districts possess such powers as the statutes expressly or by reasonably necessary implications grant to them."²⁶

Because education is a governmental function, Garber²⁷ derived that it followed that school districts and/or their governing bodies are agencies of government--or they are governmental agencies.

"In the eyes of the law, a school district is a quasi-minicipal corporation, a special kind of corporation. The corporate structure is necessary to facilitate operations," according to Knezevich.²⁸

Grieder, Pierce, and Jordan stated:

In the literature of school law, it is clear that school districts are agents of the states, created by the states to assist in carrying out a state function. In court decisions relating to the legal status of districts, one frequently finds local units referred to as 'mere arms of the state for the administration of its school system,' 'creatures of the statute,' 'instrumentalities of the government of the state,' 'quasi corporations exercising a portion of the sovereign power of the state, not for their own benefit, but as agents of the public.'²⁹

A likewise belief was commonly expressed by Edwards, Garber, and Drury and Ray.³⁰

Knezevich explained:

²⁶Garber, The Yearbook of School Law 1964, p. 28.

²⁷Ibid., p. 23.

²⁸Knezevich, Administration of Public Education, p. 116.

²⁹Grieder, Pierce, and Jordan, Public School Administration, p. 9.

³⁰Newton Edwards, The Courts and the Public Schools (3rd ed.; Chicago, IL: The University of Chicago Press, 1971), p. 54, 145; Garber, The Yearbook of School Law 1964, p. 24; Drury and Ray, Principles of School Law, p. 9.

A school district is a special kind of municipal corporation. Hence, the word quasi, implying that the school district operates 'as if' it were actually a municipal corporation, such as a city, but its authority is far more limited. The authority of a school district is limited to performance of the education function. A school district is often referred to as a limited municipal corporation. As a quasi-municipal corporation it continues without structural change and exists in perpetuity unless altered subsequently by legal action. A school district, within the limits of its charter, can hold and convey property, sue and be sued, and act as a person. Its officers are not personally assessable for corporate acts.³¹

As Garber and Reutter put it:

Not only is a school district, or a school board, an agency of the state and/or government, it has also been referred to as a body politic, as an arm or instrumentality of government subject to the unlimited control of the legislature, as a political subdivision of the state, and as a quasi-municipal corporation.³²

This theory was further explored by Lane, Corwin, and Monahan:

School districts have been legally defined as quasi-corporations rather than full municipal corporations such as cities or towns. A municipal corporation is usually considered a city or town established for the purpose of local government. While a city or town is in part an agency of the state designed to assist in the affairs of civil government, its main concern is advancing the local interest. Thus the powers granted to a municipal corporation for legislating its own ordinances and regulating its own affairs are broad and extensive. School districts, on the other hand, are instruments of the state intended primarily to facilitate the administration of state government. The local school district executes state educational policy. Although the powers³³ of the board of education are great, these are delegated powers.

Peterson, Rossmiller, and Volz expounded their shared belief that:

³¹Knezevich, Administration of Public Education, p. 117.

³²Garber and Reutter, Yearbook of Law 1969, pp. 42-43.

³³Willard R. Lane, Ronald G. Corwin, and William G. Monahan, Foundations of Educational Administration: A Behavioral Analysis (New York: The Macmillan Company, 1967), p. 170.

Because of the nature of their functions and duties, school districts are usually regarded as public corporations. The courts are in substantial agreement that a school district is not a true corporation, in the sense of a private corporation, because the only powers it may exercise are those expressly granted by or necessarily implied from the statutes. As to the exact corporate nature of a school district, however, the courts seem to be in hopeless disagreement, as is illustrated by the fact that school districts have been referred to as quasi corporations, quasi-public corporations, municipal corporations, quasi-municipal corporations, and corporations.³⁴

Remmlein³⁵ claimed that no distinction was made between the duties and powers of a school district and those of its school board. The school district's governing body is the school board.

Garber and Reutter³⁶ observed since the terms "school officers," "boards of education" or "school boards," and "school districts" are often used interchangeably by the courts, the roles of all should be considered together.

Garber and Edwards³⁷ noted that the duties and powers conferred by statute upon school districts are exercised by the board of education by their legally constituted officers. Members of a board of education represent the state. They are state officers and act in the performance of state functions.

³⁴Peterson, Rossmiller, and Volz, Law and Public School Operation, p. 43-44.

³⁵Madaline Kinter Remmlein, "The Legal Status of Local School Boards," American School Board Journal 124 (May 1952): p. 25.

³⁶Garber and Reutter, Yearbook of Law 1969, p. 42.

³⁷Lee O. Garber and Newton Edwards, "The Law Governing School Board Members and School Board Meetings," School Law Casebook Series, No. 5 (Danville, IL: Interstate Printers and Publishers, Inc., 1963): p. 3.

Knezevich agreed, stating, "Members of the local board of education are thus corporate officers, specifically local officers of the governmental corporation known as the school district."³⁸

The authority to whom the state delegates the operation of a school system in our democratic mode of operation is the local board of education, as shown by Ashby.³⁹ Therefore, under the framework of state law, it must make the policies which govern all phases of the operation of the school system. It is then the responsibility of the superintendent, the board's chief executive, to administer the policies.

Candoli⁴⁰ listed three powers delegated to school districts: mandatory powers, permissive powers, and prohibitions. In essence, the state limits the action of the system to what it must do, what it may do, and spells out what it may not do where it delegates powers to school districts.

Grieder, Pierce, and Jordan described further that there are two kinds of state laws on education: mandatory and permissive.

The first are requirements and directions which must be followed by school boards and other educational agencies. This kind of legislation governs many aspects of local as well as state school administration, such as the organization of districts, elections, finance, certification of teachers and other professional personnel, schoolhouse construction, school census and attendance, transportation, curriculum, indebtedness, and so on.

Permissive laws empower school districts and other agencies to engage in educational and related services not required by the

³⁸Knezevich, Administration of Public Education, p. 214.

³⁹Lloyd W. Ashby, The Effective School Board Member (Danville, IL: The Interstate Printers & Publishers, Inc., 1968), p. 30.

⁴⁰Candoli et al, School Business Administration, p. 61.

state. The degree of discretionary freedom is contingent on how specific or limiting the legislation is....

School boards also possess implied powers, that is, the power to engage in a certain activity or provide a certain service because it is necessary to do so in order to carry on the primary function of instruction.⁴¹

Knezevich discovered that, "It is well established that the school board can exercise those powers which (1) are granted in express words, (2) can be fairly implied as necessary or incidental to powers expressly granted, and (3) are essential to realization of purposes of educational instructions."⁴²

The same powers were expressed as well by Garber and Edwards, and Edwards.⁴³

Grieder, Pierce and Jordan⁴⁴ brought out that by and large, boards possess rather extensive delegated powers and duties and extensive discretionary powers.

Garber⁴⁵ maintained that in the exercise of the management and control function, the board is possessed of "wide discretionary powers." The board has the authority to determine the best interests of the schools, and the school system has a substantial interest in protecting the continuity of its teaching staff.

⁴¹Grieder, Pierce, and Jordan, Public School Administration, pp. 31-32.

⁴²Knezevich, Administration of Public Education, p. 216.

⁴³Garber and Edwards, "Law Governing School Board Members and School Board Meetings," p. 4; Edwards, Courts and the Public Schools, p. 146.

⁴⁴Grieder, Pierce, and Jordan, Public School Administration, p. 10.

⁴⁵Garber, Yearbook of School Law 1964, p. 27.

Peterson, Rossmiller, and Volz concluded, "It has been established clearly that a board of education may adopt and enforce reasonable rules and regulations to facilitate administration of the schools and conduct of the district's business."⁴⁶

Delon⁴⁷ held that nowhere is the premise seriously challenged that holds that a school board has the authority to develop, adopt, and implement rules and regulations and policies that govern a school district, while Pierson⁴⁸ claimed that the local school board, acting with discretion (which may not be capricious or arbitrary), develops the policies which individualize each school district.

In addition, there are numerous functions which a board of education may exercise under permissive legislation. This permissive legislation must be translated by a board of education into written policies.⁴⁹

The Oklahoma Constitution delegated the operation of the public school system to the legislature when it stated:

The Legislature shall establish and maintain a system of free public schools wherein all the children of the state may be educated.⁵⁰

⁴⁶Peterson, Rossmiller, and Volz, Law and Public School Operation, p. 233.

⁴⁷Floyd G. Delon, ed., Yearbook of School Law 1974 (Topeka, Kansas: National Organization on Legal Problems of Education, 1974), p. 9.

⁴⁸Pierson, Shaping the Schools, p. 22.

⁴⁹Smith and Smittle, Board of Education and Educational Policy Development, p. 1.

⁵⁰Oklahoma, Constitution, Art. XIII, sec. 1.

To carry out the mandate of the state Constitution the Oklahoma legislature has provided for local units, namely the local school district. The local district is a state agency and is legally defined as a quasi-corporation created to carry out a state function, education. Oklahoma statutes designated a board of education shall be the governing body. The local board has been delegated some autonomy in governing the local school district within the limitation of the state Constitution and legislative acts.

Rights and Responsibilities of Boards of Education

Johnson and Hartman wrote, "Invested in the school board is the legal right and responsibility to establish and operate the public schools."⁵¹ It was further pointed out by Drury and Ray⁵² that school districts are established in each state pursuant to legislative authority, and the election or appointment of school board members to exercise management and control of the school affairs of the district are provided through state statutes. The school board, or board of education, is the lawful controlling body of the school district. It is the governing body charged with the management, general control, and responsibility of the school in a school district, observed Garber.⁵³

It was explained by Lane, Corwin, and Monahan, that the functions of school boards are: legislation, policy-making, and evaluation. "The school board is responsible for implementing state law, developing

⁵¹Robert H. Johnson Jr., and William Hartman, The School Board and Public Relations (New York: Exposition Press, 1964), p. 51.

⁵²Drury and Ray, Principles of School Law, p. 7.

⁵³Garber, Yearbook of School Law 1964, p. 25.

policy where necessary to implement law, and, in the absence of specific law, to serve as a legislative body."⁵⁴

The premise of Mort and Ross was:

In the absence of law specifically regulating the manner in which a school board shall operate as a legislative body, it becomes a matter of basic organizational procedure for a school board to adopt fundamental regulations setting up the proper checks and balances on itself and its employees. It must fix responsibility and authority always with due consideration of all principles the serving of which may be expedited.⁵⁵

Knezevich felt that functions of the local school board are similar to those of boards of directors of other public and private agencies. In general, responsibilities of a board of directors of a corporation are to:

1. Establish general objectives, goals, or missions of the corporation
2. Determine its major operating policies
3. Determine the organizational structure
4. Select major executives for the organization
5. Appraise performance of executives to whom responsibilities have been delegated and evaluate how well state goals have been achieved⁵⁶

Morphet, Johns, and Reller added that among the many powers of the board of education the following are of outstanding importance:

1. The selection of a chief administrator, the superintendent of schools;
2. The establishment of policies and procedures in accord with which the educational services are administered and a range of programs are developed;
3. The establishment of policies relating to planning improvements and to accountability;

⁵⁴Lane, Corwin, and Monahan, Foundations of Educational Administration, p. 171.

⁵⁵Paul R. Mort and Donald H. Ross, Principles of School Administration (New York: McGraw-Hill Book Company, Inc., 1957), p. 288.

⁵⁶Knezevich, Administration of Public Education, p. 215.

4. The adoption of the budget and the enactment of provisions for the financing of the schools;
5. The acquisition and development of necessary property and the provision of supplies;
6. The adoption of policies regarding and the appointment of necessary personnel to staff the varied services;
7. The appraisal of the work of the schools and adoption of plans for development.⁵⁷

Nelson⁵⁸ indicated that the two most important functions of the board of education are: 1) to develop written policies, and 2) to select their superintendent of schools. Robert Boggs⁵⁹ voiced his selection of the two most important tasks which face any school board as: 1) the employment of a superintendent, and 2) the development of school board policies.

In general, the establishment of policies for the operation of the school system in the district is the function of the school board, as Tuttle⁶⁰ summed it up. Mueller condensed it further: "Policy making is the board's responsibility."⁶¹ Firth simply stated, "Policy making is a board function but rules making generally is not."⁶² One of the paramount responsibilities of responsible school boards is

⁵⁷Morphet, Johns, and Reller, Educational Organization and Administration, pp. 311-312.

⁵⁸Nelson, presider, "School Board Policies," p. 17.

⁵⁹Boggs, presider, "Development of School Board Policies," p. 25.

⁶⁰Edward Mowbray Tuttle, School Board Leadership in America (Danville, IL: The Interstate Printers & Publishers, 1958), p. 37.

⁶¹Kathy Mueller, presenter, "Developing Meaningful Policy," Nebraska School Boards Association Bulletin 8 (January 1976): CR 18.

⁶²Gerald R. Firth, "Use the Board Handbook for Policy and Rules," American School Board Journal 141 (November 1960): p. 14.

policy development, maintained the National School Boards Association.⁶³

Eggert⁶⁴ announced that the establishment of policy under which the schools of a given area function is the board's primary concern, while the National School Boards Association (NSBA) and American Association of School Administrators (AASA) claimed that, by far, the formation of educational policy is the most important function of the school board.⁶⁵

It was also determined in research conducted by the NSBA in 1976 that one of the most important functions of the school board in the minds of most school board members was the development and maintenance of a set of written policies.⁶⁶

The foreword of a Texas journal announced, "Policymaking is the primary function of the school board."⁶⁷

A resolution passed by the NSBA in 1969 stated:

The National School Board Association urges each school board to foster orderly change and minimize unrest through the adoption of appropriate school board policies.⁶⁸

⁶³National School Boards Association, School Board Policy Development for the '70s, p. 6.

⁶⁴Chester L. Eggert, "School Boards Need Written Policy," American School Board Journal 139 (September 1959): p. 29.

⁶⁵AASA and NSBA, Written Policies for School Boards, p. 5.

⁶⁶National School Boards Association, "School Board Meetings," p. 21.

⁶⁷Ellen Anderson, Foreword to Policymaking, A Challenge for School Board Members, Texas Association of School Boards (Spring 1976): p. ii.

⁶⁸James Betchkal, editor, "Boardmanship: It Gets Dissected in Miami," American School Board Journal 156 (May 1969): p. 13.

Candoli⁶⁹ concluded that the local district's most important exercise of authority is found in the local policies developed to carry out the state policies.

Burruap stated that "the board is the policymaking organization for the school district. Policymaking is by far its most important function, since the board's decisions determine the course of education in a school district for years to come."⁷⁰ Dickinson⁷¹ expressed belief that it is in their role as policymakers that lay board members can make signal and significant contributions to the advancement of public education.

Knezevich concluded:

The board of education is presently regarded as the legislative rather than the executive agency. Consequently, the most important contribution of a board of education to the administration of public education is the formulation of policies which can guide the institution to its goals.⁷²

Local rules and regulations have the effect and force of law provided they are not outside the scope of the board's jurisdiction, according to Remmlein, Shannon, and Peterson, Rossmiller, and Volz.⁷³ However, Garber⁷⁴ pointed out a governing board of a school district

⁶⁹Candoli et al, School Business Administration, p. 63.

⁷⁰Burruap, The Teacher and the Public School System, p. 91.

⁷¹William E. Dickinson, "The Process of Developing Written School Board Policies," Kansas School Board Journal 14 (October 1975): p. 15-16.

⁷²Knezevich, Administration of Public Education, p. 32.

⁷³Remmlein, "Legal Status of Local School Boards," p. 83; Shannon, "Effectiveness of Written School Board Policies," p. 2; Peterson, Rossmiller, and Volz, Law and Public School Operation, p. 234.

⁷⁴Garber, Yearbook of School Law 1964, p. 28.

has no authority to enact rules or regulations which alter the terms of a legislative enactment.

"Court decisions are important determinants of educational policies and authority over education. By their decisions, the courts both give authority to and remove authority from local school boards," said Dykes.⁷⁵ Therefore, concluded Ashby,⁷⁶ the board must make the policies, under the framework of state law, which governs all phases of the school system's operation.

Knezevich⁷⁷ added there are times when federal influence is felt at the local level through massive federal funds to stimulate specific types of educational programs and through Supreme Court interpretations of what must be done to protect the civil rights of all citizens. Burrup⁷⁸ referred to numerous court decisions that have emphasized the importance of school boards following legal prescriptions with respect to such matters as contracting debts, employing an attorney, making contracts of a certain type, letting school property, establishing high schools, opening schools at the proper time, and transporting pupils to and from schools.

The judiciary, in ruling on the constitutionality of legislation and school board policies under the federal Constitution, very definitely expressed public policy, as when it prohibited Bible-reading

⁷⁵Dykes, School Board and Superintendent, p. 39.

⁷⁶Ashby, Effective School Board Member, p. 30.

⁷⁷Knezevich, Administration of Public Education, p. 116.

⁷⁸Burrup, Teacher and the Public School System, p. 91.

in public schools for religious purposes by ruling it unconstitutional, wrote Garber and Reutter.⁷⁹

The High Court also spoke out on whether school children must salute the flag, may pray in public schools, when a school board may ask a pregnant teacher to leave her job, and under what conditions a principal may suspend or expel a student.

Lower federal and state courts have decreed policy on busing, club activities, student dress, punishment of students, use of controversial textbooks, and the conditions under which boards may or may not fire the superintendent, Brodinsky added.⁸⁰

Delon⁸¹ observed that courts will void a board policy if that policy is designed to circumvent the law. On the other hand, there is no doubt about the fact that in America boards of education have wide discretionary powers, mused Nolte. "Ordinarily, the courts will not intervene in the peaceful exercise of those powers, unless there has been an invasion of someone's constitutional rights, or the board has acted in an ultra vires manner or has failed to act when it had the responsibility."⁸²

⁷⁹Garber and Reutter, Yearbook of Law 1969, p. 6.

⁸⁰Bridinsky, How A School Board Operates, p. 12.

⁸¹Delon, editor, Yearbook of School Law 1974, p. 10.

⁸²M. Chester Nolte, "Powers of Boards Are Executive, Legislative, and Quasi-Judicial in Character," The American School Board Journal 149 (December 1964): p. 55.

Peterson, Rossmiller, and Volz⁸³ surmised that courts take the view that, since the legislature has delegated to school boards power to exercise discretion and judgment in matters affecting the schools, they will not interfere unless the board exercises its power in an arbitrary, capricious, unreasonable, or unlawful manner, as did Remmlein.⁸⁴

Garber⁸⁵ declared the courts refuse to interfere with the discretion of, or to substitute their judgment for, that of an administrative body, in the absence of evidence that such a body abused its discretion; acted fraudulently, unlawfully, or arbitrarily; or took action that was against the weight of the evidence.

Beach claimed:

Although state mandatory laws and regulations governing education must be followed, numerous decisions on educational matters have been left to the discretion of local boards. It is not surprising that educational policy making is commonly regarded as the most important function of local school boards.⁸⁶

General powers and duties of the school board are defined in Oklahoma statutes. One such power is:

...to make rules and regulations, not inconsistent with the law or rules and regulations of the State Board of Education, governing the board and the school system of the district...⁸⁷

⁸³Peterson, Rossmiller, and Volz, Law and Public School Operation, p. 236.

⁸⁴Remmlein, "Legal Status of Local School Boards," p. 25.

⁸⁵Garber, Yearbook of School Law 1964, p. 21.

⁸⁶Fred F. Beach, Foreword to Characteristics of Local School Board Policy Manuals, by Alpheus L. White, p. v.

⁸⁷Oklahoma, School Laws of Oklahoma (1976), sec. 65, p. 49.

Need for Written Board Policies

If schools are to function effectively without unnecessary interruptions, written school board policies are a virtual necessity.⁸⁸ According to Knezevich,⁸⁹ most authorities agree that written statements of policy are essential to effective school administration, particularly in turbulent times and in complex institutions. Shannon⁹⁰ added that without some form of written guidelines, no school board can govern properly.

Wilson concurred with this when he stated, "A board of education operating with established written policies, arranged in convenient classification, can function in a systematic, orderly, and effective way."⁹¹

A discerning Brodinsky wrote, "The board can get what it wants only if it sets down its ideas in written policy statements."⁹²

In a study conducted by Stapley, he found that the performance of members of boards with written board policies was more effective in the following ways:

- a) They are more likely to adhere to their policy-making and legislative functions.

⁸⁸K. Forbis Jordan and Ronald Walton, "A New Approach to Developing School Board Policies," American School Board Journal 150 (February 1965): p. 9.

⁸⁹Knezevich, Administration of Public Education, p. 217.

⁹⁰Shannon, "Effectiveness of Written School Board Policies," p. 2.

⁹¹Robert E. Wilson, Educational Administration (Columbus, Ohio: Charles E. Merrill Books, Inc., 1966), p. 472.

⁹²Brodinsky, How A School Board Operates, p. 19.

- b) They are more tactful and sympathetic to groups of teachers or patrons.
- c) They exhibit a better understanding of how community groups think and act.
- d) They show more resistance to pressure groups which are not interested primarily in the good of the school system.
- e) They are more willing to devote time to promote the welfare of the schools within the community.
- f) They more readily speak to community groups for the purpose of interpreting school needs.
- g) They feel a greater responsibility to improve education throughout the state.
- h) They more generally display both tact and firmness as required by the situation.
- i) They are better able to sense and identify problems of the school and to assist in determining workable solutions.
- j) They make a more pronounced effort to understand their own functions, duties, and responsibilities.
- k) They are more likely to accept criticism without offense.
- l) They appear to be better informed about the cultural, human, and financial resources of the community.
- m) They are more vigorous in seeking financial support for the schools.
- n) They have a better understanding of the purposes and objectives of modern schools.
- o) They are more likely to spend time outside the community to promote the welfare of public schools.⁹³

There are seven recent developments in education which account for the renewed interest in policies:

- (1) The increasing difficulty of maintaining the separation between the policymaking and executive functions in school management.
- (2) The increased size of school systems.
- (3) Increasing internal pressures on the board and superintendent.
- (4) Increasing external pressures on the board of education.
- (5) Changing demands on education.
- (6) Concern for accountability.
- (7) Evaluation of the superintendent.⁹⁴

Many years ago, other advantages of written school board policies were cited as an incentive for boards to accomplish the act;

⁹³Stapley, School Board Studies, p. 27.

⁹⁴Wilson, School Board Policies, p. 7.

they are still as valid as when first enumerated. These have appeared in numerous publications, but are repeated below as further persuasion for writing policies.

Written board policies will:

Facilitate orientation of new board members.
 Permit consistency in board decision-making.
 Improve staff morale.
 Enable a board to anticipate problems before they happen.
 Save board time, especially in meetings, through the avoidance of having to re-think recurring problems of a similar nature.
 Facilitate the board's evaluation of progress.
 Avoid or defend some law suits.
 Comply with legislation and state department regulations.⁹⁵

Consider just a few dramatic events of the recent past which relate critically to problems of school board policymaking and local school governance.

- The infusions of federal aid since 1965, and the consequent impact of federal influence upon educational development.
- New problems relating to board-staff negotiations, and the phenomenon of teacher militancy.
- The urban crisis, problems of de facto segregation, the challenge to provide equal educational opportunity for all.
- The pressures to break up large districts--and to consolidate small ones. The search for 'metropolitan' or regional solutions.
- The impact of educational technology, and the interest of private business in 'running schools for profit.'
- The new body of law and procedures affecting the civil rights of minors, codes of dress, student protests, and the use of drugs.
- The rapid rise of public community colleges and--at the other end of the scale--the proliferation of classes for pre-kindergarteners.
- The changing patterns of church-state relationships.
- The impact of new curriculum ideas, and the nationwide quest for workable innovations in teaching and learning.
- The advent of the nonprofessional classroom aide, and new patterns of class organization and scheduling.⁹⁶

⁹⁵Ibid, p. 13.

⁹⁶NSBA, School Board Policy Development for the '70s, p. 5.

Reasons vary slightly from one expert to another why school boards should develop sound policies, but the most commonly held reasons were:

1. To inform everyone of the goals and aspirations of the board,
2. To give the board of education credibility,
3. To establish a legal record,
4. To improve staff morale through staff involvement in policy development,
5. To enable staff to understand their work in relation to the total activities of the school district,
6. To promote continuity, stability, and consistency of board action.
7. To enable the board of education to provide for many events in advance of their happening.
8. To reduce pressures of special interest groups,
9. To enhance school-community relationships,
10. To establish sound financial basis of operation,
11. To assist the board in assessing quality of educational programs, and
12. To improve board-superintendent relationships.⁹⁷

A set of policies benefits all who are related to the school system, within and without--administrators, board members, teachers, other employees, taxpayers, students, parents, community organizations, etc.

⁹⁷AASA and NSBA, Written Policies for School Boards, p. 8-9; Dickinson, "The Process of Developing Written School Board Policies," pp. 16-17; NSBA, Policy Development for the '70s, p. 3; Richard L. Hooker, "Policy Development: An Overview," Policymaking, A Challenge for School Boards (Spring 1976): pp. 3-5; Wilson, Educational Administration, p. 472.

Tuttle summarized the need for policy by stating they help to avoid confusion and misunderstandings by defining lines of authority and responsibilities so that they can be readily interpreted at any level, give consistency and continuity to the school board's position, stand as a bulwark against undue pressure from self-seeking interests, are valuable orientation aids to new board members and to new executive, teaching, or other personnel, and prevent impulsive or reversible board decisions, which adds dignity to the school system.⁹⁸

"Policies should be written because uniformity of procedure cannot otherwise be guaranteed. Unwritten policies have an amorphous texture and are highly elastic," said Stapley.⁹⁹

Observers of the operation of schools are in agreement as to the benefits of having written policy statements.

Hooker¹⁰⁰ stated that benefits are gained by reducing policies to writing. These benefits include accountability and renewal, commitment and involvement, direction, continuity, and efficiency.

In an analysis of values of having written policy statements White gave the following advantages:

- (1) Foster continuity, stability, and consistency of board action,
- (2) enable the board to provide for many affairs or conditions in advance of their happening, (3) save time and effort by eliminating the necessity of having to make a decision each time a recurring situation develops, (4) facilitate the orderly review of board practices, (5) aid boards in appraising education services, (6) improve board-superintendent relationships, (7) reduce pressures of special interest groups, (8) help in the orientation of

⁹⁸Tuttle, School Board Leadership in America, p. 39.

⁹⁹Maurice E. Stapley, "The PDQ's of Written Policies for School Boards," The Nation's Schools 54 (December 1954): p. 51.

¹⁰⁰Hooker, "Policy Development: An Overview," pp. 3-5.

new board and staff members, (9) enable staff members to understand their work in relation to the total activities of the school system, (10) facilitate the improvement of staff morale by providing uniform and fair treatment, (11) keep the public and school staff informed of board action, and (12) give lay citizens a better understanding of how they can work with school authorities in building a good school system.¹⁰¹

Magoulas summarized the benefits from having written policies as:

1. Avoids Oversights. The board is able to provide for many kinds of situations in advance of their happening.
2. Saves Time. Written policy permits expeditious handling of school business. Matters which formerly required board action can be handled by the superintendent who reports his action to the board, thereby releasing the board from numerous small details.
3. Reduces Pressure. Written policy reduces demands made on the school by pressure groups because the demands are dealt with by clear definitions of policy rather than by dealing with each as an emergency issue.
4. Defines Work. A superintendent and his staff are able to perform their duties in a businesslike way with a minimum of conflict, misunderstanding and friction because clear definitions of job performance makes for efficient operation.
5. Improves Relations. Written policy can help laymen understand when, where, and how they can participate in the improvement of public education.
6. Provide Continuity. Written policy provides new board members and superintendents with a summary of how the board has proceeded in the past, its present policies, and direction for future policy.
7. Improves Instruction. Written policy can clarify the principle of academic freedom for teachers, thereby helping to minimize fear and uncertainty concerning controversial issues in the community.
8. Facilitates Orientation. Written policy facilitates orientation of new and/or inexperienced personnel by informing them of their duties, responsibilities, and authority and by serving as an aid to supplement the inservice training of personnel.
9. Aids Evaluation. Board members and the superintendent are provided with a comprehensive and economical aid for constantly evaluating and improving the work of the schools.

¹⁰¹White, Characteristics of Local School Board Policy Manuals, p. 32.

10. Promotes Morale. Written policy can clarify vague lines of responsibility which often lead to professional conflicts among staff members as they perform their duties.¹⁰²

Nelson stressed the need for written policies for the following reasons:

- To assist the board in assessing quality of educational programs.
- To improve board-superintendent relations.
- To give the public a means to evaluate the board of education.
- To inform everyone of the goals and aspirations of the board.
- To make the board of education credible.
- To establish a legal record.
- To improve staff morale.
- To enable staff to understand their work in relation to the total activities of the school district.
- To foster continuity, stability, and consistency of board action.
- To enable the board of education to provide for many events in advance of their happening.
- To reduce pressures of special interest groups.¹⁰³

A publication by the Minnesota School Boards Association¹⁰⁴ listed several benefits from written policies, such as: puts problems into a more rational perspective and helps the district save money; gives a strong foundation upon which to make proper decisions; and offers school board members the opportunity to thrash out differences and make decisions before angry citizens have gathered at ringside.

If administrations are to manage and school boards are to govern, it is obviously important that administrators and board members know what the policies are--all the policies. And, that's the

¹⁰²Jimmy Magoulas, "Why Written School Board Policies Are Important," American School Board Journal 142 (March 1961): p. 11.

¹⁰³Nelson, presider, "School Board Policies," p. 18.

¹⁰⁴Minnesota School Boards Association, "How to Make Your Policies Do What You Want Them To Do," Minnesota School Board Journal 29 (October 1976): p. 15.

chief value of a comprehensive, well-codified, and constantly updated policy manual.¹⁰⁵

Characteristics of Policies

In its simplest form a board policy is a statement of expectation. It indicates what the board desires and, if necessary, specifies the amount, decree, extent, etc.¹⁰⁶

When followed, or lived in accordance to, school board policies become statements which present the purposes and prescribe in general terms the program and organization of a school system. They tell what is wanted. They may also indicate quantity and reasons.¹⁰⁷

They are, "written statements of an organization's goals and intent that are stated in broad, long-range terms, and which express or stem from the philosophy or belief of the organization's top authority."¹⁰⁸

Moehlman and van Zwoll stated, "An educational policy is a legal definitive plan of action in which general purpose, objectives, authority, and means are represented."¹⁰⁹

¹⁰⁵Dickinson, "Process of Developing Written School Board Policies," p. 16.

¹⁰⁶Hooker, "Policy Development: An Overview," p. 1.

¹⁰⁷AASA and NSBA, Written Policies for School Boards, p. 6.

¹⁰⁸Shannon, "Effectiveness of Written School Board Policies," p. 3.

¹⁰⁹Arthur B. Moehlman and James A. van Zwoll, School Public Relations (New York: Appleton-Century-Crofts, Inc., 1957), p. 165.

Knezevich¹¹⁰ held that a policy is a general statement which described the objective to be achieved. Smith concurred, stating, "A board policy is a broad aim or goal."¹¹¹ Essentially, policies are a guide to the what, why, and how much of desired education operation, according to Tuttle.¹¹²

Another definition of policy, by Stapley, stated, "A policy is an agreement by members of an administrative body describing or defining the manner in which it will act. The term itself means wise procedure or course of action."¹¹³

Johnson and Hartman¹¹⁴ felt that policies should be broad, sustaining agreements that not only look forward to, but guide day-to-day decisions as well. The policies are the ground rules for operating the school system.

Sisk¹¹⁵ concurred when writing that policies, though broad in their application, are apprehensively nonspecific and vague in their wording. They act as guideposts that define the scope of activities necessary and permissible to reach desired objectives.

¹¹⁰Knezevich, Administration of Public Education, p. 217.

¹¹¹Nebraska School Boards Association, "The Difference Between Policy Making and Administration," Nebraska School Boards Association Bulletin 8, Stanton Smith, panelist (January 1976): CR 6.

¹¹²Tuttle, School Board Leadership in America, p. 37.

¹¹³Stapley, School Board Studies, p. 22.

¹¹⁴Johnson and Hartman, School Board and Public Relations, p. 46.

¹¹⁵Henry L. Sisk, Management and Organization (Cincinnati, Ohio: South-Western Publishing Co., 1973), p. 107.

Hooker held that "written policies are the guidelines for operation of the schools; thus boards of trustees must be continually aware to changes that affect the policies which determine the operation of the schools."¹¹⁶ Pierson agreed with this when he stated that a policy is a guide for discretionary action.¹¹⁷

The NSBA maintained:

Policies are guidelines, adopted by the school board to chart a course of action. The policies tell what is wanted and may also include why and how much. They should be broad enough to admit discretionary action by the administration in meeting day-to-day problems, yet be specific enough to give clear guidance.¹¹⁸

They further stated there is growing acceptance of the view that policies should not deal with detailed descriptions of ways in which the objectives and purposes are to be accomplished.¹¹⁹

Morphet, Johns, and Reller¹²⁰ acknowledged that change and innovation are facilitated when policies are stated in broad enough terms to permit reasonable flexibility in management.

Knezevich confirmed this, explaining:

A policy statement is phrased usually in terms broad enough to include all issues likely to be evolved, but at the same time specific enough to apply to a particular situation. Further, a policy statement may be specific or broad, cover one or more

¹¹⁶Hooker, "Policy Development: An Overview," P. 11.

¹¹⁷Pierson, Shaping the Schools, p. 22.

¹¹⁸Dickinson, Guide to EPS/NSBA Policy Development System, p. 10.

¹¹⁹AASA and NSBA, Written Policies for School Boards, p. 6.

¹²⁰Morphet, Johns, and Reller, Educational Organization and Administration, p. 217.

dimensions of an issue, or simply define limits to be observed in reaching a decision on a given matter.¹²¹

Magoulas¹²² cautioned that policy manuals must avoid excessive detail, incompleteness, vagueness, unnecessary items, and other weaknesses in content to be of value to a school system.

Wilson¹²³ expounded that to be effective, a policy should be a written, agreed-upon statement of directions for action, definite enough to be a guide, yet flexible enough to allow adjustments dictated by good judgment. To serve the needs of the majority, Smith and Smittle¹²⁴ admonished that policies must be framed with adaptation and flexibility that promote the extension and improvement of educational services to youth and the citizens of the community.

Ben Brodinsky was quoted in an American School Board Journal article as offering this word of advice: "A soundly constructed school policy must contain two major elements: It should tell what the board wants to happen and explain why it should happen."¹²⁵

According to Pierson:

Policy writing is a special form of expression, calling for crisp, clear prose that is free from ambiguities. A policy will be read

¹²¹Knezevich, Administration of Public Education, p. 217.

¹²²Jimmy Magoulas, "Content of the Board Policy Handbook," American School Board Journal 142 (April 1961): p. 16.

¹²³Wilson, Educational Administration, p. 472.

¹²⁴Smith and Smittle, Board of Education and Educational Policy Development, p. 9.

¹²⁵James Betchkal, editor, "How to Make Your Policies Work for You," American School Board Journal 163 (September 1976): p. 38.

and must be understood by many persons of all levels of responsibility so there can be no misinterpretation of the intent.¹²⁶

Arvid Nelson¹²⁷ summed it up by saying that all policies should be concise and brief.

The School Administrator's Policy Portfolio listed five important qualities which must be contained in boards' policies:

1. CLARITY! CLARITY! CLARITY! When choosing words and organizing them on the page, keep your audience in mind. You may know what you mean, but policies that can't be followed in thought won't be followed in action.
2. VIGOROUS PROSE. Use (never utilize) short words and brief sentences. They get ideas across to more people more often. Cut needless words. Skip jargon.
3. CLEAR ORGANIZATION. Paragraphs should follow one another in a logical sequence. One main point per paragraph assures greater clarity.
4. POSITIVE TONE. Be positive, direct, helpful. School boards exist to safeguard the public's interest in its schools, not to suppress it; make sure board policies show that purpose.
5. CONSISTENCY. Individual policies and the policy manual as a whole should impart a feeling that the board knows what it is doing. That sense of knowhow is conspicuously absent when grammar, style, or format vary from paragraph to paragraph or page to page.¹²⁸

Reeves,¹²⁹ in his book on school boards, wrote concerning rules and regulations which he said should be prepared in precise, concise, clear, and nonlegal language. The aim should be to avoid lack of understanding or misunderstanding of the intent and meaning of each provision. Generally, each item should be stated in positive rather than negative terms. Rules and regulations which are tentative should

¹²⁶Pierson, Shaping the Schools, p. 30.

¹²⁷Boggs, presider, "Development of School Board Policies," Arvid Nelson, panelist, p. 26.

¹²⁸NSBA, The School Administrator's Policy Portfolio 7 (Washington, D.C.: EPS/NSBA, September 1976), p. 1.

¹²⁹Reeves, School Boards: Status, Functions, and Activities, p. 171.

be carefully edited to secure reasonable freedom from grammatical errors, proper sentence structure and correct paragraphing.

The AASA and NSBA supported the theory that:

A policy statement should be so worded that there can be drawn from it a clear definition of duties and responsibilities of all persons--board members, administrative, instructional and non-instructional personnel. It should make clear what the intentions of the board are concerning the job it expects of those employed and the conditions under which they shall work.¹³⁰

Ashby¹³¹ declared general policies should be in writing, and should be carefully written in order to insure clarity of meaning. The New Jersey Association of School Administrators¹³² instructed that board policies must be complete in their discussion of the subject matter and be clearly descriptive of the board's intent.

Tuttle¹³³ concluded that policies are not final or fixed, but are always subject to improvement and evaluation, so that the best policies are the result of a continuous process of maturation and growth.

Nelson¹³⁴ said that a sound policy does not violate any existing federal or state rules and regulations, does not discriminate against any groups or persons, and does not treat any groups or persons in a capricious or arbitrary manner.

¹³⁰AASA and NSBA, Written Policies for School Boards, p. 15.

¹³¹Ashby, Effective School Board Member, p. 34.

¹³²NJASA, "Rule of School Board Policy," NJASA Administrative Guide 4 (August 1976): p. 4.

¹³³Tuttle, School Board Leadership in America, p. 38.

¹³⁴Boggs, presider, "Development of School Board Policies," Arvid Nelson, panelist, p. 26.

Sisk wrote that, "Another characteristic of policies is their stability in that they do not change rapidly. They are not immutable, however, but their change is slow."¹³⁵

Stapley discerned that a board policy statement is a statement of the philosophy of the board. Writing the statement is an attempt to put into a guide for action the purposes, objectives, and general operating philosophy of the board.¹³⁶

Grieder, Pierce, and Jordan wrote:

Policies can be thought of as a statement of what the school board stands for, what it seeks to achieve, and how it intends that the service of education shall be conducted.¹³⁷

The American School Board Journal summed it up:

A set of good written school board policies...is one that is current, contains all official board policies, covers all areas that need to be covered by policy...and is organized in a way that allows quick, easy...and complete access to specific topics.¹³⁸

Many writers expressed their belief about characteristics of policies and policy manuals. Mawhinney¹³⁹ recommended that policy reflect the philosophy of the school system for which it is formulated.

¹³⁵Sisk, Management and Organization, 107.

¹³⁶Stapley, School Board Studies, p. 54.

¹³⁷Grieder, Pierce, and Jordan, Public School Administration, p. 127.

¹³⁸Betchkal, editor, "How to Make Policies that Save You Money and Misery," p. 33.

¹³⁹Paul E. Mcwhinney, "Basic Principles for School Board Policy," American School Board Journal 147 (August 1963): p. 6.

Nicita¹⁴⁰ held that policies cannot be developed by reading another district's policy manual. Samples can be found but each district has to go through the very time consuming process itself if it is to have a useful document.

Willis, when interviewed by Harris, stated, "Written policies vary from area to area. Every board must establish its policies on an individual basis."¹⁴¹

Smith added that board policies are influenced by the makeup of the community, "therefore, a board's policies should be unique to its district and not a mere adaptation of policies from other school districts."¹⁴²

Hayes¹⁴³ offered these suggestions in writing policies:

1. Always date the policies so you will know which one is the most recent.
2. Concerning a legal reference, there is no need to state the whole law verbatim; just footnote it.
3. Policies should be a) indexed, b) color coded, and c) legally referenced.
4. Don't put several ideas on one page.

Wilson listed these characteristics of a set of good board policies: It . . .

¹⁴⁰Joseph Nicita, "Complete Policy Revision in Twelve Months," Michigan School Board Journal 22 (January 1976): p. 25.

¹⁴¹Jerome W. Harris, editor, "Why All the Excitement About School Board Policies, An Interview with Robert E. Willis and W. A. Shannon," School Management 4 (January 1960): pp. 44-45.

¹⁴²Nebraska School Boards Association, "The Difference Between Policy Making and Administration," Stanton Smith, panelist, p. 6.

¹⁴³*Ibid.*, Dale Hayes, panelist.

- Is a brief, general statement of a board's belief about a matter.
- Represents the community's aspirations for its educational institutions to the best of the board's ability to understand those desires.
- Tells what is wanted from the schools and why it is wanted.
- Constitutes clear basis for development of implementing rules, procedures, and common practices within the organization and for decision-making.
- Provides positive direction to the superintendent and staff in the expenditures of their efforts but does not prescribe the methods for arriving there.
- Permits interpretation by the superintendent to adjust for changing conditions but allows the policy to remain fairly constant.
- Clarifies the citizens' rule in management of the public schools by going no farther than stating their aspirations and goals, thereby implying that the technical decisions in school management will be made by the appointed educators.
- Provides a yardstick, in terms of goals, for evaluating the superintendent's performance.¹⁴⁴

Reeves suggested these guidelines in writing board policies:

1. Be not violative of provisions of state law and regulations of state agencies, and make these effective in the school district in accordance with local requirements.
2. Be not merely a compendium of all school board policy actions of the past but omit repealed actions and add provisions necessary to round out or complete the plan for a systematic school district code.
3. Include regulations on board organization, procedures, and members' duties and responsibilities relating to their membership unless a separate set of bylaws to include matters relating to the board has been adopted.
4. Describe, present in outline form, or present in chart form the desired organization structure of the school system, indicating clearly the lines of authority and responsibility of all officers and classes of employees of the school district so that each will know his place in the organization.
5. State in general terms but sufficiently, completely for clear demarcation, the duties and responsibilities of all officers and classes of employees.
6. Be statements of adopted policies and not merely of duties and restrictions.
7. Be stated as principles to guide employees and not merely as instructions to them or an enumeration of the details of administrative and operative procedures.

¹⁴⁴Wilson, School Board Policies, p. 22.

8. Be formulated so as to guide action in specific cases and be binding in all cases to which applicable until the board shall repeal or amend any particular regulation or set it aside temporarily.
9. Recognize the fact that most members of the staff are professional people and allow for their being guided by professional attitudes, including honesty in rendering service to the schools.
10. Allow leeway for the exercise of initiative, permit freedom of action to the greatest extent practicable, and not be unduly restrictive on individuals.
11. Include provisions for the amendment or repeal of parts of the adopted rules and regulations.
12. Be consistent among the different parts; when a new regulation is adopted, conflicting provisions should be modified or repealed so that the validity of older regulations will not be in doubt.
13. Be kept up to date by the addition of new or amended rules and regulations as needed, properly designated in accordance with the adopted numbering system and by the repeal and removal of rules and regulations that have been discarded or are no longer enforced.¹⁴⁵

Shannon described these ideas about policy manuals:

1. Effective written school board policies should provide the general authority and support for all programs and activities conducted by the school district.
2. Effective written school board policies should provide for relative emphasis and allocation of resources and the quality of educational offerings.
3. Effective written school board policies should be brief yet complete.
4. Effective written school board policies should be stable throughout personnel changes.
5. Effective written school board policies should contain a minimum of direct quotations from the law.
6. Effective written school board policies should have adequate provision for review and amendment.¹⁴⁶

Harmon stated several properties a policy manual must have:

1. The policy manual should contain not just broad 'policy' statements, but specific rules and regulations of the board, and for the central administration, as well.

¹⁴⁵Reeves, School Boards: Status, Functions, and Activities, p. 173-174.

¹⁴⁶Shannon, "Effectiveness of Written School Board Policies," pp. 105, 8.

2. Only rules and regulations that apply to the school system as a whole, and that must be formally approved by the school board, should be included.
3. The policy manual should be organized around the major functions of the school system and not according to some arbitrary order.
4. The manual must lend itself to ready use.
5. An ironbound policy is worse than no policy at all. Policies and regulations in the manual should be regarded as subject to change whenever necessary.
6. All policy statements, rules and regulations must be consistent with the law.
7. All statements in the manual must be officially adopted by the school board and approval should be renewed annually.
8. Finally, the completed policy statements must be pertinent to the district for which they are developed and not copies of statements developed in another district.¹⁴⁷

Another characteristic of a policy statement is organization and codification for retrieval and use. A policy statement should be logically organized and codified according to a scheme for the orderly consolidation of the items into parts or divisions dealing with the same or related subjects.¹⁴⁸

When the policies are codified, the board leaves no room for doubt as to what its directives and policies are. Codified rules and regulations are readily applied and avoid much waste of time in approval of policies or in duplication of policies which may be in direct conflict with those previously passed.¹⁴⁹ In addition, it has been recommended that a coding system be utilized for both the

¹⁴⁷James Harmon, "How to Succeed in School Administration Without Really Trying," School Management 10 (March 1966): 102.

¹⁴⁸Reeves, School Boards: Status, Functions, and Activities, p. 178-9.

¹⁴⁹Johnson and Hartman, School Board and Public Relations, p. 54.

regulations and policies. Indexing and coding are useful as a means of assuring that employees and others actually use the information.¹⁵⁰

White¹⁵¹ flatly stated that what is needed is a classification system that is usable and logical. According to Matthews, "All board policy statements should be in writing and should be codified by subject matter area, and published."¹⁵²

Ben Brodinsky¹⁵³ wrote that only with a scheme under which policies are classified, codified, and placed in a loose-leaf manual to permit easy location and substitution of new and revised policy statements for outdated ones can the accumulation of policies be manageable.

Hill¹⁵⁴ claimed the two most widely used coding systems are NSBA's alphabetical code and a numerical system (the 1000, 2000 series). Some districts devise their own.

Participants in the Policy Development Process

Concerning the process of deciding policy, van Zwoll¹⁵⁵ held the opinion that it has become axiomatic that those who are affected

¹⁵⁰Wilson, School Board Policies, p. 31.

¹⁵¹White, Characteristics of Local School Board Policy Manuals, p. 7.

¹⁵²Matthews, "Differentiate Between 'Rules' and 'Policies'," p. 43.

¹⁵³Brodinsky, How A School Board Operates, p. 34.

¹⁵⁴Susan T. Hill, "How to Develop Written School Board Policies," Nebraska School Boards Association Bulletin 9 (September 1976): p. 21.

¹⁵⁵James A. van Zwoll, School Personnel Administration (New York: Appleton-Century-Crofts, 1964), p. 12.

by a policy should have a voice in policy determination. Morphet, Johns, and Reller¹⁵⁶ concurred when they wrote that all who are affected by a guide should be involved in the development of the guide.

In the formulation of administrative policy, democratic approaches, stressing wide participation, are currently accepted, according to Seawell.¹⁵⁷ One of the tenets of democratic administration is that those affected by policy ought to share in policy making. This concept is also touched by Tuttle, who wrote:

Ideally, every policy should be arrived at by a process of discussion and deliberation involving representatives of all groups which will be affected by the application of policy--specifically, the school staff, professional and non-professional, the pupils and their parents, the taxpayers and the public at large.¹⁵⁸

Similarly, responsive and responsible school boards seek out and hear recommendations from those people affected by board policy.¹⁵⁹ Furthering this belief, Burbanks¹⁶⁰ said it is highly desirable for all school people to be included in the revising or writing process.

Mawhinney¹⁶¹ felt that the formulation of policy should be by representatives of all groups affected by its adoption.

Brodinsky explained:

¹⁵⁶Morphet, Johns, and Reller, Educational Organization and Administration, p. 318.

¹⁵⁷Seawell, "Use of Written Board Policies," p. 19.

¹⁵⁸Tuttle, School Board Leadership in America, p. 39.

¹⁵⁹Betchkal, editor, "How to Make Policies That Save You Money and Misery," p. 35.

¹⁶⁰Natt B. Burbank, "How to Write A Policy Handbook," The Nation's Schools 68 (December 1961): p. 54.

¹⁶¹Mcwhinney, "Basic Principles for School Board Policy," p. 7.

The views of the layperson are examined alongside the views of the specialist and the educator, and the board must listen to both and weigh the merits of each.¹⁶²

To have the greatest impact, policies, as ascertained by John L. Summers,¹⁶³ should be based on the best thinking of all people who will be affected by them. This may include administrators, faculty, students, management personnel, support staff, and the community. Johns and Morphet¹⁶⁴ observed that proposals should originate, or at least be worked through, with staff members and perhaps with leading citizens and should have their concurrence. If policies are to be satisfactorily implemented, this is essential.

Pierson¹⁶⁵ noted that in drafting policy, a board should request the cooperation and advice of the professional staff. Their contributions to its formation can be invaluable, since these are the people who must implement the board policy.

Smith and Smittle found:

More effective policies result if the administrative and instructional staffs do participate in the making of policy which deals with the educational program, the use of school plants, disposition of supplies and materials, and budgetary disbursements. In many areas of policy making the clerical staff and the operating and maintenance staff are also involved.¹⁶⁶

¹⁶²Brodinsky, How A School Board Operates, p. 36.

¹⁶³John L. Summers, "The School Administrator's Policy Portfolio," EPS/NSBA 9 (June 1978), p. 1.

¹⁶⁴Roe L. Johns and Edgar L. Morphet, The Economics and Financing of Education, A Systems Approach (Englewood Cliffs, NJ: Prentice-Hall, Inc., 1975), p. 62.

¹⁶⁵Pierson, Shaping the Schools, p. 26.

¹⁶⁶Smith and Smittle, Board of Education and Educational Policy Development, p. 7.

Sullivan¹⁶⁷ recommended employees be involved in policy making which concerns them. Representatives of administrators, teachers, and service personnel need not "create" policies but can react to policies created by others and still express their desires without the deadening effect of lengthy committee discussions.

Hooker¹⁶⁸ concluded that if persons who are affected by a policy decision have participated in the decision-making process, they are generally more supportive of the policy. According to Wilson,¹⁶⁹ personnel policies are more favorably followed and accepted if they have been arrived at through the cooperative effort of all concerned.

Morphet, Johns, and Reller¹⁷⁰ claimed that, due to the development of large, complex educational organizations, direct participation is not possible for all members in all types of policy decisions, though all members can participate through their representatives.

Johnson¹⁷¹ stated that all who are directly affected by policy or who are concerned with carrying out policy should have the opportunity of participating in the formulation and review of those policies. This participation may be direct, by staff discussion and

¹⁶⁷George R. Sullivan, "Written Board Policies: From Dream to Reality," American School Board Journal 149 (August 1964): p. 15-16.

¹⁶⁸Hooker, "Policy Development: An Overview," p. 5.

¹⁶⁹Wilson, Educational Administration, p. 472.

¹⁷⁰Morphet, Johns, and Reller, Educational Organization and Administration, p. 112.

¹⁷¹Russell E. Johnson, "Developing Certified Personnel Policies," American School Board Journal 139 (November 1959): p. 15.

reaction to policies during their formation, or indirect, through selected representatives.

It is now generally recognized that anyone concerned with a policy, an objective, or even a regulation should have an opportunity to participate in some way in its development--through a representative or directly.¹⁷² The American School Board Journal¹⁷³ said to involve those persons affected by policies and rules during the decision-making process.

Johnson¹⁷⁴ held that the superintendent, as the trained administrative leader, should be responsible for coordinating and supervising the formulation of policies which concern certificated personnel. Mueller advised, "After input from the board, staff, students, and community, the administration should draft a policy and the superintendent should present it to the board with his/her recommendation."¹⁷⁵

Nelson stated:

Both the board and the administration have definite roles to play in the development or updating of policies. The superintendent must accept the leadership in making sure the objectives are accomplished, being accountable for the accuracy of the final draft, and guiding the board in the need for new policies or revisions of the old ones. The board must accept the responsibility of providing time and money to develop the policies, assess and accept all codified documents, act on the superintendent's

¹⁷²Morphet, Johns, and Reller, Educational Organization and Administration, p. 58.

¹⁷³Betchkal, editor, "Boardmanship: Dissected in Miami," p. 13.

¹⁷⁴Johnson, "Developing Certified Personnel Policies," P. 15.

¹⁷⁵Mueller, "Developing Meaningful Policy," p. CR 18.

recommendations, and determine the dissemination of the developed policies.¹⁷⁶

The administration's role in the project should be to:

- a. Achieve all project objectives established by the board;
- b. be accountable to the board for the accuracy of the work;
- c. provide as much advice and legwork as the board requires in its deliberation of new policies and policy revisions.¹⁷⁷

Ashby¹⁷⁸ cautioned that boards are well advised to delegate to the superintendent and his staff the organization and preparation of written policies to be studied, discussed, and finally adopted by the board. Wilson¹⁷⁹ agreed the board's executive officer should be assigned the task for policy writing.

Johnson¹⁸⁰ felt that one of the functions of the superintendent should be leadership for policy formulation. Although he may delegate some of the responsibility for details to appropriate members of his staff, the final responsibility for the success of the delegated action must be his.

To begin, said Sullivan,¹⁸¹ the superintendent should select one administrator in the district to organize the material and prepare a draft.

¹⁷⁶Boggs, presider, "Development of School Board Policies," Arvid Nelson, panelist, p. 26.

¹⁷⁷Betchkal, editor, "How to Make Policies That Save You Money and Misery," p. 35.

¹⁷⁸Ashby, Effective School Board Member, p. 30.

¹⁷⁹Wilson, School Board Policies, p. 24.

¹⁸⁰Johnson, "Developing Certified Personnel Policies," p. 15.

¹⁸¹Sullivan, "Written Board Policies," p. 15.

Phay and Winslow¹⁸² believed that under the supervision of the school superintendent, a competent person, preferably someone in the central office, can identify the areas in which new policies are needed and organize the existing board policy. The job requires a special type of person, though it requires no special training. The person selected must be a careful, meticulous worker who enjoys detailed work. An ideal candidate would write well (without use of educational jargon) and have had editing experience.

Hill suggested a project director have the following qualifications:

An understanding of board-administration roles; an appreciation of the logic of all the categories in the policy-classification system you selected; the ability to write clearly and concisely; and sufficient tenure in the district to be familiar with its past policies and practices, its traditions, problems, and aspirations.¹⁸³

Burbank¹⁸⁴ concluded that the key to success in this project is the availability of a good writer who understands school practices and school philosophy, who is familiar with the records of the district, and who senses the spirit of the organization.

The American School Board Journal¹⁸⁵ stated the project director should be an experienced member of the staff who is familiar

¹⁸²Robert Phay and Edward Winslow, "School Board Manual of Policy and Law: A Procedure of Codifying Local Board Policies and Regulations and Collecting School Law," Indiana School Board Association Journal 22 (March/April 1976): p. 29.

¹⁸³Hill, "How to Develop Written School Board Policies," pp. 20-21.

¹⁸⁴Burbank, "How to Write A Policy Handbook," p. 54.

¹⁸⁵Betchkal, editor, "How to Make Policies That Save You Money and Misery," p. 35.

with the district's aspirations, traditions, practices, policies, and problems. He should be able to write concise, clear prose, because he probably will be called on for technical editing and to draft recommended policy revisions.

The National School Boards Association¹⁸⁶ recommended the superintendent designate an experienced administrator as the person responsible for coding and classifying existing rules and policies. He should have a good grasp of the logic of categories and the ability to write concise, clear expository prose.

Another component deemed essential by Nelson¹⁸⁷ was that before written policies are adopted by the board of education, they should be reviewed by the school attorney.

Process for Developing Policies

Many writers expressed their belief about the process and components in the development of policies.

Knezevich listed problems which should be solved:

1. Review the minute book.
2. Study what other boards have done.
3. Consult studies and writings concerned with policy development.
4. Check established practices.
5. Solicit suggestions from the school staff.¹⁸⁸

In the process of developing policies, Sullivan outlined these duties:

¹⁸⁶NSBA, School Board Policy Development for the '70s, p. 7.

¹⁸⁷Nelson, president, "School Board Policies," p. 19.

¹⁸⁸Knezevich, Administration of Public Education, p. 219.

1. Assign responsibility - Select one administrator in district to organize and prepare a draft of material.
2. Prepare outline of major policy areas and select subtopics under each.
3. Establish card file using outline--one policy for each card.
4. Write policies on cards.
5. Prepare 'homework' for board members - Duplicate policies for one section of handbook, set a date for a 'special board meeting,' send 'homework' to board members by mail one week prior to meeting.
6. Conduct a special board meeting.
7. Begin publishing material in loose-leaf form.¹⁸⁹

Harmon proposed the following process:

1. Select project director.
2. Develop guidelines for developing policies.
3. Identifying existing policies, rules, and regulations.
4. Organize the first draft.
5. Present first draft to individual, groups and representatives of groups that would be directly affected by the policy, superintendent and board.
6. Writing and reviewing the second draft.
7. Legal review by board attorney.
8. Board approval.
9. Printing and distribution.
10. Maintenance of manuals.¹⁹⁰

Strohm said to:

1. List problems which should be covered.
2. Review the minutes book of the board.
3. Study what other boards have done.
4. Consult studies and writings of other boards.
5. Check on established practices in other systems.
6. Solicit suggestions from the school staff.
7. Solicit suggestions from community groups.
8. Assemble the above information and then develop one's own policies.¹⁹¹

¹⁸⁹Sullivan, "Written Board Policies," pp. 15-16.

¹⁹⁰Harmon, "How to Succeed in School Administration Without Really Trying," pp. 102-106, 170-179.

¹⁹¹Carl E. Strohm, "School Board Policies on Purchasing," American School Board Journal 149 (October 1964): p. 23-24.

Wilson determined that one person, preferably the superintendent, should:

1. Determine board members' basic philosophic beliefs about educational matters and school management (through discussion or survey questionnaire)....
2. Translate beliefs into formal policy statements.
3. Analyze and discuss statements to refine into acceptable wording.
4. Adopt policies officially.¹⁹²

Nicita offered the following ideas for policy development:

1. Consultants appointed to assist in project.
2. Superintendent function as project director.
3. Administrators appointed to write first drafts of policies.
4. Review of source documents by consulting team.
5. Administrators and consulting team meet to organize policy manual and rewrite first draft when needed.
6. Presented to superintendent.
7. Presented to board.
8. Printing and dissemination.
9. Maintenance of policy manuals.¹⁹³

Davis presented this procedure for policy development:

1. Study board minutes.
2. Study state laws and state board of education regulations.
3. Utilize community, staff and professional consultants.
4. Study professional literature.
5. Study other written policy manuals.
6. Create a favorable atmosphere for policy making.
7. Prepare clear-cut statements of policy.
8. Seek reactions to proposed policy statements.
9. Superintendent's recommendation for board adoption.
10. Make available to those concerned.
11. Review and evaluate policies regularly.¹⁹⁴

Dickinson, in a publication of the National School Boards Association, listed these steps for policy development:

¹⁹²Wilson, School Board Policies, p. 33.

¹⁹³Nicita, "Complete Policy Revision in Twelve Months," pp. 19 and 25.

¹⁹⁴William Arthur Davis, "A Study of Written Policies of Louisiana School Boards" (Unpublished Ed.D. dissertation, George Peabody College for Teachers, Tennessee, 1965), p. 93.

1. Select policy codification system.
2. Select project director.
3. Select assistant project director.
4. Secure office space and supplies.
5. Identify source documents.
6. Read all source documents and assign preliminary codes.
7. Arrange identified policies.
8. Technical editing and final codification.
9. Establish central policy reference files.
10. Typing.
11. Review, research and recommendation by project director and department heads.
12. Superintendent's review.
13. Presentation to board for adoption.
14. Dissemination.
15. Maintenance.¹⁹⁵

Mueller, Hill, and the American School Board Journal¹⁹⁶ offered similar lists of procedures for policy development.

Gamble stated these components and their functions as a model for school board policy development:

The Board of Education - 1) approval for the district to participate in the project to develop written school board policies, 2) approval of the selection of an external agency to serve as the coordinator and policy draft writer, and 3) approval of the school district to become a participating member in the National School Boards Associations Educational Policies Service....

The Superintendent - 1) selection of the policy draft writer, 2) selection of the member of the research, review, and evaluation committees, and 3) evaluation of the proposed policy statements....

The Policy Draft Writer - 1) the primary research consultants, 2) the primary technical writer and editor of the proposed policy statements, 3) the coordinator and director of the research, review, and evaluation committees, and 4) liaison between all model components except those functions between the board and superintendent....

¹⁹⁵Dickinson, "Process of Developing Written School Board Policies," p. 13-20.

¹⁹⁶Mueller, presenter, "Developing Meaningful Policy," CR18; Hill, "How to Develop Written School Board Policies," p. 22; Betchkal, editor, "How to Make Policies That Save You Money and Misery," p. 36.

The Research, Review, and Evaluation Committees - 1) secondary research consultants, 2) technical advisors to the policy draft writers, and 3) evaluators of the proposed policy statements....

The Source of Information - 1) literature, 2) society, and 3) evaluation feedback....

The Codification System - 1) serves as a holding system for data.¹⁹⁷

Faile named these components and their functions as a process for school board policy development:

The Board of Education - 1) to make a decision to begin the process of developing written policies, 2) to subscribe to membership in the Educational Policies Services of the National School Boards Association, 3) to delegate to the superintendent the authority and responsibility for the organization and coordination of the policy development process, and 4) to adopt policies for the school system....

Superintendent - 1) providing the necessary leadership to follow the policy development process through the various stages, 2) providing valuable professional input into the policy development process, 3) appointing a policy draft writer, 4) appointing the policy research and evaluation committees, 5) organizing and coordinating the personnel and necessary resources during the policy development process, and 6) evaluating all proposed policy statements prior to their submission to the board of education....

Policy Draft Writer - 1) acting as major researchers during the policy development process, 2) compiling existing policies for the board, 3) writing all proposed policy statements, and 4) providing coordination between appropriate components....

Attorney of the Board - 1) a sub-component of the board....

Policy Research and Evaluation Committee - 1) secondary research activities, and 2) evaluation of proposed policy statements....

Data Base - 1) board minutes and other documents of the board, 2) administrative memoranda, 3) teacher handbooks, and 4) personnel of the school system, and other.¹⁹⁸

¹⁹⁷Gamble, "An Operational Model," pp. 42-76.

¹⁹⁸Faile, "Development and Application of Design for Facilitating the Writing of School Board Policies," pp. 50-57.

Major Areas to be Included in the Policy Manual

Every written policy code should be sympathetic to its particular board, as well as contain board organization and procedures; business matters; administrative organization, indicating lines of responsibility and authority; a variety of matters relating to personnel, instruction and curriculum matters dealing with school activities and auxiliary services; and policies relating to the physical plant and its operation.¹⁹⁹

In a study, Dr. Alpheus L. White, a specialist in local school government, determined the following should be covered in written policies: "Bylaws, personnel, management, pupils, educational program, curriculum, auxiliary services, business, public relations, and relationships with other agencies."²⁰⁰

Harmon²⁰¹ offered this model outline for a policy manual:

1. Purposes and Objective of the . . . Schools
2. The Board of Education
3. The Administrative Services
4. The Office of Curriculum and Instruction
5. Educational Program
6. The Teaching Service
7. Pupil Personnel Administration
8. School Management

¹⁹⁹Johnson and Hartman, School Board and Public Relations, p. 87.

²⁰⁰Alpheus L. White, "What Goes Into Typical Policy Manuals?" School Management 4:1 (January 1960): p. 74-75.

²⁰¹Harmon, "How to Succeed in School Administration Without Really Trying," pp. 103-106.

9. Auxiliary Services
10. Certificated Personnel Administration
11. Non-Certificated Personnel Administration
12. School Facilities
13. Business Administration.

Other guides for the manual were offered by Crump and Alcorn:

- 1) Organization of the board of education
- 2) educational philosophy
- 3) school organization and personnel
- 4) instruction
- 5) school-community relations
- 6) business and operational procedures.²⁰²

Phay and Winslow offered this classification system for board policy and school law:

1. School District Organization
2. School Board Operations
3. Community Relations
4. School Administration
5. Pupils
6. Instructional Program
7. Employees
8. Business and Fiscal Management
9. Educational Agencies
10. New Construction.²⁰³

Knezevich analyzed that policy statements should contain these aspects:

1. Legal status, functions, organization, and ethical conduct of the board of education.
2. Selection, retention, and duties of the chief executive officer or superintendent of schools.
3. Relations among personnel in the school system.

²⁰²G. L. Crump and Roy A. Alcorn, "Written Board Policy--Guidelines for Better Administration," American School Board Journal 152 (April 1966): p. 9.

²⁰³Phay and Winslow, "School Board Manual of Policy and Law," p. 29.

4. Scope and quality of the instructional program and school service within the system.
5. Function and operation of the school food services.
6. Procedures and other aspects of budgeting, accounting, auditing, and management of school property.
7. Operation of the pupil transportation system.
8. Selection, retention, and other matters related to the professional personnel.
9. Identification, admission, promotion, discipline, etc., of pupils.
10. Public relations.²⁰⁴

Wilson claimed that policies should be concerned with the:

- Board's role in school operations
- Purposes of the curriculum
- Roles of the superintendent, principals, teachers (not definitions to the total educational effort)
- Type of teacher desired for employment and retention (may have been covered in previous policy statement on the role of teachers)
- Purpose, protection, and use of physical facilities
- The business and financial function
- Communications--internal and external
- Pupil behavior in terms of desired outcomes
- Food services
- Pupil transportation
- Desired pupil achievements
- Evaluation of school system and its components
- Internal decision-making.²⁰⁵

On policy matters, Nicita²⁰⁶ formed eight sections: Administration, Business and Noninstructional Operations, Instruction, Personnel, Students, Community Relations, Internal Board Policies, and By-laws of the Board.

Magoulas²⁰⁷ listed these areas:

1. School Board.
2. Administrative Organization.

²⁰⁴Knezevich, Administration of Public Education, p. 215.

²⁰⁵Wilson, School Board Policies, p. 27-28.

²⁰⁶Nicita, "Complete Policy Revision in Twelve Months," p. 19.

²⁰⁷Magoulas, "Content of Board Policy Handbook," p. 17.

3. Instructional Personnel.
4. Non-instructional Personnel.
5. Instructional Program.
6. Pupil Personnel Administration.
7. Auxiliary Services.
8. Financial and Business Management.
9. School-Community Relations.
10. Rules and Regulations.

According to Tuttle, however, there are certain areas of policy making which should be considered:

1. General policies.
2. Personnel policies.
3. Policies on the educational program.
4. Legal requirements.
5. Other areas.²⁰⁸

Ashby wrote that policies provide a basis for operation, covering the vast variety of tasks which a board must assume. The following list is suggestive but not all inclusive:

1. General organization and operation of the board.
2. Delegation of duties with a clear distinction between policy making and administration.
3. Providing for a suitable educational program, hopefully one which clearly exceeds the minimum requirements of the state.
4. Provisions relating to financing.
5. Provisions relating to staffing, including salary guides, working conditions, fringe benefits, employment procedures.
6. Provisions relating to board-staff relationships.
7. Provisions relating to the provision of adequate housing, maintenance, and instructional materials.
8. Provisions for budgeting--an educational plan, a financing plan, and a spending plan.
9. Provisions relating to public relations and program interpretation.²⁰⁹

²⁰⁸Tuttle, School Board Leadership in America, p. 40.

²⁰⁹Ashby, Effective School Board Member, p. 70.

Eggert outlined these policies as important to boards of education:

- General Administrative Policies
 - I. Noninstructional Personnel
 - II. Transportation
 - III. Finance
 - IV. Miscellaneous
- Instructional Personnel
 - V. Teachers
 - VI. Pupil Personnel
- Special Services²¹⁰

Districts, big or small, stated Brodinsky, need a wide range of policies. Specifically mentioned were:

Instruction; personnel (teaching and nonteaching); student relations; general administration, including relations between board and superintendent; fiscal and business management; development of physical plant and facilities; community relations; and policies and procedures for organizing and operating the board itself, its committees, and its meetings.²¹¹

An article in the American School Board Journal noted eleven areas that should cover every aspect of school system operations:

1. Personnel.
2. Students.
3. Instruction.
4. Community.
5. Facilities planning.
6. Support services.
7. Fiscal affairs.
8. School board prerogatives.
9. School administration.
10. Educational philosophy.
11. Relationship to other organizations.²¹²

Willis recommended ten subdivisions: "educational philosophy; school organization; board of education; administration; business

²¹⁰Eggert, "School Boards Need Written Policy," p. 29.

²¹¹Brodinsky, How A School Board Operates, p. 30.

²¹²Betchkal, editor, "How to Make Your Policies Work for You," p. 37-38.

and operational procedures; certificated personnel; noncertificated personnel; students; instruction; school-community relations."²¹³

Sullivan outlined seven major policy areas:

- I. Relationship of School Board to State and Local Government.
- II. Bylaws of the Board of Education.
- III. Administration.
- IV. Personnel.
- V. Pupil Personnel.
- VI. Funds and Budget.
- VII. Transportation.²¹⁴

Jordan and Walton listed these headings for policy:

Board of school trustees
Administration
Teachers
Students
Noninstructional personnel
Instruction
School-community relations
Finance and business management²¹⁵

Seawell noted 14 common major areas of content that should be included in a comprehensive, written policy manual:

- (1) Philosophy of the school system.
- (2) By-laws of the school board.
- (3) Executive service (qualifications, appointment, function, and duties of the superintendent of schools and assistants).
- (4) Supervisory and consultative services.
- (5) Administrative services.
- (6) Personnel policies.
- (7) The teaching personnel.
- (8) The nonteaching personnel.
- (9) Pupil personnel.
- (10) Organization of the schools.
- (11) School building services.
- (12) Business services.

²¹³Harris, editor, "An Interview with Robert Willis and W. A. Shannon," p. 73.

²¹⁴Sullivan, "Written Board Policies," p. 15.

²¹⁵Jordan and Walton, "A New Approach to Developing School Board Policies," p. 9.

- (13) Auxiliary services (transportation, teaching materials, depositories, etc.).
- (14) Patrons and community relations.²¹⁶

Dickinson emphasized the need to acknowledge state and federal laws and regulations when he said:

State laws and federal guidelines often detail the how, whom, where and when as well as the what and the why. Yet such edicts are 'mandated policies,' and they should be acknowledged as such in local board policy manuals.²¹⁷

Hooker agreed with this stating, "School trustees must make every effort to maintain school policies which reflect current law."²¹⁸

Sources of Information

Dr. Jim Harmon²¹⁹ suggested that as an initial step in the identification phase of the codification process, the minutes of the board of education should be read. Eggert²²⁰ insisted on a review of earlier board minutes to draw out basic policy now practiced. Willis argued, "The first thing would be to have someone review the minutes of the board for as many years back as seems material."²²¹

²¹⁶Seawell, "Use of Written Board Policies," p. 29.

²¹⁷Dickinson, "Process of Developing Written School Board Policies," p. 17.

²¹⁸Hooker, "Policy Development: An Overview," p. 9.

²¹⁹Jim Harmon, "Use Formet to Codify Policies," American School Board Journal 153 (December 1966): p. 59.

²²⁰Eggert, "School Boards Need Written Policy," p. 29.

²²¹Harris, editor, "An Interview with Robert Willis and W. A. Shannon," p. 45.

A similar attitude was promoted by Hooker,²²² who wrote that school board policies exist in the minutes of board meetings where there is an absence of an organized, maintained policy manual. As a consequence, the first effort must be a complete analysis of board actions prior to the publication date of the board policy book.

Dickinson²²³ felt that searching all important school district documents for information relative to administrative procedure or policy, and identifying both implied and explicit rules and policies, were two important ground rules for establishing written policy guidelines.

The American School Board Journal²²⁴ printed that before considering a policy overhaul, it is important for school boards or their employees to check board minutes for implicit policies. Hamlin²²⁵ pointed out that in the minutes of the meetings of most boards of education there are scattered policy items.

Smith and Smittle²²⁶ estimated many things which are or should be policy will be revealed in a review of the board's actions taken over a period of years. Doubtless some of the policies are buried in obscure files, correspondence, contracts, minutes, records

²²²Hooker, "Policy Development: An Overview," p. 6.

²²³Dickinson, "Process of Developing Written School Board Policies," p. 20.

²²⁴Betchkal, editor, "How to Make Policies That Save You Money and Misery," p. 35.

²²⁵Hamlin, Public and Its Education, p. 84-85.

²²⁶Smith and Smittle, Board of Education and Educational Policy Development, p. 8-9.

and rulings pertaining to school board decisions, or hidden among notes, making the search slightly difficult, according to the American School Board Journal.²²⁷

Phay and Winslow divulged the idea that policies will be found primarily in the board minutes, but some policies will be found in administrative regulations, school handbooks and manuals, and unwritten school practices. One must begin by examining the board minutes and move backward from the most recent, and identify the policy decisions found in them. The following was also suggested as sources of information:

1. State constitutional provisions.
2. Applicable federal statutes (Occupational Safety and Health Act, Civil Rights Act of 1964, ESEA, NDEA, etc.).
3. Federal regulations and guidelines (EEOC guidelines; HEW guidelines; wages and hours section of the Fair Labor Standards Act, etc.).
4. Important statutory sections.
5. Special legislative acts.
6. State Board of Education policies.
7. Department of Public Instruction regulations.
8. Regulations or statutes administered by other state agencies--such as the statutes on the investment of surplus funds from the Local Government Commission.
9. Court decisions in which the district was a party or that directly affect the unit.
10. Attorney General's opinions.²²⁸

Sullivan²²⁹ aspired to write policies on cards, referring to "minutes" books and policy handbooks from other schools.

²²⁷Betchkal, editor, "How to Make Policies That Save You Money and Misery," p. 37.

²²⁸Phay and Winslow, "School Board Manual of Policy and Law," p. 28-30.

²²⁹Sullivan, "Written Board Policies," p. 15.

In Reeve's²³⁰ opinion, to determine what should be included in the regulations and rules of a school system, one should first study the minutes of the board for a number of years in the past and compile all adopted rulings and policies still in force. Also, general policies should be formulated from the board's past decisions on particular cases, and these should be combed for desirability.

Suggestions from board members, employees, and other interested persons are another source of material for regulations and rules. Ideas for regulations and rules can also be appropriated from codes used in other school systems.

Michael Stramaglia²³¹ enforced the proposition that board policy is not just what the local school district develops. Policy also consists of the appertinant state's Office of Education regulations and rules, as well as federal regulations and rules, statutory law, and rules interpretations. All these are a point from which local boards must begin. Stramaglia further pushed to get all data already printed, then go through board minutes, board policy manuals, administrative memoranda, contracts with staff, employee handbooks, and all other school publications which might contain policies or fragments of policies.

Brodinsky²³² noted that the courts, federal law, federal guidelines, and the state government are an unending source of policy

²³⁰Reeves, School Boards: Their Status, Functions, and Activities, p. 176-177.

²³¹Boggs, "Development of School Board Policies," Michael J. Stramaglia, Panelist, p. 26-27.

²³²Brodinsky, How A School Board Operates, p. 31. 33. 34.

for the local district. He also stated policies may be part of minutes going back several years. He further believed policies may be scattered in negotiated contracts with teachers, faculty handbooks, releases issued to the press, and in regulations and rules issued by the administration.

Wilson²³³ suggested use of a comprehensive survey instrument which aims to determine the views of board members on all matters for which policies will be developed. Each member is asked to respond to each item outside the board meeting so he may think through his own attitudes in an unhurried fashion. The responses are tabulated, a summarizing report of the replies to each item is given to the board, and discussions begin.

Spanier advised a search of:

- Minutes of all public meetings.
- Minutes of all Board work sessions.
- All passed resolutions.
- All old and present policies as written.
- The Teacher's Manual.
- The Student Handbook.
- The written Administrative Rules of District operation.
- The report of any Citizen's Advisory Committees (similar to a 'white paper' on school operation, with detailed recommendations, written entirely by District citizens).
- Any and all other documents on file that are open to public use, including state required policies, and other mandated, suggested, and recommended policies.²³⁴

Nicita²³⁵ recommended searching documents such as collective bargaining arrangements, existing board policies and five years of past board meeting minutes.

²³³Wilson, School Board Policies, p. 33.

²³⁴Gerald Spanier, "The Policy Project," The New Jersey School Leader 4 (March/April 1976): p. 16.

²³⁵Nicita, "Complete Policy Revision in Twelve Months," p. 19.

The AASA and NSBA promoted pulling together materials and records which will help the board of education learn where it stands and where it must begin work. Their outline said to: "List problems which should be covered. Review the minute book. Study what other boards have done. Consult studies and writings of others. Check on established practices. Solicit suggestions from the school staff."²³⁶

Tuttle observed:

Often, surprisingly, most boards find a body of policy already established as a result of cumulative action on specific cases, and embodied in the minutes of past board meetings. In addition to its own minutes, a school board seeking to prepare a set of written policies may sometimes secure helpful suggestions from a study of written policies of other boards of education, from a review of publications and reference literature from its State Department of Education and state school boards association.²³⁷

A study conducted in Virginia by Seawell revealed the following methods used by boards of education in determining the content of policy manuals:

- 1) Searched the official, recorded minutes of the board and excerpted all specifically-stated policies of the board
- 2) Searched the official, recorded minutes of the board and developed statements of policies implied by consistent action on similar problems
- 3) Studied the constitution of Virginia, the Acts of the General Assembly, and regulations of the State Board of Education and included such provisions relating to school operation as were necessary in the local written statement of policies
- 4) Studied manuals of written school board policies of other school operations as were necessary in the local written statement of policies

²³⁶AASA and NSBA, Written Policies for School Boards, p. 11-13.

²³⁷Tuttle, School Board Leadership in America, p. 38.

- 5) Surveying local school personnel, board members, and patrons for suggested areas that should be included in the local written policies
- 6) Conducted community surveys to determine what the local communities expected from the schools as bases for determining policy
- 7) Conducted community surveys to determine the practical philosophy, mores, and customs of the school community as background for development of policy
- 8) Studied professional literature and used areas more commonly treated as bases for choosing areas to be included in the local, written policy statements.²³⁸

Stapley²³⁹ found that the book of minutes of each school board contains many statements of policy, although they may not be assembled, well expressed, or consistent. These records reveal the operating philosophy of the board. The initial step, then is to gather, classify, and analyze the established policy as set forth in the minutes.

Frequently the administrative codes developed by the staff are completely unknown to the board. Over the years the school accumulated a formidable set of directives for its operation. These directives are preserved in binders in the central office. These, too, should be examined in the process of developing a statement of policy for board adoption.

The American School Board Journal concluded that the basic sources in which explicit and implicit policies are likely to be found are:

- a. The current board policy manual (if one exists in the district);
- b. The current book of administrative rules and procedures;

²³⁸Seawell, "Use of Written Board Policies," p. 20-21.

²³⁹Stapley, School Board Studies, p. 55.

- c. Board minutes since _____ (your board should decide how far back to go; the last two years should be sufficient unless there is a benchmark date such as a district reorganization or consolidation);
- d. Current compensation guide and contract with both professional and non-professional employees of the school district;
- e. Currently active administrative memorandums;
- f. Current annual budget document (especially if it is a program budget incorporating the district's goals and objectives);
- g. Teacher and student handbook(s);
- h. Board-approved staff committee reports and similar documents;
- i. Board-approved citizens advisory and consultant reports;
- j. Board-approved cooperative agreements with other districts, federal projects, and foundations...;
- k. Board-approved building program and educational specifications;
- l. Copies of superintendent's and staff contract forms...;
- m. Purchasing guides, requisition forms and purchase orders;
- m. The district's emergency operating procedures;
- o. School Calendar;
- p. Use-of-school-facility forms;
- q. Organization charts;
- r. Job descriptions.²⁴⁰

Distribution of Policy Manuals

In distributing copies of the final written policies, Radke²⁴¹ felt the practice would vary depending upon the size of the school district. In a small town, the problem of distribution is considerably different than in a large metropolitan area. She suggested in small districts, with a smaller manual, copies may be offered to anyone who wanted it. Large districts may want to have copies in each school building, a copy in the public library, and an abridged copy of

²⁴⁰Betchkal, editor, "How to Make Policies That Save You Money and Misery," p. 37.

²⁴¹Jerome W. Harris, editor, "How to Minimize Board-Superintendent Conflict, An Interview with Helen Radke," School Management 4 (July 1960): p. 77.

policy provided for all employees. In addition, she suggested giving copies to service clubs and PTA presidents.

In order to avoid problems, said Johnson and Hartman,²⁴² school employees should have copies of the rules. Certainly, as pointed out by Willis and Shannon,²⁴³ every school teacher and every employee of the school system should receive a copy. They also stated the PTAs and newspapers should have copies.

Further, the American School Board Journal²⁴⁴ showed that copies of the complete policy manual should remain in the possession of administrators, building principals, employee union representatives, school board members, school and public libraries and the local media. Hughes²⁴⁵ said all employed personnel should have access to policies in easily read handbooks.

The National School Boards Association²⁴⁶ wrote that it should be a general rule to make it easy for anyone in the community--parents, students, teachers, the press, critics, public officials--to have access to administrative rules and board policies.

²⁴²Johnson and Hartman, School Board and Public Relations, p. 51.

²⁴³Harris, editor, "An Interview with Robert Willis and W. A. Shannon," p. 74-75.

²⁴⁴Betchkal, editor, "How to Make Your Policies Work For You," p. 39.

²⁴⁵D. P. Hughes, "Revising Board Policies," American School Board Journal 144 (June 1962): p. 16-17.

²⁴⁶NSBA, School Board Policy Development for the '70s, p. 12.

Sullivan²⁴⁷ would distribute the total handbook for placement in teachers' rooms, administrative offices, and in the headquarters for transportation, cafeteria, and custodial personnel.

Brodinsky²⁴⁸ advised official texts of policies be placed in loose-leaf policy manuals kept in each school building and in the central office.

Johnson²⁴⁹ noted that policies should be made available to all who are concerned. Matthews²⁵⁰ felt each school board should have written bylaws published in a special publication and available to the public, school employees, and school board.

The AASA and NSBA noted:

People who have business of any kind with the school board--teachers, pupils, parents, citizens of the community--need to know on what basis the board is acting, what its policies are with regard to matters that involve them.²⁵¹

Wilson²⁵² stated that not only should every employee of the district--certificated and noncertificated--have a copy available, but copies should also be made available to each local power force of the district. He recommended the policies, in their entirety, be published in the local newspapers at the time of the original adoptions, and again prior to each school board membership election.

²⁴⁷Sullivan, "Written Board Policies," p. 16.

²⁴⁸Brodinsky, How A School Board Operates, p. 33.

²⁴⁹Johnson, "Developing Certified Personnel Policies," p. 17.

²⁵⁰Matthews, "Differentiate Between 'Rules' and 'Policies'," p. 43.

²⁵¹AASA and NSBA, Written Policies for School Boards, p. 19.

²⁵²Wilson, School Board Policies, p. 32.

Phay and Winslow²⁵³ stated the board attorney and the superintendent will each need a complete set of policies. A third set could be placed somewhere accessible to the public such as in the school library. Principals and board members should have sets that include administrative regulations and board policies.

Firth summated:

It is considered desirable for various school personnel to be provided with handbooks which sum up information of special interest to each group, that is, a handbook for teachers in a certain school, one for custodians, another for clerical help, and so on. Certain policies of the board and regulations and operational procedures adopted by the superintendent are of immediate and personal concern to teachers and undoubtedly should have a place in their handbook.²⁵⁴

Maintenance of Policy Manuals

According to Shannon, "After they have been manually incorporated, effective written school board policies should have adequate provision for review and amendment."²⁵⁵ Plus, he felt it is also good practice to require a formal review of board policies by the school board once each year.

Crump and Alcorn²⁵⁶ advised the board to set aside at least one full meeting a year for the review and revision of policy statements.

²⁵³Phay and Winslow, "School Board Manual of Policy and Law," p. 32.

²⁵⁴Firth, "Use Board Handbook for Policy and Rules," p. 46.

²⁵⁵Shannon, "Effectiveness of Written School Board Policies," p. 5.

²⁵⁶Crump and Alcorn, "Written Board Policy--Guidelines for Better Administration," p. 51.

Brodinsky promoted that development and maintenance of written policies are correspondent. He wrote, "School board policy development is a process, not a project. It is a continuum of actions, operations, and decisions that never ends...."²⁵⁷

The Minnesota School Board Journal²⁵⁸ ordained the manuals be returned to the central office for thorough updating by the policy coordinator once a year. Phay and Winslow²⁵⁹ cautioned that it is essential to keep the policies up to date and to add new administrative and statutory law. A staff person from the central office, probably the compiler of the manual, should be responsible for reviewing each new set of board minutes to extract new policy decisions and add them to the proper place in the manuals.

Knezevich²⁶⁰ pointed out that occasionally the new board member or superintendent will unwittingly ignore or violate an adopted policy. This could touch off a conflict whose ultimate resolution would be harmful to the district as a whole. The probability of such errors can be reduced with an annual review of policies. Harmon²⁶¹ claimed that regulations, rules and policies of a board of education should be reviewed yearly by board and staff members.

²⁵⁷Brodinsky, How A School Board Operates, p. 34.

²⁵⁸Minnesota School Boards Association, "How to Make Your Policies Do What You Want," p. 19.

²⁵⁹Phay and Winslow, "School Board Manual of Policy and Law," p. 32.

²⁶⁰Knezevich, Administration of Public Education, p. 228-229.

²⁶¹Harmon, "Use Format to Codify Policies," p. 59.

Toward upkeep, Radke²⁶² stated all policies are, or should be, subject to regular revision and review. "Even though policies may be incorporated and written," Willis noted, "they are always subject to change and to review. In fact, they should be given periodic reviews by the board."²⁶³

Similarly, Harmon wrote:

Policy must be reviewed annually by the board and staff members and revised to whatever extent necessary. One person--typically the clerk of the board--must be assigned the task of maintaining a master copy of the manual that will be kept up to date at all times. Each year, additions and changes recorded on this copy must be officially approved by the board.²⁶⁴

The review of literature indicates the process and the components which should be included in developing school board policies. Chapter III is an explanation of An Operational Model for the Development of School Board Policies, which is based on processes and components identified in this chapter.

²⁶²Harris, editor, "How to Minimize Board-Superintendent Conflict, An Interview with Helen Radke," p. 38.

²⁶³Harris, editor, "An Interview with Robert E. Willis and W. A. Shannon," p. 44.

²⁶⁴Harmon, "How to Succeed in School Administration Without Really Trying," p. 179.

CHAPTER III

AN OPERATIONAL MODEL FOR THE DEVELOPMENT OF WRITTEN SCHOOL BOARD POLICIES

This chapter is devoted to the formulation of a model for developing written school board policies. The model is organized around the essential components identified in the literature survey and reported in Chapter II.

Components and Sub-Components

The seven components identified for incorporation in the model are the: (1) board of education, (2) superintendent, (3) policy draft writer, (4) superintendent's staff, (5) data base, (6) codification system, and (7) distribution system.

Six sub-components were identified. These are: (1) employee groups, (2) board attorney, (3) readability committee, (4) community groups, (5) committees A-L, and (6) reading and review committee.

The components and their relationships are discussed and the complete model is graphically displayed at the end of this chapter.

Board of Education

The board of education, legally the controlling body for a school district in Oklahoma, has the following functions: (1) to make

the commitment to develop a set of board policies, (2) to adopt a codification system for the district, (3) to delegate to the superintendent the responsibility and authority to develop proposed policies for the board of education, (4) to employ a policy draft writer, (5) to give direction on what to include in policy statements, and (6) to adopt policies for the school district.

Superintendent

The superintendent, as chief executive officer of the board of education, has a key role in the process of developing board policies. The superintendent's functions are to: (1) recommend the appointment of a policy draft writer for employment, (2) provide necessary resources in the policy development process, (3) appoint district personnel to assist in the development of proposed policies, (4) provide overall coordination in the policy development process, (5) act as the liaison between the board of education and the other components in the model, and (6) evaluate all proposed policy statements and recommend adoption by the board.

Policy Draft Writer

The policy draft writer, employed by the board, and working directly for the superintendent, has five distinct functions. These include: (1) primary researcher for proposed board policy statements, (2) technical writer and editor, (3) liaison between all components in the model except the superintendent and board, and the superintendent and his staff, (4) coordinator between all components in the model

except the superintendent and board, and the superintendent and his staff, and (5) proper codification and distribution of all policies adopted by the board.

Superintendent's Staff

The superintendent's staff, reporting directly to the superintendent, functions in the model as major advisors to the policy draft writer and the superintendent as to the relevance and correctness of proposed policies. The staff also has the responsibility for ensuring proposed policies are consistent among major organizational divisions in the district.

Data Base

The data base is an important component since it serves as a basis for information to be included in proposed policy statements. The various sub-components included in the data base are: (1) federal statutes, (2) state statutes, (3) federal regulations, (4) state regulations, (5) federal court orders, (6) federal court decisions, (7) state court decisions, (8) state attorney general opinions, (9) school board minutes, (10) district department handbooks, (11) district memoranda, (12) community mores, needs, and pressures, (13) educational administration literature, (14) other professional literature, (15) EPS/NSBA materials, (16) collective bargaining agreements, and (17) other school districts' board policy manuals.

Codification System

The codification system operates as a storage and retrieval component in the model.

Distribution System

The distribution system provides for dissemination of board policy manuals to the board of education, superintendent, superintendent's staff, board attorney, employees, community groups, students, patrons, and interested parties.

Employee Groups

Employee groups, as a sub-component to the policy draft writer, serve as a reviewing committee for proposed policies. They also serve as a source of information for proposed policies.

Board Attorney

The board attorney, as a sub-component of the board, serves in an advisory capacity to the board and the superintendent on matters requiring legal interpretation.

Readability Committee

The readability committee, as a sub-component of the policy draft writer, has the responsibility of recommending proper reading levels for proposed policy statements and reviewing selected policies to ensure reading levels of the policies do not exceed the recommended level.

Community Groups

Community groups, as a sub-component of the policy draft writer, function in an advisory capacity to ensure community mores and needs are properly represented in proposed policy statements.

Resource Committees A-L

The committee organization is based on the EPS/NSBA policy system and includes a committee for each policy category. The committees are as follows: (A) Foundations and Basic Commitments, (B) School Board Governance and Operations, (C) General School Administration, (D) Fiscal Management, (E) Support Services, (F) Facilities Development, (G) Personnel, (H) Negotiations, (I) Instruction, (J) Students, (K) School-Community Relations, and (L) Education Agency Relations. Each committee is responsible for providing the policy draft writer with appropriate data for inclusion in proposed policies, reviewing, and recommending changes in proposed policy statements.

Reading and Review Committee

The reading and review committee, selected by the superintendent from the major organizational divisions in the district, functions as a sub-component and advisor to the policy draft writer. The major functions of the reading and review committee include: (1) reviewing all proposed policies for completeness and accuracy, (2) recommending additions to proposed policies, and (3) recommending deletions to existing policies.

Component Relationship

Figure 1 depicts six of the major components and six sub-components and their relationships. The policy draft writer component also serves as the point for codification and distribution. As shown in Figure 1, the broken lines indicate a flow of communication between components, whereas, the dotted lines indicate authority between

components. The lines of authority in the process of developing policies generally follow the same lines of authority as in the organizational structure.

Figure 2 depicts the seventh major component, the distribution system.

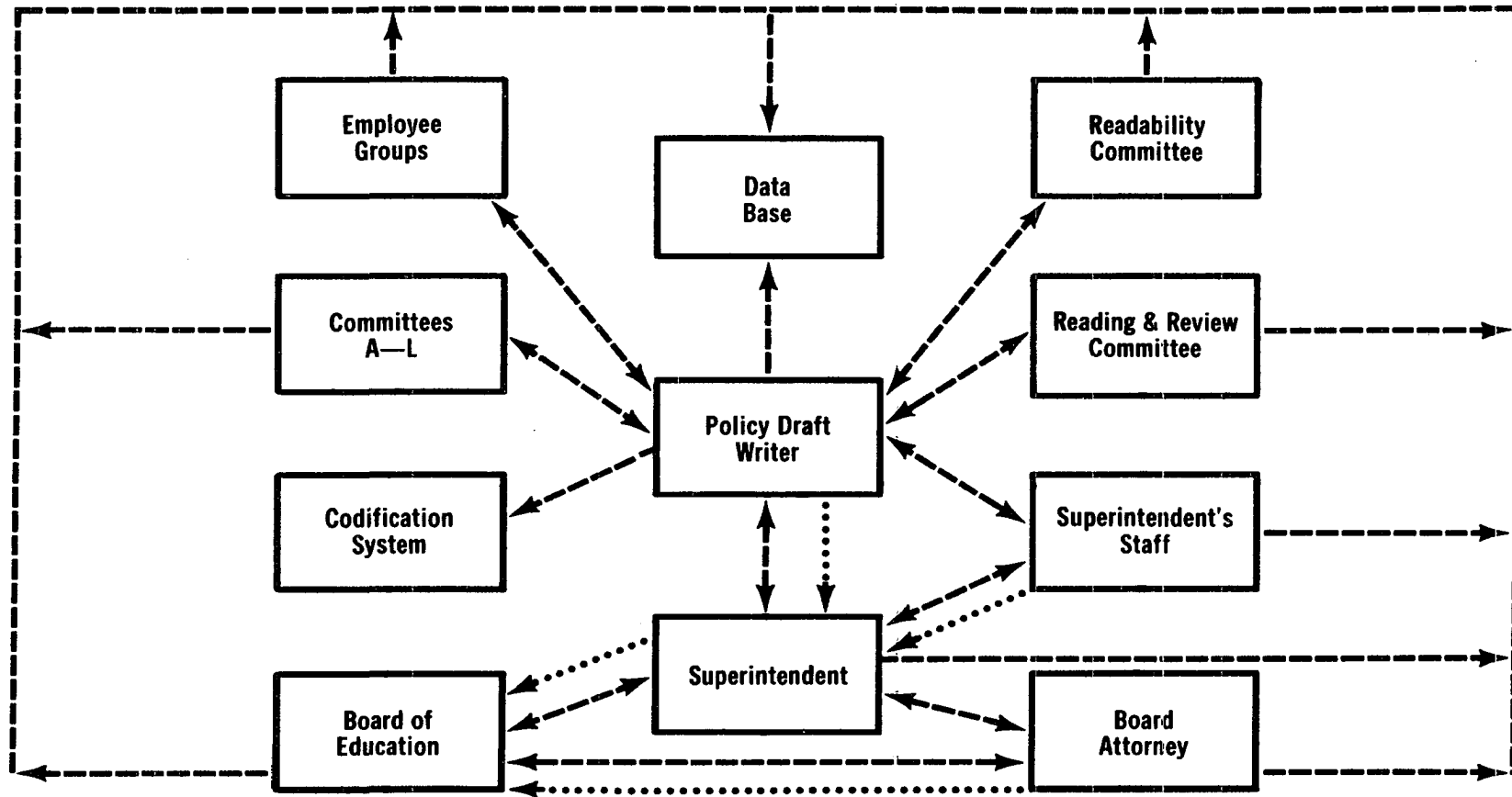
Policy Development Process

The process for the development of policies is graphically depicted in Figure 3. All components identified earlier in this chapter are discussed and graphically displayed.

The policy draft writer, after accessing the data base and communicating with the appropriate resource committees, employee groups and community groups, formulates a proposed policy. This is depicted as Process 1.0. This process also includes a review by the readability committee and the reading and review committee.

Decision 1.0 indicates the concepts included in the proposed policy have been reviewed by the appropriate committees and a decision is made to refine the policy statement. Preparation 1.0 indicates the process of refining the proposed policy statement. Document 1.0 is the proposed policy statement.

The proposed policy statement is forwarded to the superintendent's staff for review and evaluation. This review is depicted as Process 2.0. The superintendent's staff reviews the proposed policy statement and either approves the statement and forwards the statement to the superintendent or requests the policy draft writer to do additional research and/or writing on the proposed policy. This



..... Dotted line represents authority.
 ----- Broken line represents flow of communication.
 Figure 1. Relationships between the components of the model.

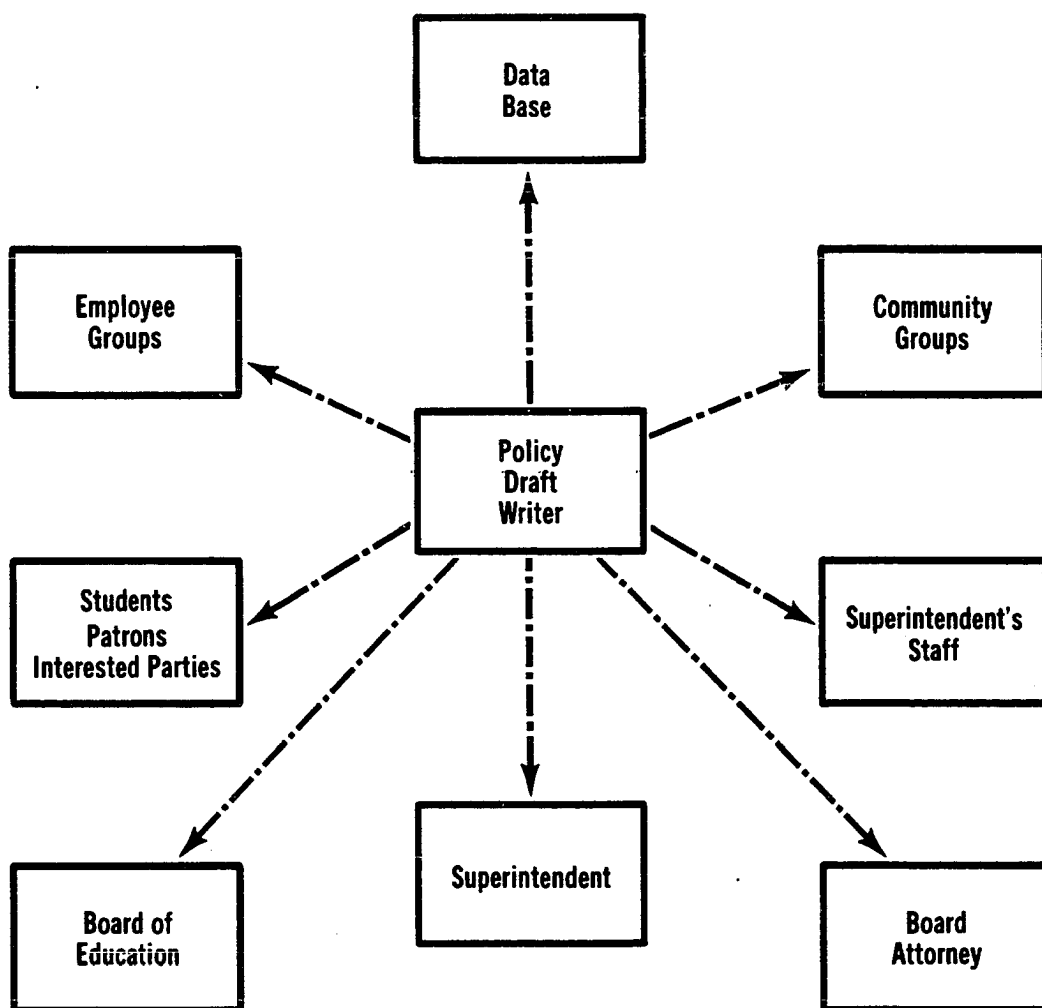
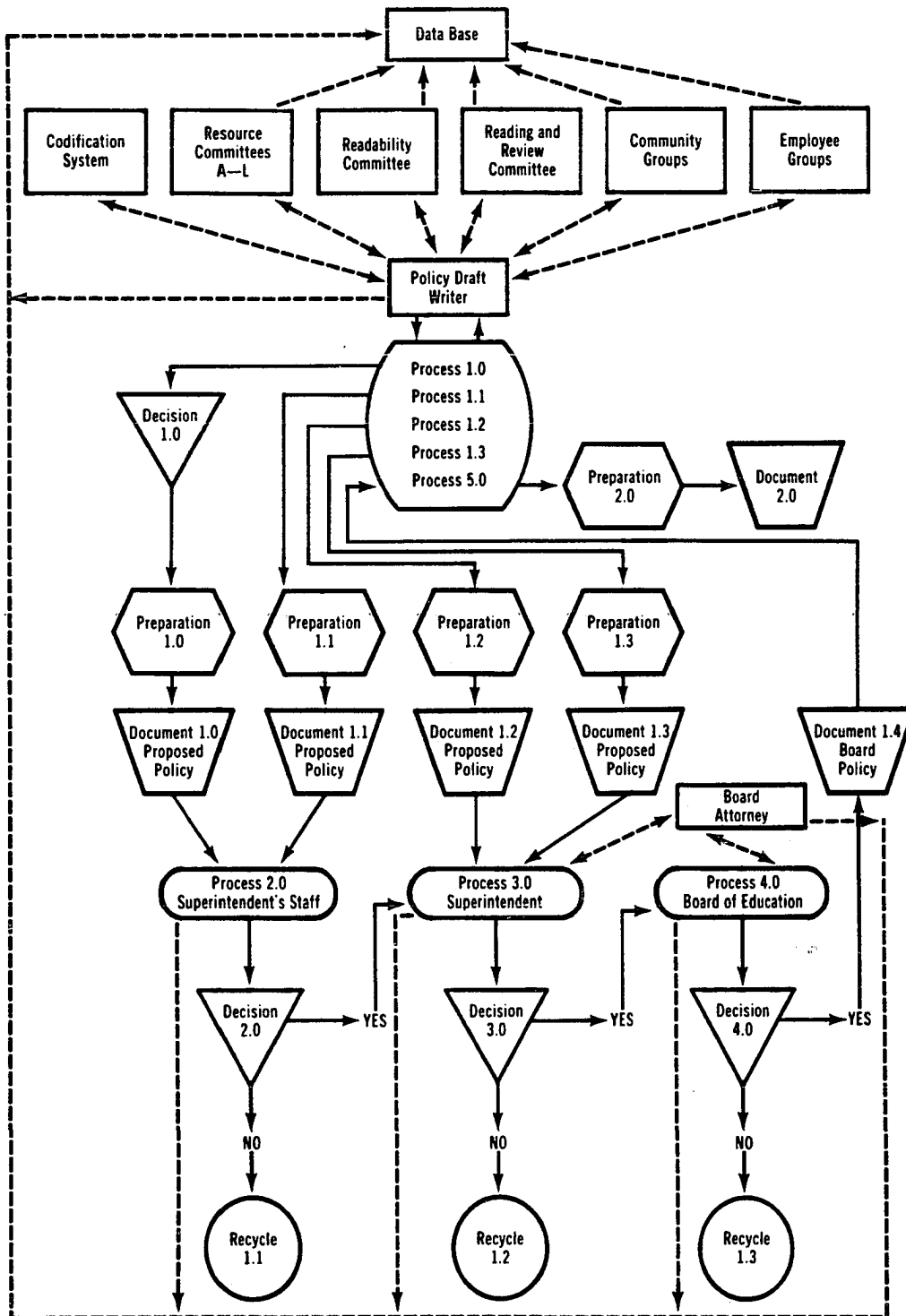


Figure 2. Distribution component of the model.



----- Broken line represents flow of communication.
 _____ Solid line represents flow of proposed policy statements.
 Figure 3. Process for the development of policies.

is depicted as Decision 2.0. If the policy is acceptable to the superintendent's staff, it is forwarded to the superintendent.

If the policy is rejected, the proposed policy statement is returned to the policy draft writer, depicted as Recycle 1.1. The policy draft writer will take recommendations made by the superintendent's staff and will again involve the appropriate committees. This is depicted as Process 1.1. Preparation 1.1 represents the process of preparation of a refined proposed policy statement, and Document 1.1 represents the refined document which is again submitted to the superintendent's staff. This recycling process continues until the superintendent's staff is satisfied with the contents of the proposed policy statement.

Process 3.0 represents the superintendent's review and evaluation of the proposed policy. Decision 3.0 depicts the superintendent's decision to accept or reject the proposed policy statement. If the proposed policy statement is acceptable to the superintendent, it is forwarded to the board of education. If the proposed policy statement is rejected by the superintendent, it is returned to the policy draft writer, depicted as Recycle 1.2. A rejection of the proposed policy statement dictates the policy draft writer again seek advice from the appropriate committees, represented by Process 1.2. Preparation 1.2 represents the process of developing a refined proposed policy statement. Document 1.2 represents the refined proposed policy statement which is again submitted to the superintendent for his review and evaluation. This recycling process continues until the superintendent is satisfied with the proposed policy statement and it is

forwarded to the board of education. The broken line in Figure 3, between the superintendent and the board attorney, shows the superintendent may request a review of proposed policy statements for consistency with state and federal statutes and regulations.

Process 4.0 represents the board's review and evaluation of the proposed policy statement. Decision 4.0 depicts the board's decision to accept or reject the proposed policy statement. If the proposed policy statement is acceptable to the board, it is adopted and becomes a board policy, depicted as Document 1.4. If the proposed policy is not acceptable, it is returned to the policy draft writer, as depicted by Recycle 1.3. A rejection of the proposed policy statement by the board requires the policy draft writer to seek advice from the appropriate committees. This is depicted as Process 1.3. Preparation 1.3 represents the process of developing a refined proposed policy statement which is submitted to the superintendent for his review and evaluation. The superintendent makes a decision to accept or reject the proposed policy statement, represented by Decision 3.0. If the superintendent accepts the proposed policy statement, it is again forwarded to the board for its consideration. This cycle continues until the board is satisfied with the proposed policy statement and is adopted and becomes a board policy, as depicted by Document 1.4.

The broken line between the board and the board attorney indicates the board may request proposed policy statements be reviewed for consistency with state and federal statutes and regulations.

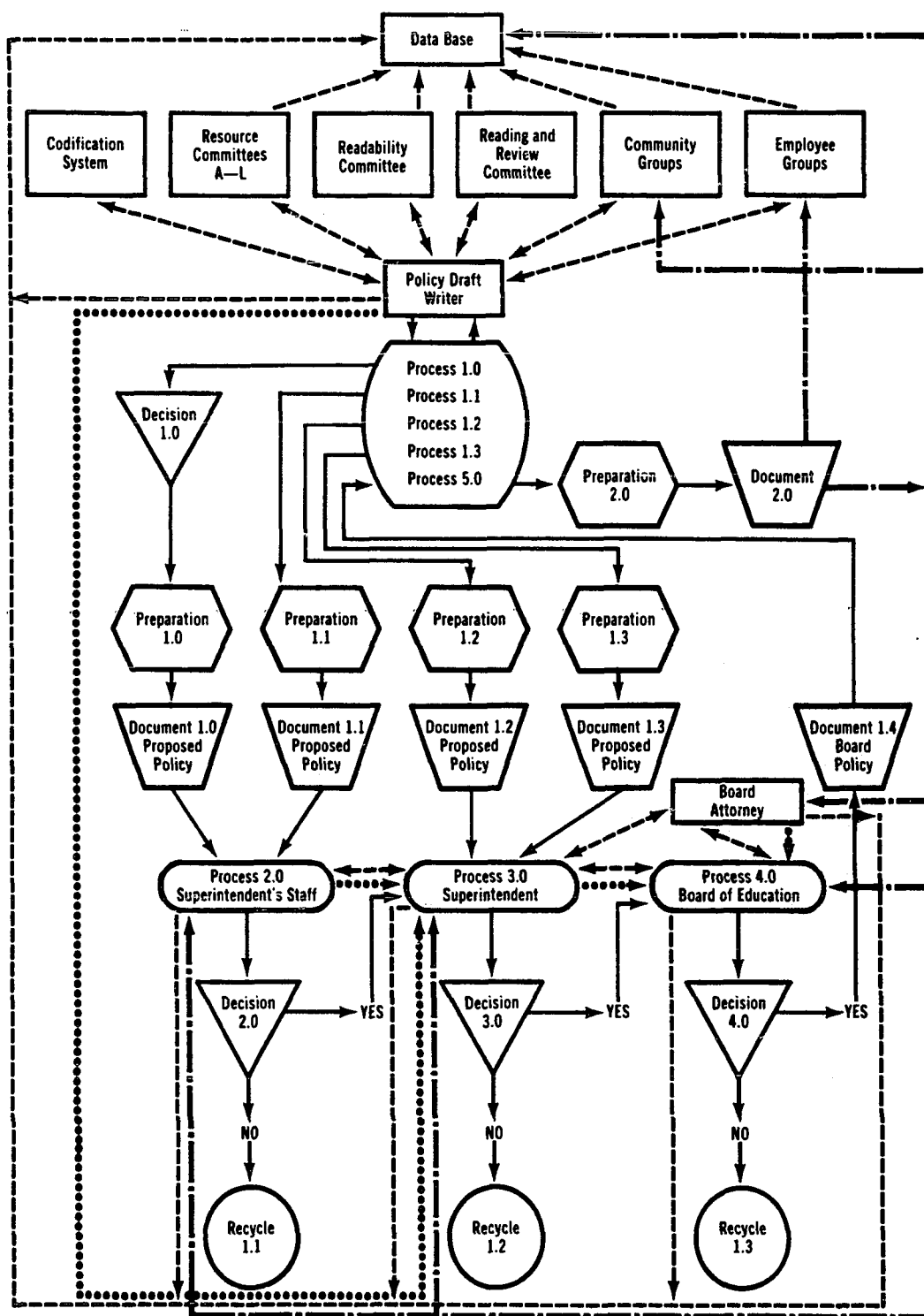
The board policy is returned to the policy draft writer for codification and distribution. This is depicted as Process 5.0. After

the policy is codified, it is prepared for distribution (Preparation 2.0) and the final document (Document 2.0) is ready for distribution. The distribution, depicted by the dash-dot line in Figure 2, is made to employee groups, the board of education, superintendent, superintendent's staff, community groups, and board attorney.

The dash-dot line in Figure 4 from Document 2.0 to the data base shows a policy becomes a sub-component of the data base when it is adopted by the board.

Figure 4 graphically displays the complete model for the development of written school board policies.

This chapter explains the essential components, their relationships, and the process for developing written school board policies. Chapter IV is an explanation of the use of the model to develop a set of written school board policies for a large school district.



..... Dotted line represents authority.
 -.-.-.- Dash-Dot line represents the distribution component of the model.
 - - - - Broken line represents flow of communication.
 _____ Solid line represents flow of proposed policy statements.
 Figure 4. The complete model for the development of written school board policies.

CHAPTER IV

USE OF THE MODEL FOR THE DEVELOPMENT OF A SET OF WRITTEN SCHOOL BOARD POLICIES FOR A SELECTED SCHOOL DISTRICT

This chapter is devoted to an explanation of the process used to develop a comprehensive set of written school board policies for the Oklahoma City, Oklahoma, school system.

Each component in the model, as developed in Chapter III, is discussed in reference to its function. The components are the:

(1) board of education, (2) superintendent, (3) policy draft writer, (4) superintendent's staff, (5) data base, (6) codification system, and (7) distribution system. Sub-components in the model include:

(1) employee groups, (2) board attorney, (3) readability committee, (4) community groups, (5) committees A-L, and (6) reading and review committee.

Board of Education

The board of education was responsible for deciding to develop a policy manual, adopting a codification system, employing a policy draft writer, and adopting, rejecting, or suggesting revisions in proposed policies. The board was also responsible for giving overall guidance in what to include in policy statements.

The board made four decisions related to the development of a policy manual in the summer of 1977. These decisions were to:

(1) develop a policy manual, (2) adopt a codification system, (3) adopt a policy on what should be included in a policy statement, and (4) employ a policy draft writer. The board also delegated the overall responsibility for developing proposed policy statements to the superintendent.

Appendix A contains a Table of Contents of policies adopted by the board of education.

Codification System

The board adopted the EPS/NSBA codification system and approved expenditure of funds to become a member of the NSBA Educational Policy System.

Policy Statements

The board adopted the following policy statement:

The Board accepts the definition of policy set forth by the National School Boards Association:

Policies are principles adopted by the Board to chart a course of action. They tell what is wanted; they may include why and how much. Policies should be broad enough to indicate a line of action to be followed by the administration in meeting a number of problems; narrow enough to give clear guidance. Policies are guides for action by the administration, who then sets the regulations to provide specific directions to school district personnel.

It is the Board's intention that its policies serve as sources of information and guidance for all people who are interested in, or connected with, the Oklahoma City School District.¹

¹Adopted 8/26/77 by the Oklahoma City Board of Education.

This policy statement gave direction to the superintendent and the policy draft writer as to the amount of detail that should be included in proposed policy statements.

Policy Draft Writer

Upon recommendation of the superintendent, the employment of a policy draft writer was approved by the board.

Policy Manual

After each proposed policy was processed through the model, as discussed in Chapter III, a policy manual was developed and adopted by the board on December 19, 1979.

Board Attorney

The board requested, on occasion, the assistance of the board attorney on policy issues.

Superintendent

The superintendent performed six functions in the process of developing policy statements for the board. These functions were to: (1) recommend the employment of a policy draft writer, (2) provide resources for the policy development process, (3) appoint district personnel to assist in the development of proposed policies, (4) provide overall coordination in the policy development process, (5) act as a liaison between the components of the model and the board, and (6) evaluate all proposed policy statements and recommend adoption by the board.

Policy Draft Writer

The superintendent, in cooperation with the University of Oklahoma, recommended this writer to the board for employment as the policy draft writer.

Resources for the Project

The superintendent provided office space, secretarial support, and other necessary supplies and equipment for the project. Additionally, monetary resources were provided for the policy draft writer to attend a seminar on policy development conducted by the National School Boards Association.

Appointment of District Personnel to Assist in the Project

The superintendent informed school personnel of the project and notified each department to provide personnel to assist in providing information for proposed policies and reviewing draft policies. The superintendent also selected the reading and review committee.

Evaluation of Proposed Policies

The superintendent reviewed each proposed policy statement. The proposed policy statements were either accepted or rejected by the superintendent. Proposed policy statements that were rejected by the superintendent were returned to the policy draft writer for refinement. Those proposed policy statements accepted by the superintendent were forwarded, with a recommendation for adoption, to the board. As shown in Figure 3, the superintendent consulted with the board attorney when there was a question about the legality of a proposed policy statement.

Policy Draft Writer

The policy draft writer functioned as the liaison and coordinator between all the components in the model except between the superintendent and his staff and the superintendent and the board. The policy draft writer also had the following specific functions: (1) primary researcher for all proposed policy statements, (2) technical writer and editor for proposed policies, and (3) codification and distribution of adopted policies.

The policy draft writer applied the model developed and discussed in Chapter III in carrying out his responsibility in the policy development process.

Primary Researcher

The policy draft writer had the responsibility for reviewing all pertinent literature related to the development of proposed policy statements. This review consisted of a study of the sub-components in the data base.

School Board Minutes. The policy draft writer reviewed all minutes of the board since 1967. Copies of all decisions were filed. These board decisions served as a basis for inclusion as proposed policy statements.

District Department Handbooks. Department handbooks were reviewed and all directives included in the handbooks were copied and filed.

District Memoranda. All available district memoranda were reviewed. Memoranda that were directive in nature were copied and filed.

ESP/NSBA Materials. Policy statements from school districts throughout the nation were included in these materials. Those statements which seemed appropriate, as indicated for inclusion as proposed policies from the review of board minutes, department handbook, and district memoranda, were copied and filed. The administrator's reference manual was also utilized for codifying the various adopted policies.

Other Districts' Policy Manuals. The policy draft writer contacted other school districts of similar size and requested and received a copy of their policy manuals. These manuals were reviewed and selected policy statements were copied and filed.

Educational and Other Professional Literature. Educational and other professional literature were reviewed by the policy draft writer before and during the preparation of proposed policy statements. This proved to be helpful in determining personnel to be included in the policy development process and what should be included in the policy manual.

Federal Court Decisions, Federal Statutes, State Statutes, Federal Regulations, State Regulations, Federal Court Orders, State Court Decisions, and State Attorney General Opinions. The policy draft writer reviewed state and federal statutes and regulations, state and federal court decisions, a federal court order, and state attorney general opinions. These proved to be useful as a guide for inclusion of proposed policy statements, and compliance with statutes, regulations, court orders, court decisions, and opinions. Selected documents were copied and filed.

Community Groups. The policy draft writer met with parent/teacher groups, and these groups were given the opportunity to recommend policy statements and changes in proposed policies. The policy writer also met with neighborhood associations to discuss proposed policy statements. Comments from these groups were documented and filed.

Collective Bargaining Agreements. The policy draft writer reviewed collective bargaining agreements between the board and the teachers' union, the collective bargaining agreement between the board and support personnel union, and the informal collective bargaining agreement between the board and building administrators. Specific areas were copied and filed for reference.

Primary Technical Writer and Editor

After a review of the information obtained from the data base, the policy draft writer prepared proposed policy statements. The concepts included in the proposed policy statements were based on information obtained from the data base.

The proposed statements were submitted to employee groups, resource committees, community groups and the readability committee for their review and recommendation. The proposed policy statements were refined, based on recommendation by employee groups, resource committees, community groups and the readability committee.

The refined proposed policy was forwarded to the reading and review committee. The reading and review committee reviewed the proposed policy statement for completeness and accuracy. The proposed policy statements were returned to the policy draft writer with

recommendations for corrections, adding additional proposed policy statements, or deleting some proposed policy statements.

After considering recommendations by the reading and review committee, the proposed policy statements were further refined and forwarded to the superintendent's staff. The superintendent's staff reviewed the policy statements for accuracy and consistency among major divisions and either forwarded them to the superintendent with their approval or returned them to the policy draft writer for revision.

The superintendent evaluated all proposed policy statements approved by the superintendent's staff. The superintendent either forwarded the proposed policy statements to the board for a recommendation of adoption or returned them to the policy draft writer for revisions.

The board reviewed each proposed policy statement and either adopted it as a policy or returned it to the policy draft writer for revisions.

Policies adopted by the board were returned to the policy draft writer for codification and distribution.

Data Base

The policy draft writer reviewed board minutes, federal statutes and regulations, state statutes and regulations, federal and state court decisions, federal court orders, state attorney general opinions, district department handbooks, district memoranda, community mores, educational administration manuals and other professional literature, ESP/NSBA materials, collective bargaining agreements, and other school districts' board policy manuals.

The data base served as the basic source of information for concepts that were included in the proposed policy statements.

Codification System

The codification system served as a storage and retrieval system for information for developing proposed policy statements, proposed policy statements, and board adopted policies. The board adopted the codification system developed by the EPS/NSBA. The system consists of twelve areas which are: (1) Foundations and Basic Commitments, (2) School Board Governance and Operations, (3) General School Administration, (4) Fiscal Management, (5) Support Services, (6) Facilities Development, (7) Personnel, (8) Negotiations, (9) Instruction, (10) Students, (11) School-Community Relations, and (12) Education Agency Relations.

Information was obtained from the data base, coded, and filed under one of the twelve areas. The information was then retrieved and used to develop proposed policy statements.

When the board adopted the policies, they were coded and filed under the appropriate area.

A complete explanation of the codification system is included in Appendix B.

Distribution System

After the policies were adopted by the board and returned to the policy draft writer, they were codified and prepared for distribution. The distribution, as suggested by the literature review, was extensive. A distribution system was developed that ensured each

employee, student, patron, and interested party would have access to board policy.

A distribution list of policy manuals is included in Appendix C.

Superintendent's Staff

The superintendent's staff reviewed each proposed policy statement for accuracy, relevance, and consistency among the major organizational divisions in the district. The staff served as an important component in the development of proposed policy statements.

Employee Groups

The literature states, as revealed in Chapter II, that persons affected by policy statements should be involved in development of statements that affect them. Although all resource committees (A-L) had representation by the employee groups, a complete set of the proposed policy statements was given to the employee groups for their evaluation. Feedback from these groups was considered before presentation of proposed policies to the superintendent's staff and superintendent.

Board Attorney

The school board attorney was responsible for reviewing policies referred by the superintendent or the board of education. The attorney was asked to review some of the proposed policy statements for consistency with state and federal statutes and rules and regulations. Suggested changes in proposed policy statements were forwarded to the policy draft writer.

Readability Committee

A readability committee, composed of reading specialists, was appointed to review proposed policy statements and advise the policy draft writer on methods to analyze proposed policy statements for reading level. The readability committee established a reading level of grade six for proposed policy statements. After a set of policies was adopted by the board, this committee was dissolved.

Resource Committees A-L

The resource committees were responsible for providing the policy draft writer with data for inclusion in proposed policy statements. They also reviewed, evaluated, and made recommendations for changes in proposed policy statements developed by the policy draft writer. After a set of policies was adopted by the board, this committees was dissolved.

Reading and Review Committee

A reading and review committee, appointed by the superintendent and representing the major organizational divisions in the district, reviewed each proposed policy for accuracy. The committee advised the policy draft writer to delete several proposed policy statements and combine a few of the proposed policy statements. Their recommendations were considered by the policy draft writer. After a set of policies was adopted by the board, this committee was dissolved.

Community Groups

Community groups served as a source of information to the policy draft writer for the development of proposed policy statements that were consistent with community mores and needs. The policy draft writer distributed all proposed policy statements to community groups for their review and comment. Recommendations from these groups were included in proposed policy statements.

This chapter was devoted to an explanation of the use of the model to develop a set of written school board policies for a major school district. Chapter V is devoted to a summary of the use of the model, conclusions and recommendations for further study.

CHAPTER V

SUMMARY, CONCLUSION AND RECOMMENDATIONS

Summary

The purpose of this study was to devise a model for the development of written school board policies and to test the model by creating a school board policy manual for a major public school system.

The literature review presented in Chapter II was organized around ten major areas: (1) Legal Status of School Districts and Boards of Education, (2) Rights and Responsibilities of Boards of Education, (3) The Need for Written Board Policies, (4) Characteristics of Policies, (5) Participants in the Policy Development Process, (6) Process for Developing Policies, (7) Major Areas to be Included in the Policy Manual, (8) Sources of Information, (9) Distribution of Policy Manuals, and (10) Maintenance of Policy Manuals.

From a review of literature it was determined seven components and six sub-components should be included in the model for the development of written school board policies. The seven components identified are the: (1) board of education, (2) superintendent, (3) policy draft writer, (4) superintendent's staff, (5) data base, (6) codification system, and (7) distribution system. The six sub-components are: (1) employee groups, (2) board attorney, (3) readability committee, (4) community groups, (5) committees A-L, and

(6) reading and review committee. The functions and relationships of the components were discussed and graphically illustrated in Chapter III.

The model was tested by implementing the model in the Oklahoma City, Oklahoma, school system, and a comprehensive set of school board policies was developed. The procedure used to develop the policies was discussed in Chapter IV.

Conclusion

An operational model for the development of school board policies was developed based on a review of literature. The model was tested by using the model to develop a comprehensive set of written school board policies for a major school district. As a result, over 300 school board policies were adopted, codified, and implemented in the school district. This is conclusive evidence that The Operational Model for the Development of School Board Policies, as developed in Chapter III, can be used by large school districts to develop school board policies.

Recommendations

Based on knowledge gained as a result of this study, the following recommendations are made for additional studies:

1. A study should be conducted in school districts of similar and different sizes to validate the effectiveness of this model.
2. A study should be conducted in cooperation with the state department of education to determine if the

codification and retrieval system is feasible for organizing state laws, rules, and regulations.

3. A study should be conducted to determine the extent of board policy development by school districts in the state of Oklahoma.
4. A study should be conducted to develop a procedure for maintenance of school board policy manuals.
5. A study should be conducted to determine the extent employee groups should be involved in the formulation of school board policies.
6. A study should be conducted to determine the extent community groups should be involved in the formulation of the school board policies.

APPENDIX A

TABLE OF CONTENTS OF WRITTEN SCHOOL BOARD POLICIES FOR THE OKLAHOMA CITY, OKLAHOMA, SCHOOL BOARD

Appendix A contains the Table of Contents of written school board policies, developed in this study, for the Oklahoma City Board of Education, Oklahoma City, Oklahoma. All policies were codified according to the codification system developed by the National School Boards Association.

Although the number of policies developed for the Board of Education exceed 300, the author admonishes readers to recognize that the policy manual is a dynamic document and is never complete. The manual must continually be revised, depending on changes occurring in the local district.

SECTION A: FOUNDATIONS AND BASIC COMMITMENTS

Page

AA	School District Legal Status
AA-E1	Boundary of the Oklahoma City School District
AB	The People and Their School District
ABA	Community Involvement in Decision Making (Also KC)
ABB	Staff Involvement in Decision Making (Also GBB)
ABC	Student Involvement in Decision Making (Also JFB)
AC	Equal Opportunity/Affirmative Action (Also GBA, JB)
AC-R1	Equal Opportunity/Affirmative Action - Administrative Regulation
AD	Educational Philosophy
AE	School District Goals and Objectives
AF	Commitment to Instructional Management
AFA	Evaluation of School Board Operation Procedures (Also BK)
AFB	Evaluation of Superintendent (Also CBG)
AFC/AFD	Evaluation of Employees (Also GCN/GDN)
AFE/AFF	Evaluation of Programs and Services (Also IM and EJ)
AFG	Use of Independent Evaluators
AG	Accomplishment Reporting to the Public
AGA	Recognitions for Accomplishment

SECTION B: SCHOOL BOARD GOVERNANCE AND OPERATIONS

Page

BA	Board Operational Goals
BB	School Board Legal Status
BBA	School Board Powers and Duties
BBAA	Board Member Authority
BBB	School Board Elections
BBBA	Board Member Qualifications
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J0-E4	Dependent Defined
J0-E5	Confidential Records
J0-E6	Immunization Records
J0-E7	Consent for Release of Student Information
JOA	Availability of Student Names
JP	School Photographs
JP-R1	School Photographs (Elementary and Middle Schools)
JP-R2	School Photographs (High Schools)
JP-E1	Quotation for School Photographs
JP-E2	School Photographs (Letter to Parents/Students)
JP-E3	School Photographs (Report Form)

SECTION K: SCHOOL-COMMUNITY RELATIONS

Page

KA	School-Community Relations
KB	Communication
KBA	Public Information
KBC	Media Relations
KBCC	News Media Services at Board Meetings (Also BDDI)
KBE	Use of District Funds for Bond and Millage Campaigns (Also FD)
KBF	Use of Students in Public Information Program
KC	Community Involvement in Decision Making (Also ABA)
KD	Public Participation at Board Meetings (Also BDDH)
KFA	Special Materials (Also IIAD)
KG	Community Use of School Facilities
KG-R1	Use of School Facilities
KG-R2	Use of Facilities
KG-E1	Application and Permission for Use of School Facilities
KH	Gifts of Goods and Services
KI	Public Solicitations in the Schools
KJ	Advertising in Schools
KK	Visitors to the Schools
KK-R1	Visitors to the Schools (Interviewing Students)
KL	Public Concerns
KL-R1	Complaints from the Public Concerning School Administrators
KLB	Challenged Library Material (Also IIACA)

SECTION L: EDUCATION AGENCY RELATIONS

Page

LA	Cooperation with Other Education Agencies
LB	Relations with Other Schools and School Districts
LC	Relations with Education Research and Service Centers
LC-R1	Relations with Education Research and Service Centers - Administrative Regulation
LE	Relations with Colleges and Universities
LEA	Student Teaching
LEB	Advanced College Placement (Also IGC6)
LH	Federal Education Agency Relations
LI	Relations with Educational Accreditation Agencies

APPENDIX B

EXPLANATION OF THE CODIFICATION SYSTEM

Appendix B is an explanation of the codification system used for codifying the written school board policies developed in this study. The codification system was developed by The Educational Policies Service of the National School Boards Association.

The codification system is divided into twelve major sections. The system uses alphabetical coding beginning with the letter "A" and continuing through letter "L". Each major section starts with a new letter. The twelve major sections are as follows:

- A: Foundations and Basic Commitments
- B: School Board Governance and Operations
- C: General School Administration
- D: Fiscal Management
- E: Support Services
- F: Facilities Development
- G: Personnel
- H: Negotiations
- I: Instruction
- J: Students
- K: School-Community Relations
- L: Education Agency Relations

Each major section has subsections or "descriptors." The code letters of the major section appear as the first letter in the coding of the policy and appear in alphabetical order. An example of how this system functions is as follows:

AA	School District Legal Status
AB	The People and Their School District
AC	Equal Opportunity/Affirmative Action
AD	Educational Philosophy
BA	Board Operational Goals
BB	School Board Legal Status
BC	Organization of the Board
BD	School Board Meetings

The descriptors may be expanded to include "subcategories" to broaden the terms. The second and succeeding letters represent subcategories within the major sections. Following is an example of how a descriptor may be expanded into subcategories:

BD	School Board Meetings
BDA	Regularly Scheduled Meetings
BDB	Special Board Meetings
BDC	Executive Sessions
BDD	Board Meeting Procedures
BDDA	Notification of Board Meetings
Bddb	Agenda Format
BDDC	Agenda Preparation and Dissemination

Each page contains only one policy statement for ease of replacement if the policy is reviewed and new policy statements are to be inserted in the manual.

Each policy is coded according to this system and also contains: the date adopted, revision date, cross reference to other policies, legal reference, and "Oklahoma City School District."

APPENDIX C

DISTRIBUTION LIST OF POLICY MANUALS

The distribution of policy manuals requires that every person affected should have access to the policy manual. This distribution system developed by the author of this study allows access by board members, administrators, certified employees, classified employees, students, parent groups, and the community.

POLICY DISSEMINATION

The superintendent is directed to establish and maintain an orderly plan for preserving and making accessible the policies adopted by the Board and the administrative regulations.

Accessibility is to extend to all employees of the school system, to members of the Board, students, and to persons in the community insofar as conveniently possible.

All policy manuals distributed to anyone shall remain the property of the Board and shall be considered as "on loan" to anyone, or any organization, in whose possession they might be at any time. They are subject to recall annually by the superintendent for purposes of updating. Copies will be made available, at cost, to persons interested in securing a policy manual.

Adopted: December 17, 1979
Oklahoma City School District

BOARD POLICY AND REGULATIONS DISTRIBUTION LIST

<u>Name</u>	<u>Manual No.</u>	<u>Department</u>
Jack Isch	1 & 2	Policies & Regulations
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Donald L. Wright	16	Superintendent
Rosa Lambeth	319	Supt. Secretary
Hugh Ginn	5	Exec. Adm. Asst.
Don Ladd	6	Treasurer
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Betty Hill	10	Board Member
La Rue Donwerth	12	Board Member
Paul Heath	13	Board Member
Susan Hermes	15	Board Member
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Hugh Long	108	Board Member
Dr. Wallace Smith	17	Bus. Services
Darrel Shepard	18	Bus. Management
Howard White	19	Food Service
Charles Allen	20	Purchasing
Ann Hseih	21	Accounting
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Juanita Rischard	69	Health Office
Villa Rae Carter	70	Guidance Office

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David Nunn	72	Pupil Assignment
Vicki Fickland	73	Volunteer Office
Phil George	74	Public Information
Pat Watson	75	Research & Planning
Dick Holodick	76	Marvin York Vo Tech 22
Valeria Turnell	105	Media Center
Dave Renfro (1)050 (2)	106	Bargaining Team
Linda Johnson	110	E.E.O Specialist
Alice S. Anderson	112	Dir. Personnel Services
Mary Jo Shipley	114	Bus. Services
Carole Willis	115	Indian Education
Jim Kautz	116	L.I.U. Rep.
Karen Ponder	117	U.T.P.
Dave Renfro	118	A.F.T.
Andy Dement	119	Skill Center Vo Tech 22
Wayne Earnest	120	Bus. Manager Vo Tech 22
Dr. Lindley	122	Educational Services
Jose Tafolla	272	Maintenance
Deborah Ealy	271	SAGE- Adult Training Ctr.
Sam Bogle	276	Maintenance Procurement

CENTERS:

Carver	Principal Media	142 143
Children's Hospital	Principal	136
Dunbar Center	Principal Media	147 148
Washington	Principal	145

HIGH SCHOOLS:

Capitol Hill	Principal Media	149, 78, 88, 125 150
Cleveland Innovative	Principal Media	151, 111 152
Classen	Principal Media	153, 92, 93 154
Douglass	Principal Media	155, 81, 94, 124 156
Grant	Principal Media	157, 86, 95, 96 158
Marshall	Principal Media	159, 83, 89, 98 160
Northeast	Principal Media	161, 79, 100 162
Northwest	Principal Media	163, 87, 97, 99 164
Southeast	Principal Media	165, 77, 84, 85 166
Star Spencer	Principal Media	167, 80, 82, 91 168
Emerson	Principal Media	137 138
Marvin York	Principal	139
Foster Estes	Principal	146

MIDDLE SCHOOLS:

Capitol Hill	Principal Media(Vol.I)	169 170 (Vol.II) 43, (Vol.III) 170	
Eisenhower	Principal Media	171 172	
Harding	Principal Media	173, 181 174	
Hoover	Principal Media	175 176	
Jackson	Principal Media	177 178	
Jefferson	Principal Media	179 180	Assistant Prin. 057
Moon	Principal Media	113 182	
Rogers	Principal Media	183 184	
Roosevelt	Principal Media	185 186	
Taft	Principal Media	187 188	
Webster	Principal Media	189 190	

FIFTH YEAR CENTERS:

Creston Hills	Principal Media	191 192
Dewey	Principal Media	193 194
Edwards	Principal Media	195 196
Garden Oaks	Principal Media	197 198
Green Pastures	Principal Media	199 200
M.L. King	Principal Media	201 202
Lincoln	Principal Media	203 204
Longfellow	Principal Media	205 206
North Highland	Principal Media	207 208
Page-Woodson	Principal Media	209 210
Parker	Principal Media	211 212
Polk	Principal Media	213 214
Truman	Principal Media	215 216

ELEMENTARY SCHOOLS:

Adams	Principal Media	217 218
Arcadia	Principal Media	219 220
Arthur	Principal Media	221 222
Bodine	Principal Media	223 224
Britton	Principal Media	225 226
Buchanan	Principal Media	227 228
Burbank	Principal Media	229 230
Columbus	Principal Media	231 232
Coolidge	Principal Media	233 234
Davis	Principal Media	235 236
Edgemere	Principal Media	237 238
Eugene Field	Principal Media	239 240
Fillmore	Principal Media	241 242
Gatewood	Principal Media	243 244
Harrison	Principal Media	245 246
Hawthorne	Principal Media	247 248
Hayes	Principal Media	249 250
Heronville	Principal Media	251 252
Horace Mann	Principal Media	255 256

ELEMENTARY SCHOOLS: (Continued)

Johnson	Principal Media	257 258
Kaiser	Principal Media	259 260
Lafayette	Principal Media	261 262
Lee	Principal Media	263 264
Linwood	Principal Media	335 336
Madison	Principal Media	339 340
Mark Twain	Principal Media	337 338
Monroe	Principal Media	273 274
Oakridge	Principal Media	277 278
Parmalee	Principal Media	279 280
Pierce	Principal Media	281 282
Prairie Queen	Principal Media	283 284
Putnam Heights	Principal Media	285 286
Quail Creek	Principal Media	287 288
Rancho	Principal Media	289 290
Ridgeview	Principal Media	291 292
Riverside	Principal Media	293 294
Rockwood	Principal Media	295 296

ELEMENTARY SCHOOLS: (Continued)

Sequoyah	Principal Media	299 300
Shidler	Principal Media	301 302
Shields Heights	Principal Media	303 304
Southern Hills	Principal Media	305 306
Spencer	Principal Media	307 308
Stand Watie	Principal Media	309 310
Stonegate	Principal Media	311 312
Star	Principal Media	313 314
Telstar	Principal Media	317 318
Van Buren	Principal Media	319 320
W. Nichols Hills	Principal Media	321 322
Western Village	Principal Media	323 324
Westwood	Principal Media	325 326
Wheeler	Principal Media	327 328
Willard	Principal Media	329 330
Willow Brook	Principal Media	331 332
Wilson	Principal Media	333 334

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