

THE UNIVERSITY OF OKLAHOMA
GRADUATE COLLEGE

ADMINISTRATIVE MANUALS FOR TEACHERS WITH SPECIAL
REFERENCE TO ELEMENTARY SCHOOLS IN SELECTED
CITIES OF 100,000 INHABITANTS OR LESS

A DISSERTATION
SUBMITTED TO THE GRADUATE FACULTY
in partial fulfillment of the requirements for the
degree of
DOCTOR OF EDUCATION

BY
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Norman, Oklahoma

1958

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ACKNOWLEDGMENTS

To those whose help has made this study possible, the writer expresses gratitude and appreciation.

The writer is indebted to Dr. William B. Ragan, his major professor, for careful supervision and guidance in this study.

Appreciation is expressed to Dr. Frank A. Balyeat, Co-chairman of the writer's committee, for his assistance and guidance in many areas of this study.

Appreciation is expressed for assistance so willingly given by Dr. D. Ross Pugmire, Dr. Arthur W. Heilman, and Dr. Gail Shannon of the faculty of the College of Education.

Thanks and appreciation are expressed to the Educational Administration Center of the College of Education for the privilege of using the manuals which are the basis of this study.

The writer expresses sincerest appreciation to his wife, Ruth A. Smith, who has helped him so materially throughout innumerable details.

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CHAPTER I

THE PROBLEM

The Need for Administrative Manuals

Principals and teachers have a joint responsibility in organizing and systematizing their work so that the best possible instruction may be received by the pupils. One of the major tasks of any principal is that of supervision of instruction. However, before he can perform this important function of his office, it is essential that the details of the administration of the school be well organized and simplified so that operational procedures are understood by all concerned.

Wherever a systematic, efficient organization exists, there will be found a system of dual controls, interlocking and inseparable, which are the core of decisions. These two controls are: (1) persons and (2) written directives, neither of which is sufficient in itself but dependent to a degree

upon the other. Any rule by man is limited by man's shortcomings and any rule by law is limited by its lack of human flexibility. The two controls are inexorably tied together in co-existence wherever economical, fair, consistent, and efficient operational practices are in effect.

This study is concerned with one of these controls, the written directives of a school system by which those affected guide their actions.

The necessity for concise, clear-cut directives as to the organization of the school is supported by Hawkes:

The need of a manual for teachers in public schools is based upon the following recommendations:

1. A Manual for Teachers indicates the extent to which the principal has analyzed his job and understands the part of each teacher and himself in the year's work.
2. A Manual for Teachers is necessary in order to save the time of the teacher, for in such a manual would be expected the discussion and explanation of the policies and type of education which the principal has decided he wishes to put across.
3. A Manual for Teachers is of great assistance to the teacher not only enabling her to plan her work ahead, but also in training her to live up to the requirements of her position.
4. A Manual for Teachers brings about efficient management of the school, not only because of the understanding created between teachers and principal but also because it will enlist teacher and principal in the task of improvement of the administration.¹

In several recent articles the above statements have

¹Franklin P. Hawkes, "The Need for a Manual for Teachers in Public Schools," American Education, XXX (February, 1927), p. 187.

been corroborated. Shulman says that "the fact that principals can no longer find time to orient the beginning teachers or the teachers new to the system demands a printed or duplicated set of directives."¹ Hutton further confirms that "a handbook that contains the over-all policies of a system and a few of the essential details will make a teacher feel more secure."² Luck justifies the need for manuals with the statement that "a handbook is one of the best ways to list the things that need to be done and ideas as to how they may be accomplished."³ Kyte states that "a well planned handbook furnishes explicit information regarding many details, practices, and policies."⁴

Essex says:

Emerging concepts call for the establishment of more detailed and written policies. A high level of professional and democratic relationships between teachers and boards of education appears to demand basic documents which may be in the hands of all concerned. Energy otherwise spent in becoming upset over individualized treatment is put to better use when teachers know they receive

¹Florence Shulman, "A Helping Handbook for Teachers," The National Elementary Principal, XXXIII (April, 1954), p. 12.

²A. Mary Hutton, "What Every Teacher Should Know," The National Elementary Principal, XXXIII (April, 1954), p. 15.

³Martha Luck, "Office Manuals," The National Elementary Principal, XXXIII (April, 1954), p. 17.

⁴George C. Kyte, The Principal at Work (Boston: Ginn and Company, 1952), p. 117.

equal treatment under a set policy.¹

History of the Problem

Review of Related Studies

In 1931 Talbot² reported the results of an extensive survey made to determine just what use schoolmen were making of teachers' handbooks. He sent out a form letter to 440 school executives in the larger cities of the United States, requesting a copy of the teachers' handbook or manual where such publications were in use. Twenty-five handbooks were received, four being for high schools, six for elementary schools, and 15 general handbooks for both groups. He made a detailed analysis of the 15 general handbooks. In so far as contents were concerned, he found that there was little similarity among the manuals.

In order to find out whether or not the handbooks had some objective basis, he questioned, by means of a check list, 172 elementary school teachers and 130 high school teachers. Teachers with two years of experience or less were canvassed in 27 school systems in seven states.

From the check list, he found that: (1) All teachers,

¹Martin W. Essex, "Practical Personnel Policies," Journal of the National Education Association, XLI (September, 1952), pp. 369-70.

²George D. Talbot, "The Content of Teachers' Handbooks," Educational Research Bulletin, Bureau of Educational Research, The Ohio State University, X (May, 1931), pp. 255-261.

wherever located, need substantially the same information. Teachers need to know about the administrative organization, marks, salary, district boundaries, certification and appointment, school directory, school records, special departments, professional growth, school calendar, and general regulations governing school and classroom organization and administration. (2) Due to the size of the system and community in which they live, there are a few distinct differences in the type of information needed by teachers. A small, compact community has problems different from those of a cosmopolitan center with wide variations in equipment and personnel. (3) Not all questions arising in the minds of the teachers should be answered in the handbook. Some questions are better answered orally. There are many things about a school system an individual teacher needs to know which would be of little or no significance to the other members of the staff.

In 1935 Becker¹ made a study of handbooks for secondary schools in Oklahoma in which his main purpose was to show the value of the use of administrative handbooks in organizing and managing schools. His study was concerned with what may be included in a handbook and how it may be used to develop teacher growth and school efficiency.

¹Daniel A. Becker, "Administrative Handbook for High School Teachers" (unpublished Master's thesis, University of Oklahoma, 1935), p. 87.

Becker¹ reviewed the contents of four high school handbooks in his study. He also included in his study the complete handbook for Lawton High School, Lawton, Oklahoma, of which he was the principal at the time.

Becker² found that: (1) careful selection and analysis are necessary in selecting the contents of handbooks; (2) to be useful for every day application, the handbook should not be too cumbersome; procedures should be stated as briefly as possible; (3) the contents should be suited to the individual school and deal largely with administrative practices in which teacher and school executive attempt to reduce and simplify routine.

In 1946 Bryant³ studied the status of teachers' handbooks in the secondary schools of Missouri. He analyzed 125 public school manuals and 28 non-public school manuals on the secondary level. From the study of these 153 administrative manuals he concluded that they should anticipate the information needed by a teacher; be well organized with a table of contents and appropriate headings in the text to facilitate use; and be attractive in form, durable, and easily revised.

¹Ibid., pp. 12-16.

²Ibid., p. 12.

³Francis Harlan Bryant, "A Critical Analysis of the Administrative Manuals Utilized in Missouri's Secondary Schools" (unpublished Ed. D. dissertation, University of Missouri, 1946), p. 201.

In 1954 Jordan¹ analyzed 66 manuals obtained from school systems in cities in the United States having populations of 100,000 to 500,000 people. He sought to determine the needs or purposes of teachers' handbooks and what they contained. By questionnaire, interview, and examination of 66 handbooks he developed a set of 11 principles to be followed in making a teachers' handbook for the Jersey City, New Jersey, school system and other large cities. These principles are:

Principle One: The handbook should supplement rather than displace personal contacts between teacher and school executive.

Principle Two: The compilation of a teachers' handbook should be the result of group thinking involving as many interested individuals as possible.

Principle Three: The handbook should provide an answer to those questions which observation, investigation, and experience have shown that teachers frequently raise.

Principle Four: Frequent revision by all concerned will make the handbook better adapted to the needs and purposes of the educational system involved.

Principle Five: The profitable use of a well-planned handbook is not confined to the new or beginning teacher.

Principle Six: The handbook should not be considered as freezing the policies treated but rather as a challenge to all concerned to continue to try to solve each problem which arises in the light of current conditions.

Principle Seven: The handbook should indicate the fact that it does not provide the final answer to all questions of policy or procedure.

¹William G. Jordan, "Teachers' Manuals in Large Cities" (unpublished Ed. D. dissertation, New York University, 1954), p. 148.

Principle Eight: Materials should be written clearly with definite, accurate suggestions for specific situations.

Principle Nine: The content of the handbook will vary according to size, location, type of school, and policies of the administration.

Principle Ten: A handbook can be a major force in the development of more friendly relationships and attitudes between teachers and administrators.

Principle Eleven: The physical properties of the handbook should contribute to its effective use.¹

Merits and Limitations of Related Studies

Talbot's study established the fact that all teachers need substantially the same general information. However, his study was concerned with only 15 teachers' manuals of a general nature for all teachers of a school system.

Becker's study established some principles to follow in developing a teachers' manual. He presented a model manual, developed in accordance with his analysis of four other manuals, which he used in the Lawton, Oklahoma, High School. He was limited by the small number of manuals which were available to him for examination and by the fact that his study was concerned only with secondary schools.

Bryant's study was a thorough analysis of the administrative manuals for teachers used in the secondary schools of Missouri. He analyzed the characteristics of these manuals as to purposes, content, format, titles, covers, size,

¹Ibid., pp. 122-24.

length, printing or duplicating method, authorship, and provision for revision. His work was limited to a study of what was done in secondary schools of one state.

Jordan's study had a wider scope than any of the others in that he examined and analyzed administrative manuals from large cities throughout the United States. His 11 basic principles might well be followed in the development of a teachers' manual in a school system of any size. His study was concerned with the development of a general manual for all teachers of a large city school system.

None of these manuals was concerned with the needs of the elementary school teacher except in a very general sense.

Relation of Present Study to Preceding Studies

Origin and Growth of This Study

This study arose from the needs of elementary school principals and teachers for a method of simplifying routine procedures. It is an outgrowth from study of theory and practices used in the development of administrative manuals of a system-wide nature and of those prepared for secondary schools.

Significance of This Study

Evidence has been presented that many schools throughout the nation use administrative manuals for teachers and that these manuals are regarded as effective methods of communication in a school system. There is a need for a study

which summarizes current practice and presents guiding principles for the development of administrative manuals. This study presents illustrations of promising practices regarding the purposes, contents, authorship, provision for revision, and physical features of administrative manuals and suggests guiding principles for the development of administrative manuals for elementary school teachers.

Practicing elementary school administrators reading and hearing of the use of administrative manuals are, at present, dependent to a great extent upon their own individual ability to develop administrative manuals for teachers in their respective schools because of the scarcity of literature in this field. There are surprisingly few administrative manuals designed for the use of elementary school teachers.

The value of this study is the use that may be made of the findings by school systems contemplating the development or revision of an administrative manual for elementary school teachers.

Statement of the Problem

It is the purpose of this study: (1) to determine the prevalent characteristics of administrative manuals for teachers in school systems of selected cities as to their stated purposes, contents, authorship, provision for revision, and physical features; and (2) to formulate a guide for developing an effective administrative manual for use in ele-

mentary school systems in cities of 100,000 population or less.

Definition of Terms

Administrative Manual. In this study administrative manual refers to all manuals, teachers' handbooks, bulletins, and rules and regulations pertinent to the operational procedure of a school.

Elementary School. An elementary school is considered as any organizational arrangement of grades from kindergarten through the eighth.

Analysis of the Problem

Data were collected to answer the following questions:

1. What are the purposes of administrative manuals?
2. What are the items of content of administrative manuals?
3. By whom are administrative manuals written?
4. What provisions are made for revising administrative manuals?
5. What are the physical features of administrative manuals?
6. How does present practice compare with recommendations set forth in related studies and educational literature?
7. What characteristics would most likely be desirable for an effective administrative manual for the elementary

school teachers of a school system in a city of 100,000 inhabitants or less?

Sources of Data

The data used in this study were obtained from analysis of replies made by school administrators to seven questions and from the examination of administrative manuals obtained from the school systems of the selected cities.

In July, 1956, letters were sent out from the Educational Administration Center of the University of Oklahoma to 125 public school superintendents, requesting copies of administrative manuals, teachers' handbooks, and bulletins used in their school systems. These superintendents were selected on the bases of the populations of their cities according to the 1950 Federal Census and their geographical locations. An effort was made to obtain administrative manuals from school systems in all of the 48 states. Enclosed in the letters were return addressed postcards on which were requests for: (1) a copy of an administrative manual, (2) the frequency with which the manual is revised, (3) the authorship of the manual, (4) the elementary school enrollment, (5) the number of elementary school teachers, and (6) whether or not an administrative manual was used.

A total of 103, or 82.4 per cent, responded. Of this number, 56 sent manuals and return postcard questionnaires, 17 sent manuals alone, and 30 returned only the questionnaire.

There were 16 superintendents who indicated that they did not use an administrative manual of any type, 10 replied that they used one but that no copies were available, and four indicated that they had manuals in the making. Six additional manuals were obtained from the library of the Assistant Personnel Director of the Oklahoma City, Oklahoma, Public Schools.

From the manuals received, 77 were selected for use in this study. They were divided into two groups with 44 manuals in Group I, representing school systems in cities of 100,000 population or less and 33 manuals in Group II, representing school systems in cities of more than 100,000 inhabitants.

Table 1 shows a fairly even distribution of schools by regions of the United States from which manuals were obtained.

The Northeast Region included Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, New York, Pennsylvania, New Jersey, Delaware, Maryland, and West Virginia. The Southeast Region included Arkansas, Louisiana, Tennessee, Kentucky, Virginia, North Carolina, South Carolina, Georgia, Florida, Alabama, and Mississippi. The North Central Region included Minnesota, Wisconsin, Iowa, Michigan, Illinois, Indiana, Ohio, and Missouri. The Great Plains Region included North Dakota, South Dakota, Nebraska, Kansas, Oklahoma, and Texas. The Western Region included Washington, Oregon, Montana, Idaho, Wyoming, California, Nevada, Utah,

TABLE 1

NUMBER OF ADMINISTRATIVE MANUALS OBTAINED
FROM EACH REGION OF THE UNITED STATES

Region	Group I 44 Manuals	Group II 33 Manuals	Total
	Number	Number	
Northeast	7	5	12
Southeast	9	4	13
North Central	5	10	15
Great Plains	16	6	22
Western	7	8	15
Total	44	33	77

^aFrom cities of 100,000 population or less.

^bFrom cities of populations over 100,000.

Colorado, Arizona, and New Mexico.¹

The Method of Research

The method of gathering data in this study is classified as a normative survey. Such a study "seeks the answer to the question, 'What are the real facts with regard to the existing conditions?' The purpose is to ascertain prevailing

¹The regional classifications are according to Harlan H. Barrows, Edith Putnam Parker, Clarence W. Sorensen, The American Continents (New York: Silver Burdett Company, 1954).

conditions."¹

In a survey of this nature, materials written for a specific purpose are collected as specimens for analysis. The frequency with which specified characteristics occur are noted in order to survey what is going on or what has taken place in the field. The goal is to secure information on conditions or practices as they exist. It is called a normative survey because "normative" implies a determination of what is the normal or typical condition or practice, and "survey" indicates the gathering of data in regard to present conditions.

Treatment of Data

Information applicable to elementary school personnel was sought in the analysis of the administrative manuals. This information was arranged in frequency distribution tables as to: (1) stated purposes, (2) items of content, (3) authorship, (4) provisions for revision, and (5) physical features. Tables were constructed showing the results of analysis for the 44 manuals of Group I obtained from school systems in selected cities of 100,000 population or less and for the 33 manuals of Group II obtained from school systems in selected cities of more than 100,000 population. The data from the

¹Carter V. Good, A. S. Barr, Douglas E. Scates, The Methodology of Educational Research (New York: Appleton-Century-Crofts, Inc., 1935), p. 287.

manuals used in the school systems of the larger cities were presented for comparison.

The results of the analysis of the manuals and the recommendations of the literature were incorporated in Chapter V into a guide for use by those concerned in developing an administrative manual for elementary school teachers.

CHAPTER II

PURPOSES OF ADMINISTRATIVE MANUALS

Purposes Found in Educational Literature

Various purposes for administrative manuals have evolved from the need for them. When a manual is first developed in a school system, it may serve only one purpose. Through use, revision, and expansion it gradually is developed to serve several purposes. In recent years many references have been made to these purposes. Moore and Walters say that the purpose of a manual is "to provide information believed to be essential and helpful in expediting routine procedures."¹ Eye and Lane say that "the use of a handbook containing pertinent information about the school has long been a device for supplying information to teachers."² Jacobson, Reavis, and Logsdon list several purposes: "These handbooks represent a forward step in the organization of

¹Harold E. Moore and Newell B. Walters, Personnel Administration in Education (New York: Harper and Brothers, 1955), p. 159.

²Glen G. Eye and Willard R. Lane, The New Teacher Comes to School (New York: Harper and Brothers, 1956), p. 349.

the work of the school principal, provide great assistance to the teaching staff in establishing proper relationships with personnel charged with administrative functions, and make possible the elimination of waste frequently resulting from uncertainty and lack of organization."¹

Thomas states that "the primary purpose of the handbook is to put directions explaining the procedures of the school into consolidated written form so that they are available to all teachers for reference in connection with questions that constantly arise."²

Many school administrators, aware that public relations begin with the teacher, are developing administrative manuals for teachers in an effort to keep them properly informed. Teachers are thus able to give accurate and pertinent information when and where it is needed to the credit of the school and the enhancement of their own personal worth.

Bracken states this idea in a similar manner: "Many school systems, realizing that the properly informed classroom teacher can be the school's most effective public relations agent, are slanting handbooks her way."³

¹Paul B. Jacobson, William C. Reavis, and James D. Logsdon, The Effective School Principal (New York: Prentice-Hall, Inc., 1954), p. 440.

²John S. Thomas, "Preparation of a Teachers' Handbook," Educational Method, XII (March, 1933), p. 360.

³John L. Bracken, "Let the Handbook Answer Those Questions," The School Executive, LXXIII (October, 1953), p. 55.

Reeder emphasizes that "the primary purpose of the teachers' handbook is to give teachers information concerning the administration--particularly the routine administration of the school or school system."¹

Turner states that "handbooks are useful both in the process of inducting new members to the staff of the school system and as a ready reference for both old and new staff members."²

Gibbard says:

The handbook is a device prepared for the purpose of giving the teacher information concerning the many matters of detail that arise in connection with the smooth functioning of the school. It is a guide to aid in directing one through the maze of varied detail connected with a public school.³

Sears writes:

To fix the relationship between workers, so that harmony and economy in performance will result, it is obvious that a clear understanding of these relationships must obtain throughout the system. For this many school boards have prepared books of Rules and Regulations.

The regulations are intended to define authority and to fix responsibilities of the board, executives, teachers, and children.⁴

¹Ward G. Reeder, An Introduction to Public School Relations (New York: The Macmillan Company, 1950), p. 118.

²Lawrence E. Turner, "How to Develop a Handbook," The American School Board Journal, CXXVI (April, 1953), p. 24.

³Minnie A. Gibbard, "A Handbook for the Teacher of an Elementary School," Educational Method, XI (March, 1932), p. 359.

⁴Jesse B. Sears, City School Administrative Controls (New York: McGraw-Hill Book Co., Inc., 1938), pp. 17-18.

Bryant says that "the purposes found in administrative manuals analyzed fall under the classifications of: administration, conservation of time, continuity, evaluation, general improvement, orientation, philosophy and aims, and uniformity and routine."¹

Jordan² recommends two principles to be observed concerning the purposes of administrative manuals. The first is that a teachers' manual should never be considered as taking the place of personal contact between teachers and school executives. The second is that the manual should be an answer to frequently raised questions which are discovered through observation, investigation, and experience.

If the purpose is not definitely stated, the effectiveness of an administrative manual will be diminished. A person not knowing the purpose of a manual may possibly place a false interpretation upon the intended meaning. A better understanding may be promoted between the writer and the reader if the purpose is definitely stated, thus overcoming the difficulty of grasping the purpose by inference.

Analysis of Manuals for Purposes

Means of Indicating Purposes

There are several methods by means of which purposes may be indicated in an administrative manual. Among those

¹Bryant, p. 56.

²Jordan, p. 122.

most frequently used are: (1) foreword, (2) introduction, (3) introductory statement, and (4) preface. The results of the analysis of the various means used to indicate purposes in the manuals examined for this study are given in Table 2.

TABLE 2
PERCENTAGE OF ADMINISTRATIVE MANUALS USING
SEVERAL MEANS OF INDICATING PURPOSES

Means of Indicating Purposes	Group I ^a 44 Manuals	Group II ^b 33 Manuals
	Percentage	Percentage
Foreword	56.8	60.6
Introduction	4.5	3.0
Introductory Statement	27.3	15.1
Preface	2.3	9.1
Purpose Not Stated	9.1	12.1

^aFrom cities of 100,000 population or less.

^bFrom cities of populations over 100,000.

Data presented in Table 2 reveal that a large proportion of the writers of administrative manuals were aware of the importance of stated purposes. The majority of these stated purposes, it will be noted, was expressed in a foreword. Only 9.1 per cent of those of Group I and 12.1 per cent of those of Group II had no stated purpose.

Purposes Found in Manuals

Writers in the field of education have reported that

the purpose of a given manual may be single or multiple. Grouping the purposes recommended in professional literature, one finds that they fall under classifications of: (1) administration, (2) conservation of time, (3) continuity of the school program, (4) evaluation, (5) general improvement, (6) miscellaneous, (7) orientation, (8) personnel relations, (9) philosophy and aims, and (10) uniformity and routine.

Analysis of the 77 manuals used in this study substantiates the recommendations found in professional literature. All except eight of the 77 manuals had one or more purposes stated in some form of introduction. These stated purposes ranged from general statements to very definite and specific expressions. Table 3 shows the percentage of manuals using purposes of 11 classifications.

Administration was an expressed purpose in over 60 per cent of the manuals studied in both groups. Orientation was the next most frequently used purpose with 13.6 per cent of the manuals of Group I and 33.3 per cent of those of Group II having this purpose stated. The need for orientation of teachers new to the school system seemed to be greater in the larger cities. Miscellaneous purposes, purposes not covered by the other classifications, indicated an attempt to meet a need in a specific situation of a local nature. Of the manuals of Group I, 13.6 per cent had miscellaneous purposes. This was not as high a percentage as the 21.2 per cent shown for these purposes among the manuals of Group II.

TABLE 3

PERCENTAGE OF ADMINISTRATIVE MANUALS HAVING
VARIOUS, STATED PURPOSES

Stated Purposes	Group I 44 Manuals	Group II 33 Manuals
	Percentage	Percentage
1. Administration	61.4	63.6
2. Orientation	13.6	33.3
3. Miscellaneous	13.6	21.2
4. School and Public Relations	11.4	12.1
5. General Improvement	9.1	15.1
6. Uniformity and Routine	9.1	24.2
7. Philosophy and Aims	6.8	18.2
8. Continuity of School Program	4.5	3.0
9. Conservation of Time	2.3	3.0
10. Evaluation	2.3	...
11. Supplement State School Laws	2.3	9.1
12. No Stated Purpose	9.1	12.1

The widest difference between the two groups of manuals appeared in the use of the purpose concerning orientation. Among those used in the smaller cities, only 13.6 per cent had this purpose stated whereas among those used in the larger cities 33.3 per cent had this purpose expressed.

One of the important reasons for having an administrative manual in a school system is that it saves time of both principals and teachers. However, only 2.3 per cent of the manuals of Group I and 3.0 per cent of those of Group II had this purpose stated.

CHAPTER III

CONTENTS OF ADMINISTRATIVE MANUALS

Items Recommended in Educational Literature

A survey of the professional literature pertinent to administrative manuals for teachers reveals that the greatest differences of opinion occur in regard to recommendations dealing with content. Some authors believe that these manuals should be very detailed. Others believe that only broad basic policies should be contained therein.

Turner thinks:

A statement of the operating policy of a school system will be relatively stable. Items such as temporary schedules, annual assignments, and the like should be published in bulletins. Reference in a handbook should be made to position or offices rather than to persons by name. Inclusion of items other than policy renders a handbook obsolete in a short time.¹

Yauch, Bartels, and Morris believe:

Most school administrators have found it helpful and necessary to write up all the detailed school regulations in a handbook for teachers. . . . In these handbooks . . . are included such matters as the following:

1. The school time schedule--opening and closing time, periods for classes, the time schedule for

¹Turner, The American School Board Journal, CXXVI (April, 1953), p. 24.

teachers, the calendar for the school year, including pay periods.

2. A list and description of the standard forms teachers are expected to fill out--attendance reports, registration procedures, absence slips, statistical reports, requisition forms, health records, etc.
3. Procedures for the management of children, such as entrance into the building, transfers, and disciplinary techniques.
4. Special assignments and responsibilities of teachers--hall duty, playground assignments, noon hour supervision, guidance or special clubs and other children's activities.
5. Explanations of relationships among types of school personnel--and relations of teachers to principal, custodians, supervisory staff, librarian, special teacher, cafeteria workers, and parents.¹

Between these two extremes may be found many variations. However, most of the authors of articles on administrative manuals are in agreement on one point and that is that the items of content are dependent upon the individual school and its particular problems.

Moore and Walters say that "one of the most important items common to both types of guide books, and possibly the most frequently omitted, is a statement of the philosophy of the school system."²

Bracken writes:

¹Wilbur A. Yauch, Martin H. Bartels, and Emmet Morris, The Beginning Teacher (New York: Henry Holt and Company, 1955), p. 154.

²Moore and Walters, p. 163.

Typical hello-teacher handbooks include items on school board policies, administrative regulations, philosophy of the school system, scope of the curriculum, time allotments and schedules, lesson plans and records, class management and discipline, accidents and first aid, meetings and conferences, office rules, school calendar, field trips, and standardized tests. Often, too, they publish information on salary schedules, transfers, leaves of absence, physical examinations, rating, summer work, and professional growth.¹

Bryant² classified the contents of the administrative manuals used in his study under 38 headings. The 20 headings that occurred most frequently, in descending order, among the handbooks of his study were: (1) Administrative Organization; (2) Pupil Control; (3) Reports; (4) Textbooks, Fees, and Supplies; (5) Attendance; (6) Extra-Curricular Activities; (7) Introduction; (8) Curricular Information; (9) Office Regulations; (10) Marks and Marking; (11) Instructions for the Opening of School; (12) Library; (13) Philosophy and Aims; (14) Classroom Procedure; (15) Buildings and Equipment; (16) Schedule of Classes; (17) Calendar of Events; (18) Bell and Time Schedule; (19) Assemblies; and (20) Professional Growth.

Jordan³ in his analysis of 66 manuals used in cities with populations of 100,000 to 500,000 persons found that the 20 items most frequently occurring were: (1) Foreword, (2) Table of Contents, (3) State Regulations, (4) Local

¹Bracken, The School Executive, LXXIII (October, 1953), p. 55.

²Bryant, pp. 120-21.

³Jordan, p. 63.

Regulations, (5) Safety Regulations and Procedures, (6) Personnel Policies and Services, (7) Classroom Management, (8) Pupil Accounting, (9) Aims and Objectives of Education, (10) Pupil Guidance, (11) Business Management, (12) Health Services, (13) Daily Routine, (14) Special Education, (15) School Calendar, (16) Instructional Program, (17) Extra-Curricular Program, (18) Organization and Administration, (19) Community Relations, and (20) Professional Growth.

Analysis of Contents of Manuals

The problems of school organization, although general in nature, differ from system to system in specific details due to local factors. Some of these differences exist because of the size of the school systems. The larger a system is, the more necessary it becomes to have written policies of procedure in greater detail in order to have a desirable uniformity of action. Some communities are more stable than others and there is very little turn-over in school staffs. In others, rapid growth or a moving population can create a problem in orienting new teachers each year. Some school systems are organized on a line basis. Others are more democratic in their procedures. Since the contents of the administrative manual reflect the philosophy of the school system it serves, it becomes more and more evident that what is contained in a manual, how it got there, and how it is stated are peculiar to the local situation. The contents

exist to meet certain needs either of the administration, the staff, the pupils, and the public and patrons or of some combination of these groups.

The 77 administrative manuals used in this study were examined for the items they contained. These items were grouped under 34 major headings. The frequencies with which the items occurred in the 44 manuals of Group I and the 33 manuals of Group II were converted to percentages and arranged side by side in Table 4 for ease of comparison. These items were obtained by a page by page examination of the 77 manuals and were selected on the basis of their application to elementary schools.

There were 20 of the 34 major items which appeared in over 50 per cent of the manuals of Group I. These same items with the exceptions of Classroom Procedure, Philosophy and Aims, and Public Relations also appeared in over 50 per cent of the manuals of Group II. There were seven items which were in 50 per cent or more of the manuals of Group II which were in less than 50 per cent of those of Group I. These items were Table of Contents, Calendar of Events, Guidance, Insurance, Library, Special Education, and Supervision. With the exception of the first two, these areas generally were more prevalent and had greater emphasis in larger school systems, perhaps, because of proportionately more personnel and money.

TABLE 4
PERCENTAGE OF ADMINISTRATIVE MANUALS HAVING
CERTAIN ITEMS OF CONTENT

Items of Content	Group Ia ^a 44 Manuals	Group II ^b 33 Manuals
	Percentage	Percentage
1. Introduction	90.9	87.9
2. Table of Contents	47.8	75.7
3. Index	31.8	42.4
4. Administrative Organization	100.0	100.0
5. Assemblies	18.2	15.1
6. Attendance	72.7	97.0
7. Bell and Time Schedule	77.3	87.9
8. Buildings and Grounds	70.4	81.8
9. Busses	38.6	42.4
10. Cafeterias and Lunch Rooms	52.3	75.7
11. Calendar of Events	47.8	60.6
12. Census	....	48.5
13. Classroom Procedures	68.2	60.6
14. Curricular Information	56.8	84.8
15. Directory of the School	15.9	39.4
16. Extra-Curricular Activities	13.6	18.2
17. Fire and Disaster Drills	52.3	63.6
18. Guidance	43.2	69.7
19. Health and First Aid	88.6	97.0
20. Insurance	34.1	69.7
21. Library	36.4	69.7
22. Marks and Marking	61.4	75.7
23. Philosophy and Aims	56.8	48.5
24. Professional Growth	77.3	90.9
25. Public Relations	72.7	69.7
26. Pupil Control	84.1	78.8
27. Records and Reports	70.4	78.8
28. Registration	81.8	84.8
29. Salary	81.8	97.0
30. Special Education	29.5	66.7
31. Statistical Information	13.6	15.1
32. Supervision	27.3	87.9
33. Tests and Measurements	61.4	51.5
34. Textbooks, Fees, and Supplies	72.7	87.9

^aFrom cities of 100,000 population or less.

^bFrom cities of populations over 100,000.

The 20 high ranking items of content of the manuals of Group I, in descending order, were: (1) Administrative Organization; (2) Introduction; (3) Health and First Aid; (4) Pupil Control; (5) Registration; (6) Salary; (7) Bell and Time Schedule; (8) Professional Growth; (9) Public Relations; (10) Textbooks, Fees, and Supplies; (11) Attendance; (12) Records and Reports; (13) Buildings and Grounds; (14) Classroom Procedure; (15) Tests and Measurements; (16) Marks and Marking; (17) Philosophy and Aims; (18) Curricular Information; (19) Fire and Disaster Regulations; (20) Cafeterias and Lunch Rooms.

The Introduction was variously labelled as: Introduction, Foreword, or Preface. In some manuals there was only an introductory statement without a heading. There was no introduction in 9.1 per cent of the manuals of Group I and 12.1 per cent of those of Group II.

There were 47 items classified under Administrative Organization. These are presented in Table 5.

Attendance included Absences and Tardies, Attendance Certificates, Compulsory Attendance, Daily Attendance Report, Delinquency, Emphasis on the Advantages of Attendance, Holy Days and Holidays, and Withdrawals.

There were two subdivisions, Class Schedule and Duty Schedule, under Bell and Time Schedules.

Policies and regulations concerning Custodians, House-keeping, Playgrounds, Rental and Use of School Buildings,

TABLE 5

ITEMS ON ADMINISTRATIVE ORGANIZATION EXPRESSED IN THE
PERCENTAGE OF MANUALS CONTAINING EACH ITEM

Items	Group I 44 Manuals	Group II 33 Manuals
	Percentage	Percentage
1. Absence of Personnel	47.8	84.8
2. American Education Week	11.4	21.2
3. Assignment of Teachers	27.3	75.7
4. Citizenship	....	9.1
5. Committee Assignments	13.6	12.1
6. Communications	2.3	33.3
7. Dismissal of Teachers	....	27.3
8. Employee Records	11.4	42.4
9. Exchange Teachers	....	24.2
10. Fingerprints of Employees	11.4	....
11. Gambling	....	9.1
12. Gifts to School and Personnel	29.5	39.4
13. Grievances and Petitions	4.5	15.1
14. Integration	4.5	....
15. Jury Duty	....	33.3
16. Juvenile Court	....	18.2
17. Keys	6.8	21.2
18. Laboratory Tests and Physical Examinations	36.4	72.7
19. Legal Services	....	9.1
20. Line of Responsibility	6.8	36.4
21. Loyalty Oaths	15.9	24.2
22. Mileage	....	42.4
23. Nepotism	2.3	....
24. Noon Movies	....	3.0
25. Office Regulations	29.5	36.4
26. Officers of Administration	38.6	45.4
27. Outside Jobs of Teachers	20.4	24.2
28. Radio	....	18.2
29. Reporting for Duty	61.4	63.6
30. Research	....	3.0
31. School Delivery	11.4	30.3
32. School Dismissal for Weather	....	12.1
33. School Evaluation	4.5	6.1
34. School Organizational Chart	40.9	45.4
35. School Pictures	....	39.4
36. Summer School	18.2	30.3
37. Teacher-Pupil Load	....	33.3

TABLE 5--Continued

Items	Group I 44 Manuals	Group II 33 Manuals
	Percentage	Percentage
38. Teachers' Change of Address	....	48.5
39. Teachers' Contracts	27.3	60.6
40. Teachers' Meetings	36.4	55.5
41. Teachers' Resignations	20.4	51.5
42. Teachers' Transcripts and Certificates	50.0	84.8
43. Teachers' Transfers	13.6	42.4
44. Trips	6.8	12.1
45. Tutoring	22.7	18.2
46. Use of Telephone	18.2	39.4
47. Vending Machines	6.8	21.2

Summer Playground, and Ventilation were included under Buildings and Grounds.

Classified as Classroom Procedures were Awards and Contests, Audio-Visual Education, Bible Reading, Class Record Book, Controversial Issues, Daily Devotionals, Daily Program, Democratic Procedures, Field Trips, Flag Display and Usage, Home Room Organization, Homework, Lesson Plans, Opening and Closing of School, Reading Record, Social Development, Teacher's Voice, and Uniformity of Operation.

Listed under Curricular Information were Art, Band, Bilingualism, Courses of Study, Music, and Poetry.

Fire and Disaster Regulations included Air Raid Drills, Fire Drills, Tornado Drills, and Use of Candles.

Child Welfare and Free Lunches were classified with

Guidance.

Under Health and First Aid there were 23 subdivisions. Among the manuals used in school systems of the larger cities there was greater emphasis placed in this area than among those used in systems of the smaller cities. Table 6 is a presentation of items included under Health and First Aid.

TABLE 6
ITEMS ON HEALTH AND FIRST AID EXPRESSED IN THE
PERCENTAGE OF MANUALS CONTAINING EACH ITEM

Items	Group I	Group II
	44 Manuals	33 Manuals
	Percentage	Percentage
1. Alcohol and Narcotics	2.3	45.4
2. Athletics	2.3	30.3
3. Contagious Diseases	18.2	63.6
4. Daily Inspection of Pupils	9.1	55.5
5. Dental Examination	11.4	75.7
6. Exclusion from School	22.7	66.7
7. First Aid	20.4	75.7
8. Health Records	54.5	66.7
9. Illnesses	13.6	63.6
10. Immunization	29.5	57.6
11. Mental Health	13.6	55.5
12. Moral and Spiritual Values	....	15.1
13. Physical Education	15.9	55.5
14. Physical Examinations	45.4	60.6
15. Pre-School Clinic	....	48.5
16. Referral of Ill Pupils	13.6	45.4
17. Safety and Accidents	50.0	97.0
18. Safety Patrols	18.2	45.4
19. School Nurse	29.5	72.7
20. School Physician	....	9.1
21. Sex Education	2.3	....
22. Summer Recreation	....	9.1
23. Traffic Safety	13.6	48.5

Instructions and policies about Health Records and Safety and Accidents were the only items in the area of Health and First Aid which were found in more than 50 per cent of the manuals of both groups.

Insurance included Accident Insurance, Blue Cross, and Employee Welfare.

Under Marks and Marking were classified Advance Notice of Failure, Grade Scheme, Grouping, Health Habit Report, Promotion, Pupil Growth, Reports to Parents, and Time Sampling of Pupils' Achievement.

A Code of Ethics and Statement of Philosophy were the two subdivisions of Philosophy and Aims.

Under Professional Growth were listed In-Service Training, Night Classes, Professional Improvement, Professional Memberships, Professional Reading, State Teachers' Meetings, and Teachers' Rating Chart.

Public Relations included Advertising and Commercial Announcements; Community Resources; Conferences with Parents; Contributions; Co-operation with Community Agencies; Courtesy to the Public; Debts; Home Visitations; Junior Red Cross; Parent Teacher Association; Publicity; Salesmen, Solicitors, and Propaganda; School Publications; and School Visitors.

Under Pupil Control were listed Corporal Punishment, Creative Discipline, Detention, Developmental Health and Safety, Errands, Expulsion, Gum Chewing, Inquiries of Strangers, Release of Pupils during School Hours, Supervision of

Pupils at All Times, and Suspension.

Records and Reports included Classification of Pupils, Daily Attendance Report, Indian Reports, Monthly Attendance Reports, School Register of Attendance, and Student Cumulative Records.

Registration embraced Assignment and Transfer of Pupils, Birth Certificates, Boundary Lines, Certificate of Vaccination, Enrollment Procedure, Kindergarten, Minimum Age for Beginners, Non-resident Pupils, and Pre-enrollment of First Grade Pupils.

Classified under Salary were Credit Union, Leave of Absence, Marriage, Maternity Leave, Paid Vacation, Payroll Periods, Probationary Teachers, Salary Deductions, Sick Leave, Substitutes' Salaries, Teacher Retirement, and Teacher Tenure.

The subdivisions under Special Education were Exceptional Children, Handicapped Children, Hard of Hearing, Home Bound Instruction, Impaired Vision, Mentally Deficient, Remedial Reading, and Speech Deficiency.

Statistical Information included Attendance for Previous Years, Cost of Substitutes, Maintenance Costs, School Funds, and Sick Leave Record.

Policies under Supervision applied to regular and student teachers.

Tests and Measurements included Achievement Tests, Exemptions, Final Examinations, Intelligence Tests, Reading

Readiness Tests, and Test Records.

Under Textbooks, Fees, and Supplies were listed Book Cards, Books Lost or Stolen, Destruction of School Property, Fees, Free Textbooks, Inventories, Money Collections, Purchasing, Requisitions, Supplies, and Tuition.

The amount of space devoted to the items of content shown in Table 4 and the subdivisions of these items varied from none at all to several pages. Because of the absence of certain facilities in certain schools there would be obviously no need for policies in those areas. In other instances such as salary schedules, courses of study, and certification requirements, needs were met by the issuance of special bulletins. This was particularly true with items such as salaries which often change from year to year. Some school systems, because of rapid growth and the influx of many new teachers, felt a need to be more detailed in all directives. In more stable communities shorter statements of policy would be more likely because of the longer tenure and lower rate of turnover of the staff.

A table which presents the percentage of administrative manuals containing policies on each of the sub-items of the 34 major items of content will be found in the Appendix.

CHAPTER IV

PHYSICAL FEATURES, REVISION, AND AUTHORSHIP

It is the purpose of this chapter to present recommendations of educational literature and the results of the analysis of the 77 manuals used in this study as to:

(1) Physical Features which includes number of pages, size of page, type of cover, type of binding, title, and mechanical reproduction; (2) Provision for Revision; and (3) Authorship.

Physical Features

Number of pages. Specific information concerning the physical features of administrative manuals is limited in educational literature. No references were found to the number of pages a manual might contain except in two related studies. Bryant¹ found that the administrative manuals analyzed in his study ranged from two to 190 pages with a mean of 23.93 pages. Jordan² found the manuals in his study ranged from 12 to 205 pages.

¹Bryant, p. 189.

²Jordan, p. 60.

Table 7 shows the length of the 77 manuals used in this study expressed in the percentage of manuals having various numbers of pages.

TABLE 7
PERCENTAGE OF ADMINISTRATIVE MANUALS
HAVING VARIOUS NUMBERS OF PAGES

Number of Pages	Group I ^a 44 Manuals	Group II ^b 33 Manuals
	Percentage	Percentage
1 - 5	4.5	...
6 - 10	4.5	...
11 - 15	18.2	3.0
16 - 20	11.4	3.0
21 - 25	6.8	3.0
26 - 30	6.8	9.1
31 - 35	9.1	6.1
36 - 40	2.3	9.1
41 - 45	4.5	6.1
46 - 50	11.4	6.1
51 - 55	...	12.1
56 - 60	2.3	...
61 - 65	2.3	3.0
66 - 70	...	...
71 - 75	2.3	3.0
76 - 80	...	...
81 - 85	2.3	...
86 - 90	4.5	6.1
91 - 95	...	...
96 - 100	...	6.1
101 - Over	6.8	24.2
Range	4 - 127	13 - 228
Median	27.66	54.12

^aFrom cities of 100,000 population or less.

^bFrom cities of populations over 100,000.

Over 50 per cent of the manuals of Group II have more than 50 pages. Over 72 per cent of the manuals of Group I have less than 50 pages. Based upon the number of pages alone, the manuals in the smaller school systems do not have as much as do those of the larger school systems.

Size of page. The page size of administrative manuals has a wide range. Thomas recommends: "The size should be 8½" x 11" since the use of large paper would make the handbook difficult to handle."¹

Moore and Walters say:

The size of publications range from small (pocket-size) to letter size. The smaller-size booklets are probably to be recommended since convenience and use are directly related. Large bulky publications tend to discourage use.²

Table 8 shows the percentage of manuals of Group I and Group II which have different sizes.

The standard 8½" x 11" size is the one most frequently used for manuals of both groups. Even at standard size there is a significant difference. Over 80 per cent of the manuals of Group I are 8½" x 11" but only one-third of the manuals of Group II are of this size. The next most popular size for both groups is 6" x 9". With the exception of 15.1 per cent of the manuals of Group II having a 5" x 7" size, there is no other size used by an appreciable number although they range from 8½" x 14" to 3½" x 6".

¹Thomas, Educational Method, XII (March, 1933), p. 362.

²Moore and Walters, p. 166.

TABLE 8

PERCENTAGE OF MANUALS OF GROUP I AND
GROUP II HAVING DIFFERENT SIZES

Size of Page	Group I 44 Manuals	Group II 33 Manuals
	Percentage	Percentage
8½ x 14	4.5	...
8½ x 11	81.8	33.3
7 x 10	...	3.0
6 x 9	9.1	30.3
5½ x 8½	...	3.0
5 x 7½	2.3	15.1
4¼ x 7	...	3.0
4 x 6½	...	9.1
4 x 5¼	2.3	...
3½ x 6	...	3.0

Type of cover. Thomas advocates a durable type cover:

A heavy cover should be selected, since the life of a handbook will thereby be considerably extended. Various grades of heavy, flexible, loose-leaf folders are available for this purpose.¹

Table 9 shows the types of covers used for the manuals of both groups of this study.

A large majority of the manuals of both groups had durable stock covers. These ranged from heavy, flexible, plastic covers to heavy weight, colored, construction paper.

A surprisingly large number, 38.6 per cent, of the

¹Thomas, Educational Method, XII (March, 1933), p. 362.

TABLE 9

TYPES OF COVERS AND THE PERCENTAGE OF ADMINISTRATIVE
MANUALS HAVING EACH TYPE

Type of Cover	Group I 44 Manuals	Group II 33 Manuals
	Percentage	Percentage
Durable Stock	61.4	93.9
Same as Paper	18.2	6.1
No Cover	20.4	...

manuals of Group I had a cover made from the same stock paper as that contained in the body of the manual or no cover at all. Usually manuals of this type were completely revised each year.

When converted to percentages, the figures showing the frequencies of use of each type of cover for the manuals of Jordan's¹ study reveal 63.6 per cent had durable stock covers, 15.1 per cent had a cover the same as the pages of the manual, and 21.2 per cent had no cover.

Type of binding. The type of binding should receive careful consideration. Two general types are permanent and loose-leaf. Shulman says:

The format of the handbook is important. The book should be loose-leaf to make possible the insertion of

¹Jordan, p. 60.

supplementary material from year to year. Since the school is not static, its reflection must also be flexible.¹

Contrary to the recommendations of writers on the subject, a large majority of the manuals of both groups used in this study had permanent bindings. Only 29.5 per cent of those of Group I and 15.1 per cent of those of Group II had loose-leaf bindings.

Table 10 shows the types of bindings used for the manuals of both groups included in this study.

TABLE 10
TYPES OF BINDINGS AND THE PERCENTAGE OF ADMINISTRATIVE
MANUALS HAVING EACH TYPE

Type of Binding	Group I 44 Manuals	Group II 33 Manuals
	Percentage	Percentage
Permanent	70.4	84.8
Loose-leaf	29.5	15.1

Titles. The titles for administrative manuals seem to have no great variation except in minor details. Only a few of the manuals used in this study had titles outside the range of stereotyped phrases.

¹Shulman, The National Elementary Principal, XXXIII (April, 1954), p. 14.

Reeder says:

Usually the handbook is published under the title of "Handbook," but other titles are occasionally used such as "Handbook of Information for Teachers," "Rules and Regulations for Teachers," "Teachers' Manual," "School Directory and Handbook," and "School Manual."¹

Bryant² reported that there were 96 different titles among the 153 administrative manuals of his study. There were three that were used more frequently than any of the others. These were Teachers' Bulletin, Teachers' Handbook, and Handbook.

Table 11 shows the frequency of use of certain titles among the 77 manuals obtained for this study.

TABLE 11

A DISTRIBUTION SHOWING THE FREQUENCY OF USE OF CERTAIN TITLES AMONG THE 77 MANUALS OBTAINED FOR THIS STUDY

Title	Frequency
1. Administrative Handbook for the Personnel	1
2. Administrative Policies	2
3. A Handbook for Teachers	2
4. Administrative Manual	1
5. By-Laws, Rules and Regulations	2
6. Classroom Management and Helpful Hints for New Teachers	1
7. Educational Manual	1
8. Elementary Teacher's Handbook	1
9. Employees' Handbook and Administrative Guide	1
10. General Policies of the Board of Education	1
11. Handbook	3
12. Handbook for Beginning Teachers	1

¹Reeder, pp. 117-19.

²Bryant, p. 189.

TABLE 11--Continued

Title	Frequency
13. Handbook for Elementary School Teachers	2
14. Handbook of Information	1
15. Handbook of Information for Elementary Teachers	1
16. Handbook of Policies and Procedures	3
17. Handbook of Policies, Procedures, and Practices	1
18. Handbook for School Personnel	1
19. Handbook for Teachers	5
20. Here's How	1
21. Information for Professional Personnel	1
22. Manual	1
23. Manual for the Administration of Schools	1
24. Now Wait A Minute	1
25. Official Policies, Rules, and Regulations	1
26. Personnel Policies	1
27. Personnel Policies of the Board of School Directors	1
28. Personnel Practices	1
29. Philosophy, Principles, Techniques; Policies, Rules, and Regulations	1
30. Policies and Procedures of the Elementary Schools	1
31. Practices and Policies in the Elementary Schools	1
32. Professional Personnel Policies	2
33. Public School Education	1
34. Rules and Regulations	5
35. Rules, Regulations and Policies of the Board of Education	1
36. Rules, Regulations and Administrative Policies of the Board of Education	1
37. School Manual	1
38. Some Customs, Practices, and Policies	1
39. Teachers' Bulletin	2
40. Teachers' Handbook	6
41. Teachers Handbook - Guide and Policies	1
42. Teachers' Manual	3
43. The Elementary Schools Handbook	1
44. The Handbook	1
45. The Topeka Plan	1
46. You and the Buffalo Public Schools	1
47. No Title	6
Total	77

Two of the most frequently used titles, Teachers' Handbook and Handbook for Teachers are almost identical. Other titles used by three or more school systems were: Handbook, Handbook of Policies and Procedures, Rules and Regulations. Four manuals had distinctively different titles. These were: Here's How, Now Wait A Minute, The Topeka Plan, and You and the Buffalo Public Schools.

Mechanical reproduction. There are generally four different methods by which administrative manuals may be mechanically reproduced. They may be mimeographed; duplicated by ditto, gelatin, or spirit duplicators; printed; and typewritten.

Thomas¹ states that "most teachers' handbooks are in mimeographed form. Some handbooks are printed." This was the practice as he found it in 1933.

In 1946 Bryant² found in his study that 5.23 per cent of the manuals he analyzed were printed, 55.55 per cent were mimeographed, 22.88 per cent were spirit duplicated, and 16.34 per cent were typewritten.

In 1950 Reeder said: "Although most handbooks are printed and permanently bound, some of the best ones consist of mimeographed pages which are inserted in a folder. This plan makes it relatively simple and cheap to revise the hand-

¹Thomas, Educational Method, XII (March, 1933), p. 362.

²Bryant, p. 175.

book."¹

In 1954 Jordan's² figures showed, when converted to percentages, that 45.4 per cent were printed, 50 per cent were mimeographed, and 4.54 per cent used some other method which he classified as miscellaneous. He included in the mimeographed classification all manuals that were reproduced by means of stencils, carbons, spirit, and gelatin methods.

In 1955 Moore and Walters stated:

Of those in use today some are printed, other mimeographed, or produced by some other means. . . . The process is not important. The stress should be on readability, attractiveness, warmth, and friendliness. Illustrations and pictures can be used effectively.³

Table 12 shows the methods used in mechanically reproducing the administrative manuals obtained for this study. None of these manuals was typewritten. Several were offset printed from typewritten originals.

TABLE 12
PERCENTAGE OF ADMINISTRATIVE MANUALS REPRODUCED
BY VARIOUS METHODS

Method	Group I 44 Manuals	Group II 33 Manuals
	Percentage	Percentage
Mimeographed	63.6	6.1
Duplicated	13.6	...
Printed	22.7	93.9

¹Reeder, p. 125.

²Jordan, p. 61

³Moore and Walters, p. 165.

Only 22.7 per cent of the manuals of Group I were printed as compared with 93.9 per cent of the manuals of Group II. The majority of the manuals for the smaller school systems, 63.6 per cent, was mimeographed.

Provision for Revision

Frequent revision of administrative manuals is very necessary if they are to be effective tools.

Bracken says:

Provision must be made for revision and the best device is loose-leaf construction. Some school administrators keep their handbooks up-to-date by saving the type or plates or by cutting new stencil pages for such late revision as may be necessary. Others issue new information on slip sheets to be inserted into a convenient pocket of the handbook. Still others adopt a loose-leaf design in the first place so that new pages can be added or substituted at will.¹

Thomas recommends:

Articles should seldom extend from one page to the next, i.e., every article should begin and end on the same page. Some pages may contain several short articles. Then, when the description given for a certain procedure needs revision, it is necessary to rewrite only the one page. The loose-leaf binding . . . permits easy replacement of pages.²

Moore and Walters state:

Some handbooks have been prepared in permanent form, while others . . . are loose-leaf. In theory the loose-leaf form might seem the most desirable, but the problem of keeping them currently up-to-date is a difficult one, especially in a large system. Probably the best way is

¹Bracken, The School Executive, LXXIII (October, 1953), p. 55.

²Thomas, Educational Method, XII (March, 1933), p. 363.

the printed permanent book with frequent revision, printing, and distribution.¹

Turner advocates:

The handbook should contain its own provision for amendment.

A master handbook should be maintained which contains all current enactments.²

Bryant reported:

Of the 153 manuals analyzed, 37 provide means whereby the manual can be revised and brought up-to-date. Most of the 37 manuals include several sheets of paper in the back of the manual upon which the teachers are invited to make note of needed revision. Of this group of 37 schools, 3 provide a wide margin on the right hand side of each page for notes and changes that are advisable from time to time. The loose-leaf binding of 122 of the administrative manuals studied makes revision of certain pages and sections of the manuals a relatively easy task.³

Yeager states that "it is important that the teachers' handbook be thoroughly revised (not merely reprinted) at least annually or semi-annually."⁴

By converting Jordan's⁵ figures to percentages, it was observed that 62.1 per cent of the manuals in his study were revised annually, 7.57 per cent were revised every two years, 6.1 per cent were revised every three years, 1.5 per

¹Moore and Walters, p. 166.

²Turner, The American School Board Journal, CXXVI (April, 1953), p. 25.

³Bryant, pp. 175-76.

⁴William A. Yeager, School-Community Relations (New York: The Dryden Press, 1951), p. 130.

⁵Jordan, p. 77.

cent every four years, 4.5 per cent every five years, and 18.1 per cent were not revised at specified intervals.

Table 13 shows the frequency with which the 77 manuals used in this study were revised.

TABLE 13
PERCENTAGE OF 77 ADMINISTRATIVE MANUALS REVISED
AT VARIOUS TIMES

When Revised	Group I 44 Manuals	Group II 33 Manuals
	Percentage	Percentage
No Interval Specified	43.2	75.7
Continuously	11.4	9.1
Each Year	45.4	15.1

Three-fourths of the manuals of Group II were revised at no specified interval. In Table 12 it may be seen that 93.9 per cent of these manuals were printed and in Table 10 that 84.8 per cent were permanently bound. Revision of printed, permanently bound manuals is a formidable task.

The manuals of Group I were about evenly divided as to revision times between "no interval specified" and "each year." Table 12 shows that 63.6 per cent of these manuals were mimeographed which may account for the fact that 45.4 per cent of them were revised each year.

Authorship

Administrative manuals may be written by individuals or by various types of committees. Williams says:

There is a certain amount of contentment produced when teachers take part in formulating the policies of the school. . . . A collective responsibility for the success or failure of the school is developed. The greatest argument for staff participation is that it marshalls the intellectual resources, wisdom, and judgment of the faculty.¹

Newell says:

When he (the principal) delegates authority, teachers, pupils, and others feel they have a part in shaping the total school program. They know why policies are needed; they help in making them; they are satisfied that policies can be changed when inadequate.

If policies are to be developed with specific reference to needs, the following steps are indicated:

1. administrator's anticipation of, or sensitivity to, need
2. staff awareness of needs, developed with the help of the administrator
3. recognition and expression of needs by various individuals
4. employment of official channels to initiate action
5. selection of appropriate means for attacking the problem²

Turner believes that "a definite individual should be designated to develop the handbook initially and to keep

¹William W. Williams, "Teacher Participation in Policy Making," The American School Board Journal, CXXVII (September, 1953), p. 49.

²Clarence A. Newell, "School Policy--Dead, Dormant, or Dynamic?" prepared by a class in educational administration under Clarence A. Newell, University of Maryland, College Park, The National Elementary Principal, XXXIII (October, 1953), pp. 32-33.

it current after the initial development."¹

Hubbard believes that "teachers are likely to take a personal interest in using manuals when they have been prepared with their assistance."²

Ragan says:

Organization should provide clearly defined channels for faculty participation in policy making. Our system of education places a great deal of responsibility for policy making in the hands of the local administrative unit. The administrator may establish policies on his own initiative; he may even label them "our policies." This procedure, however, does not seem to work out well in practice. The principle of the consent of the governed is deeply embedded in our culture. The democratic process, although slower and more difficult to manage, seems to get better results in the long run in education as well as in government.

Organization should serve to release the potential abilities of individuals.³

Moore and Walters write:

The handbook should be developed and revised by those who are affected by it. . . . this is as it should be if a major function of our school is to perpetuate democracy.

Staff participation in policy determination is to be desired. Too often the mistake is made by the adoption of a guide, in toto, from another district. This procedure superimposes on the staff policies which they had no part in developing. When this is done, it is not surprising if the personnel reacts unfavorably.⁴

¹Turner, The American School Board Journal, CXXVI (April, 1953), p. 24.

²Frank W. Hubbard, "Obtaining Time for Supervision through the Teachers' Handbook," The Elementary School Journal, XXIX (June, 1929), p. 748.

³William B. Ragan, "Organizing for Effective Instruction," Educational Leadership, XII (February, 1955), p. 277.

⁴Moore and Walters, p. 161.

Sears states:

If paper machinery [written policy] is designed by higher authority and handed down, it will likely be accepted as a system of orders; but it will also be re-sented, because such instruments, to be professional tools, must be the work of the profession; they must express the common understanding, the common taste, the common will of the group to use them. Building such a machine [of paper controls] is a co-operative task.¹

Bryant² found that 47.06 per cent of the manuals in his study were written by the principal, 36.60 per cent were written by the superintendent, 13.07 per cent were written by a representative committee led either by the superintendent or the principal, and 3.27 per cent were written by a committee of teachers.

Jordan's³ figures on authorship, when worked into percentages, show 12.12 per cent of the manuals in his study were written exclusively by administrators, 10.61 per cent were written by teachers, and 77.27 per cent were written jointly by administrators and teachers.

Table 14 shows who was responsible for writing the 77 manuals used in this study.

The superintendent or the principal was the author for over 50 per cent of the manuals of Group I. The administrators and teachers in combination accounted for 34.1 per cent of the manuals of this same group. Among the manuals of Group II, 60.6 per cent were written by such a combination.

¹Sears, p. 28.

²Bryant, p. 172.

³Jordan, p. 75.

TABLE 14

PERCENTAGE OF 77 ADMINISTRATIVE MANUALS
WRITTEN BY VARIOUS AUTHORS

Authors	Group I 44 Manuals	Group II 33 Manuals
	Percentage	Percentage
Superintendent	40.9	....
Superintendent, Principal, and Faculty Committee	34.1	60.6
Principal	11.4	21.2
Faculty Committee	6.8	....
Administration, Teachers, and Laymen	2.3	....
Supervisor	2.3	....
School Board	2.3	18.2

Only one manual was written by a truly representative committee. The same one was the only one which had a layman on the committee of authors. This indicates that the principle of having administrative manuals developed by a truly representative committee, although widely advocated in professional literature, is seldom found in practice.

CHAPTER V

A GUIDE FOR DEVELOPING AN ADMINISTRATIVE MANUAL FOR ELEMENTARY SCHOOL TEACHERS

This study has been an attempt to ascertain certain prevalent characteristics of administrative manuals for elementary school teachers. The purpose of this chapter is to present a guide for use in developing such a manual for the elementary school teachers in school systems of cities of 100,000 population or less.

The material in this chapter will be presented under these headings and their subdivisions: Establishment of Need; The Committee; The Statement of Purpose; The Content, subdivided into Administrative Organization, Employed Personnel Policies, Pupil Personnel Policies, Public Relations, and Curricular Policies; and Physical Properties, subdivided into Title, Introduction, Table of Contents, Index, Format, The Cover and Binding, The Length, and Provisions for Revision.

Examples of some of the best current practices in the statement of policies as well as some that appear to be inadequate are presented as evidence of what may or may not

be done in establishing communication by means of an administrative manual for elementary school teachers.

Establishment of Need

The need for an administrative manual is evidenced by the fact that most school systems have some form of written controls which are issued to all teachers. Generally these have their origin in a need felt by the administrator --the superintendent, principal, or supervisor--to furnish organizational information to teachers in such a way that consistency and uniformity of performance will result. Their existence is for the purpose of direction and little thought is usually given to teacher morale. From this simple beginning these manuals often develop into extensive books about all phases of a school system in a community. They have come to be recognized as invaluable aids to administrators, teachers, patrons, laymen, pupils, and non-professional employees depending upon the purposes they are designed to serve.

There must be a felt need for an administrative manual for teachers before one can be successfully developed. This need might stem from the superintendent who seeks a uniform and consistent performance of his staff in organizational procedures. It might be one felt by the principal of the school who finds his time claimed by petty routine. It might be one experienced by the teachers who seek a standardization of certain procedures required of all of the staff.

It might originate with the pupils and parents in their efforts to understand and adjust to the routine of the school. Whatever the source, the need must exist and be recognized before action can be taken to meet it.

Once the need for an administrative manual for teachers is felt and identified, the stage is set for the development of such an instrument. Unless the development of a manual has been approached with much planning, it generally consists of a consolidation of administrative bulletins which have been issued periodically during the school year over a period of years. It is, in this case, an effort on the part of an administrator to get a recurring task standardized, to provide for problems foreseen, and to obtain consistency in procedures. As such, it usually stems from one individual and is likely to be an autocratic set of directives, which teachers are expected to obey.

However, if the administrator realizes the true role of leadership in a democracy, this is only the beginning. If he believes that the wisdom of the group is greater than that of any one individual; that co-operative effort does not exclude specialized performance; that efficient operation and democratic procedure can co-exist; that the purpose of leadership is to bring people together effectively for the realization of a common goal; then, the set of directives which he has developed is merely a starting point. These directives are the picture as he sees it at the moment.

They are the things which he thinks must be done to free his time and the time of his teachers for their primary tasks. The next step is to find out what the teachers think about them. How would they change them? What would they add? What would they omit? To find the answers to these questions the administrator must enlist their aid and support.

The Committee

The establishment of a committee to develop an administrative manual for teachers is the next step. The committee has the benefit of the wisdom of the group which is greater than that of any one individual. However, a manual developed by a group of teachers might be chiefly concerned with their problems and to a lesser degree with the problems of children and the administration. This committee needs to be truly representative. This tends to create a collective responsibility for the success or failure of the task. Such a manual instead of being "the rules" becomes "our policies." The principle of the consent of the governed is a vital part of our culture. The members of this committee should be chosen by the group they represent on the bases of their familiarity with, their knowledge of, and their skill in the task required of their group. If the manual is designed to serve several groups, the committee might well be representative of administrators, supervisors, teachers, non-teaching personnel, pupils, parents, and other laymen. People who par-

ticipate in defining the purposes of a task are much more likely to identify themselves with those purposes. The theory is that all persons affected by the policies should be represented in their development.

The success or failure of the manual is dependent upon this committee--upon how it is chosen and how it functions.

Two examples will serve to illustrate present practice in the formation and operation of a representative committee.

In the foreword of The Handbook of the Roanoke, Virginia, City Public Schools is stated:

. . . a city-wide Planning Council was formed to assist in coordinating and directing a program designed to meet the needs of a rapidly growing school system,

. . . The Planning Council, consisting of representative teachers, principals, supervisors, together with the four directors, the research coordinator, and the superintendent, believe that two problems are of major concern; improving human relations and opening channels of communication. In an effort to find out what were the concerns of school employees, each individual school faculty was requested to submit a list of needs which would help to achieve the two major problems stated above. The replies were overwhelmingly for a frame of reference which would enable all school employees to understand better the day by day operations of the schools, . . .

Thereupon, a committee was selected to draft a tentative handbook of practices and procedures. In keeping with the cooperative approach in school planning, the committee included teachers, principals, supervisors, directors, and the research coordinator. The handbook was prepared in tentative form in June 1955. Subsequently, the entire staff of principals, supervisors, directors, together with the research coordinator, professional consultant, and the superintendent spent the week of August 15-19 analyzing the handbook and making additional

revisions. The publication in its present form and content is the result of a cooperative effort of individuals and groups in the Roanoke City Public School System.¹

A representative committee which developed an administrative manual for the elementary school teachers of Phoenix, Arizona, operated in a slightly different manner.

It Handbook for the Phoenix Elementary Schools⁷ is the accumulation of policies developed and adopted over a period of time and represents the current policies and practices of our system. This is supplementary to the framework of the state law within which our district operates.

The contents of this handbook have been drawn up cooperatively by a handbook committee, representative of the teachers, supervisors, principals, and administrative staff. The results of this committee's work have been referred to all personnel of the district to obtain their suggestions for improvement.²

Once the committee is established it should follow generally recognized procedures. Rules of order, time of meetings, and responsibilities of the individual members should be determined. The purpose of the committee and the purposes of the administrative manual it is to develop should be established. All available human and material resources should be discovered and plans made for their use. The first draft of the manual should be formulated and then considered in terms of its future effect on custom, tradition, costs and facilities. The final step is the submission

¹Roanoke City Public Schools, The Handbook (Roanoke, Virginia: 1955), p. ii.

²Phoenix Elementary Schools, Handbook (Phoenix, Arizona: 1955), p. 00.1.

of the tentative draft of the manual to the persons affected by it for their evaluation and opinions as to its adequateness.

The Statement of Purpose

The committee's first decision is to determine what purposes the manual will serve. Purposes should be worthy, definite, and specific. They should be stated in writing and included in the foreword of the manual. Stated purposes will serve as a control on the committee as to the clearness, conciseness, and continuity of the items of content and will also inform the reader as to what to expect.

Manuals may be developed for a single purpose or for several purposes. Some of the purposes occurring among the manuals studied are: (1) to present the administrative organization of the school, (2) to save time for teachers and administrators, (3) to assure continuity in the operational practices of the school, (4) to evaluate school practices, (5) to improve the operation of the school, (6) to help orient teachers new to the school, (7) to improve personnel relations, (8) to present the philosophy and aims of the school, (9) to provide for uniformity in routine procedures.

Among the administrative manuals in which only one stated purpose is expressed, there is a wide range of style. Some of these single purposes are very general; others are sharp, clear, and definite. An example of a stated purpose

which carries little meaning is: "Hello, Teacher! This is your handbook. Keep it in your desk for easy reference. Consult your principal for help on matters not covered by the handbook." On the other hand, although it is even shorter than the above example, a definite, concise statement of purpose is found in the Colorado Springs, Colorado, Manual for the Administration of Schools:¹ "The purpose of this manual is to provide a summary of the policies and regulations for the administration of the Colorado Springs Public Schools." A clear statement of purpose is a prime factor in stimulating reader interest and effective use of the manual.

Many manuals through years of use and many revisions have acquired several purposes. In consequence the multi-purpose manuals are often large and detailed and treat many phases of the public school system in the community.

A dual purpose is expressed in the Handbook of Policies, Rules and Regulations,² Sioux Falls, South Dakota: "It is in a large measure an answer to the needs of new teachers as well as a constant reference for those of longer service." One purpose is the presentation of policies, rules, and regulations for use of all teachers of the school system and

¹Colorado Springs Public Schools, Manual for the Administration of Schools (rev.; Colorado Springs, Colorado: 1953), p. iii.

²Sioux Falls Public School System, Handbook of Policies, Rules and Regulations (Sioux Falls, South Dakota: 1955), p. i.

the other is to help teachers new to the system become oriented to it.

The Teachers' Manual,¹ Denver, Colorado, has its purposes excellently stated:

This loose-leaf manual was prepared to provide you with a convenient source of information so that you might better understand and know the philosophy of the system; its functioning, the materials and services available, and your place in the total school program.

It is hoped that the material in the manual will help you to work toward the attainment of our common goal--the best possible education for our youth.

The purposes of the Denver manual are to present the administrative rules and regulations, the philosophy of the school system, the desire for continuity of the school program, policies regarding school and public relations, and a means of general improvement of the operation of the school for the best possible education for children.

One of the most extensive statements of purpose of an administrative manual is found in that of the Omaha, Nebraska, Public Schools' Handbook of Policies, Procedures and Practices² which follows:

In the administration of a system as large as the Omaha Public Schools, every staff member should have a knowledge of the operational aspects of the organization. It follows that written systematized procedures must be made available to each staff member if the policies of

¹Denver Public Schools, Teachers' Manual (Denver, Colorado: 1953), p. vii.

²Omaha Public Schools, Handbook of Policies, Procedures and Practices (Omaha, Nebraska: 1954), p. vii.

the school system are to be applied in a uniform, consistent manner. Such a statement of procedure prevents many misunderstandings on the part of parents and patrons. Moreover, it provides every individual with exact information necessary for the performance of a particular duty. It makes for a greater accuracy in reporting administrative data. It makes possible a common system-wide interpretation of school policies to the entire community. Finally, a written statement of this nature saves the time of the teacher for the primary purpose of the schools, the instruction of children.

These foregoing examples of statements of purposes show the development of administrative manuals from the simplest form of administrative guide to extensive coverage of all phases of the school program. Many manuals are merely compilations of administrative rules and regulations, others are inspirational and philosophical in nature with little attention to detail or organization. Some few are all inclusive in an attempt to interpret the school to all school personnel, patrons, and the general public.

The purposes of an administrative manual are recognized as being important. It is recommended that these purposes be established before the manual is written and that they be stated in writing. Once decided upon, purposes should be followed implicitly in developing the manual. If necessary they may be changed to meet new needs. In this way an administrative manual for teachers may serve more effectively those for whom it is prepared.

The Content

The next task of the committee is to select the items

which will be included in the manual in accordance with pre-established purposes.

The items of content should be chosen to fit the requirements of the individual school system and its particular problems. These items should be answers to questions which experience, observation, and past practices show that teachers ask. In connection with making this list of items, all previous bulletins, written directives, and manuals bearing on the subject at hand should be collected and sorted for study and reference. The committee should study the requirements and problems of the school system from all available sources. After the items have been determined, they should be assigned to those members of the committee or even the staff who are most familiar with each particular item.

It is recommended that the items be grouped in five divisions: (1) Administrative Organization, (2) Employed Personnel Policies, (3) Pupil Personnel Policies, (4) Public Relations, and (5) Curricular Policies.

Administrative Organization

The individual items included under administrative organization are of such wide range in subject matter treated that it would not be feasible to give examples of each. This area might well include a brief presentation of the legal structure of public education in the state; the authority, responsibilities, and functions of the board of education;

an organizational chart of the school system showing the channels of communication; the organizational plan of the school such as K-6, 3, 3; the duties and responsibilities of the administrative and supervisory staff; calendar of events; census; directory of the school system; philosophy and aims; and statistical information concerning the operation of the school system.

Among the 77 manuals analyzed for this study, there are two items classified under administrative organization which appear in a high percentage of manuals of both groups. Among those of Group I, 50 per cent have items pertaining to "Teachers' Transcripts and Certificates" and 47.8 per cent have statements concerning "Absence of Personnel." These items also rank highest among the manuals of Group II with 84.8 per cent containing them.

Teachers' Transcripts and Certificates

In Policies and Procedures of the Elementary Schools, Pine Bluff, Arkansas, School System, is this brief statement:

Teachers shall file a transcript of all new college credits made in the preceding year, in the office of the superintendent not later than September 1st. Teachers new to the system shall submit a transcript upon signing a contract to teach. Teacher's certificates are filed in the Administrative Office and are renewed by that office.¹

¹Pine Bluff School System, Policies and Procedures of the Elementary Schools (rev.; Pine Bluff, Arkansas: 1954), p. 6.

Although many school systems require only that a teacher have on file a valid certificate, some are quite detailed in their stipulations concerning transcripts and certification. In Administrative Handbook for the Personnel, Sioux City, Iowa, Public Schools, the regulations are clearly stated:

1. Certification Requirements

The school law makes it compulsory that your certificates be registered at the Woodbury County Superintendent's Office before you are entitled to receive pay for teaching.

2. Renewal of Certificates

When renewal of your certificate becomes necessary, write directly to the Board of Educational Examiners, State Office Building, Des Moines 19, Iowa, for application blanks. Give the following information:

- a. Exact name under which certificate was issued
- b. Kind of certificate
- c. Date of issuance
- d. College or institution from which granted
- e. Type of renewal desired

The board will send all necessary blanks with full instructions for renewal.

Filing Transcripts and Certificates

All teachers new to the system are requested to place on file an official transcript of credits and a birth certificate in the Superintendent's Office during the first month of school. The transcripts are necessary in filling out numerous reports concerning the instructional staff, and in verifying reclassifications on the salary schedule.

The transcripts and birth certificates will remain the property of the teachers, and will be returned to the teachers upon request after leaving the system.

Teachers whose transcripts are on file should see

that credits for additional work taken by correspondence or summer school attendance are filed in the superintendent's office during the first month of school of the year in which they are taken.¹

Absence of Personnel

Regulations concerning "Absence of Personnel" are also quite varied. The Educational Bulletin, Winston-Salem, North Carolina, City Public Schools, has this concise statement:

Any teacher who fails to report for school duty without a satisfactory excuse shall be reported immediately by the Principal to the Superintendent. Personal illness or serious illness or death in the immediate family will be regarded as excused absences. Absences for any other causes will be considered as individual cases and must be presented to the Superintendent for personal consideration.

In no case shall the teacher attempt to employ a substitute teacher to take his or her place. The Principal is responsible for employing all substitute teachers.²

The Chicago, Illinois, Public Schools' Handbook of Policies and Procedures, contains this regulation:

All calls for substitute teachers are to be made through one of three channels--the principal, the teacher, (absentee), or the clerk, according to the policy used in each school.

Substitutes are obtained by direct calls to the Division of Substitute Teacher Assignment, Dearborn 2-0970 as soon after 7:30 a.m. as possible. When the absence is known in advance the call should be made the afternoon before the substitute is needed. The office is open

¹Sioux City Public Schools, Administrative Handbook for the Personnel (Sioux City, Iowa: 1955), p. 30.

²Winston-Salem City Public Schools, Educational Bulletin (rev.; Winston-Salem, North Carolina: 1954), p. 8.

until 4:40 p.m. In no instance may a teacher or a principal call a substitute directly.

A teacher who is to be temporarily absent is to notify the principal giving the reason for and probable duration of absence.

It is the duty of the teacher returning after an absence to notify the principal by two o'clock of the school day previous to his return to duty. If he fails to give this notification and a substitute has been sent to the school, the substitute will receive pay for one-half day's service and this sum will be deducted from the salary of the teacher.¹

Observation, investigation, and experience indicate that teachers need to know what is expected of them in regard to transcripts, certification, and absence from work. Most school systems have regulations on these matters although not all of them are in writing. A clearly written statement about these items will go far in strengthening a teacher's sense of security.

Employed Personnel Policies

The section on Employed Personnel Policies might include terms of employment, qualifications, election and assignment, hours of duty, special teachers, absence and leave, building and classroom procedures, tenure and retirement, records and reports, assemblies, busses, cafeterias and lunch rooms, curricular information, health and first aid, insurance, library, marks and marking, professional growth, public relations, pupil control, supervision, tests and measurements,

¹Chicago Public Schools, Handbook of Policies and Procedures (Chicago, Illinois: 1951), p. 15.

textbooks, fees, supplies, and bell and time schedules.

The items appearing in some manuals concerning employed personnel are applicable only to teachers. In others there are policies pertaining to all employed personnel and their relationships to each other. There are two policies applicable to employed personnel which are contained in a high percentage of manuals. These are "Salary" which appeared in 81.8 per cent of the manuals of Group I and in 97.0 per cent of those of Group II and "Professional Growth" which was in 77.3 per cent of the manuals of Group I and in 90.9 per cent of those of Group II.

Salary

A salary schedule available to all employed personnel is a very important factor in employee morale. Some school systems include a schedule in the teachers' manual, others issue them as separate bulletins available on request with only general information concerning salaries in the manual.

An example of a complete, easily understood salary schedule for teachers is found in the Portland, Oregon, Public Schools' Teachers Handbook:

CLASSROOM TEACHERS' SALARY SCHEDULE

Showing salary placement for previous experience, maximum salaries, and annual increments.

Previous Years Teaching Experience	No Degree	Bachelor's Degree or State Voc. Certificate	Master's Degree
0	\$3200	\$3700	\$3900
1	3400	3900	4100
2	3600	4100	4300
3	3800	4300	4500
4	4000	4500	4700
5	4200	4700	4900
6	4400	4900	5100
7	4600	5100	5300
8	4800	5300	5500
9	<u>Max. 5000</u>	5500	5700
10	5200	<u>Max. 5700</u>	5900
11	5400	5900	<u>Max. 6100</u>
12	5600	6100	6300
13		6200	6500
14			6600

Explanation

Initial salary placement is determined by the number of years previous teaching experience. The underlined figure in each column indicates the maximum beginning salary. After initial placement, teachers progress by \$200 annual increments to the maximum. This schedule applies to all classroom teaching positions.

Teachers progress to a higher column on the salary schedule if, at the beginning of a school year, evidence of further college training substantiating a reclassification is submitted. When a teacher progresses from a Bachelor's degree status to a Master's degree status he shall receive \$200 in addition to the normal increment.

Teachers in Portland may earn college credits through the many University Extension evening classes, summer day school university classes in Portland, or Portland school workshops carrying university credits.¹

¹Portland Public Schools, Teacher's Handbook (rev.; Portland, Oregon: 1956), p. 26.

An excerpt from the Jackson, Mississippi, Public Schools' Professional Personnel Policies illustrates a general statement without specific salary information:

The laws of Mississippi require that "in fixing salaries boards of trustees shall take into consideration the character, professional training, experience, executive ability, and teaching capacity of the teacher, superintendent, or principal." Also the salary "paid to each teacher shall be based upon and determined by the type of certificate held by such teacher in the field in which he is teaching."¹

Professional Growth

Teachers need to grow professionally. New ideas, new techniques, and new materials require a constant effort to keep one abreast of the issues in modern education. The manual, Personnel Practices, of the Detroit, Michigan, Public Schools contains a statement recognizing the need for professional growth and citing general ways in which it may be accomplished:

As you grow professionally you will gain self-satisfaction and be more favorably regarded by your colleagues and by the administration.

Especially in the learned professions it is true that one must be continually moving forward to avoid lagging behind.

Among the several ways to grow professionally, accredited study is basic. The master's degree earns more money at any teaching level; it is required for any promotion and is one of the qualifications for many assignments including high school teaching. Advanced study is accepted as a sound reason for Sabbatical Leave.

Activities which improve your teaching ability, bring you into better rapport with the community, give you a

¹Jackson Public Schools, Professional Personnel Policies (Jackson, Mississippi: 1956), p. 2.

better grasp of pupil and parent attitudes, advance the teaching profession or the public schools, significantly broaden and deepen your living philosophy, or otherwise foster the sense of being professional--these are sources of professional growth. Of course it is up to you to choose effectively among the many opportunities.¹

An extensive program for professional growth is well outlined and presented in Teacher Handbook of the Pasadena, California, City Schools:

The Pasadena school system is dedicated to the ideal that all employees must keep active professionally to the end that each individual teacher and staff member will become more competent and more effective in working with students. Therefore, a number of in-service training opportunities are provided each year, the majority of which may be counted for Institute credit. Of the latter, six sessions (ten hours) represent the minimum legal requirement for each certified person.

- a. Visitation periods, both within and without the Pasadena system may be provided for new teachers especially.
- b. Attendance at conventions and workshops is possible as money is available through the Board of Education to defray some of the expenses. Local workshops have been conducted in recent summers dealing with specific teacher-learning needs.
- c. System-wide discussion and action groups are organized each year to study and meet problems of an educational or professional nature, in such areas as Evaluation, Curriculum, Health, Conservation, Art, Music and English.
- d. System-wide, semi-permanent committees are active each year, and carry over from year to year, in such areas as "Growth Reports," "Guidance," "Communication Skills," and "Moral and Spiritual Values." Recommendations flowing from such committees have a significant place in implementing the educational program for subsequent years.

¹Detroit Public Schools, Personnel Practices (Detroit, Michigan: 1955), pp. 48-49.

- e. Consultants are brought to Pasadena from time to time as needs exist and as funds are available.
- f. Both the Administration and the Pasadena Education Association provide opportunities throughout the year for all teachers to hear lectures and talks by outstanding authorities in the field of education and related areas.
- g. In the fall of 1950, Pasadena joined with San Diego, Los Angeles County, and Long Beach in developing a three year Child Study Project under the direction of Dr. Dan Prescott. These child study groups continue to meet.
- h. Grade level meetings in the elementary schools and department or subject meetings in the secondary schools are held periodically.
- i. Building faculty meetings are a focal point of much in-service growth.¹

Pupil Personnel Policies

Pupil Personnel Policies might well be concerned with admission to school, non-resident pupils, attendance, absence, tardiness, discipline, progress in school, special education, extra-curricular activities, guidance, health and first aid, safety, and marks and marking.

Among the 77 manuals analyzed in this study, policies concerning "Health and First Aid" and "Pupil Control" outrank all others in regard to pupil personnel. Examples in these two areas are presented to show how they may be treated in an administrative manual.

¹Pasadena City Schools, Teacher Handbook (Pasadena, California: 1955), pp. 13-14.

Health and First Aid

Health services provided are more numerous in larger school systems. Some manuals have very general statements about the health of the child and the teacher's responsibility for it. An example of a brief, general statement in this area is found in Handbook of Information, Youngstown, Ohio, Public Schools:

Principals, teachers, and custodians shall observe all health and safety instructions which come from the health department and the Office of the Superintendent. Due concern must be given to the mental and physical health of pupils. Every precaution should be taken to protect personnel from accidents. For example, no lighted candles should be used in any school program. Teachers shall report immediately to the principal all cases of accidents or illness. The blanks provided for the purposes of reporting accidents should be sent by the principal to the Office of the Superintendent immediately after the accident occurs.

A Board of Education cannot legally pay for accidents to pupils incurred either in the school buildings or on school property and the Board is not liable for damages. For that reason the Board is particularly anxious to have all the employed personnel use every possible precaution in preventing accidents.¹

Other manuals such as A Handbook for the Teachers of Syracuse, New York, contain a more detailed statement:

III. Health and Physical Education

A. Health

1. Each teacher is requested to inspect the pupils under her charge at the opening session of each school day.
2. Exclusion of a pupil

¹Youngstown Public Schools, Handbook of Information (Youngstown, Ohio: 1955), pp. 17-18.

- a. Prompt exclusion of a pupil who is apparently ill, is a kindness to the pupil and tends to assure full school attendance.
 - b. Suggest that the pupil be taken to a physician. Never attempt to diagnose or recommend any special doctor or clinic.
 - c. A pupil should never be given any type of medicine including aspirin.
 - d. A pupil excluded by the psychiatrist is not to return until reinstated by him.
3. All health records are the responsibility of the school nurse.
4. Contagion
 - a. The principal has the power of exclusion at the suggestion of the nurse or physician or the request of a teacher.
 - b. Notify the parent giving reason for exclusion. (Use pink exclusion card.)
 - c. If possible, an adult should accompany the pupil home.
 - d. The State Department of Health issues a Communicable Disease Chart. It is revised from time to time and the current issue is available in each school clinic. This chart contains specific symptoms, period of quarantine and exclusion period for each disease.
5. Physical Examinations
 - a. Every pupil shall have a physical examination once each school year by his own or the school physician.
 - b. According to law, every elementary pupil shall have an Audiometer Test, once each school year. No other hearing test can be substituted.
 - c. High School pupils may be given the T-B test after a parent-permission card is signed.

- d. For intramural contests, the pupil is not required to pass a physical examination. Extreme caution should be exercised so that no pupil engages in a sport contest unless a teacher is present.
- e. For interscholastic contests, each pupil must pass a physical examination before taking part in practice.

B. Physical Education

- 1. Physical education is a constant in the New York State program of education. All pupils are required to attend courses of instruction in physical education activities adapted to individual pupil needs as indicated by physicians' examinations and other tests approved by the State Education Dept.
- 2. Eligibility Rules governing inter-scholastics contests. (See Handbook of the Board of Education, Revised 1945.)
- 3. Insurance. The city does not insure athletes. Any insurance for such purpose is carried by the individual school.
- 4. Liability. There is liability if there is some negligence on the part of the school, such as something wrong with the fields, defective equipment or lack of teacher supervision at the time of the accident.

C. Special Services

- 1. A free dispensary is available for those pupils whose parents are unable to provide medical or dental care.
- 2. For other special services and classes refer to Chapter Four.¹

Pupil Control

The trend in pupil control has been increasingly

¹Syracuse Public Schools, A Handbook for the Teachers (Syracuse, New York: 1948), pp. 47-49.

toward creative discipline or self control in contrast to an imposed obedience. In some manuals this principle is expressed positively, in some negatively, and in others both ways. In whatever way the principle is stated, there is a direct or implied policy concerning corporal punishment. In Rules, Regulations, and Policies, Lawton, Oklahoma, Public Schools, this statement is found:

The teacher of a child attending public school shall have the same right as a parent to control and discipline such child during the time the child is in attendance or in transit to the school or classroom presided over by the teacher. (Article VI, Section 114, School Laws of Oklahoma)

When corporal punishment is necessary, it must be administered by the principal or teacher, with the consent of the principal, in the presence of at least one education employee.

Corporal punishment should be used only in unusual situations.¹

Several other manuals are much more specific as to what a teacher should not do in disciplining a child. One manual states that corporal punishment of any kind must never be administered by a teacher. Such statements tell only what not to do.

A positive approach to pupil control is excellently presented in the Handbook of Information for Elementary Teachers, Los Angeles, California, City School Districts:

UNDERSTANDING PUPIL DISCIPLINE AND DEVELOPING SELF-CONTROL

1. What is the meaning of pupil discipline for the

¹Lawton Public Schools, Rules, Regulations, and Policies (Lawton, Oklahoma: 1956), p. 10.

elementary school teacher?

The act of solving problems of children's behavior and guiding them into patterns of desirable conduct is the meaning of pupil discipline for the elementary school teacher.

2. What important types of pupil discipline are appropriate for use in the elementary classroom?

Two important types of pupil discipline are appropriate for use in the elementary classroom. They are imposed-discipline and self-discipline. It is necessary, however, that both types be well-understood, and intelligently used by teachers.

The ultimate of all discipline is self-control or self-discipline. It is the goal towards which all teachers are striving, continuously, to develop in children.

It is obvious, however, that much imposed-discipline necessarily precedes the desired goal of self-control. It should diminish in intensity, only, in direct proportion to the degree of development of pupil self-control or self-discipline.

3. What are some constructive techniques for developing self-control or self-discipline in pupils?

There are certain constructive techniques which teachers may use in helping pupils to develop increased self-control or self-discipline.

Some of the important measures are:

Planning with children their
 ___program of instruction
 ___work experiences
 ___play experiences
 ___others

Planning with children standards of desirable conduct, not rules to be enforced upon them

Holding the children to their high standards, as the teacher holds high standards for himself.

Evaluating constantly with children
 _____ evidences of desirable conduct
 _____ ways to achieve more desirable conduct
 _____ progress toward their own goals

Providing activities which
 _____ stimulate interest
 _____ have a real and meaningful purpose for children
 _____ challenge pupil thinking
 _____ present problems requiring solutions
 _____ entail pupil responsibility

Knowing and considering the attention span of the particular age group, remembering that not all children can maintain active attention for long periods of time

Varying the teaching program so that quiet lessons can be followed by more active ones

Giving short rest periods where children can stand and stretch

Using positive techniques of control, as
 _____ praising pupil achievement and behavior whenever possible
 _____ commenting on children who follow desirable patterns of behavior
 _____ assuming that children mean to do the acceptable thing and that misbehavior is due to a lack of understanding
 _____ acting, above all, as if the malicious child does not exist

Permitting each child to feel successful each day

Making each child feel that he has an important place in the classroom

Maintaining a wholesome personal relationship with pupils by setting an example of
 _____ quiet self-assurance
 _____ kindness, sympathy, and understanding
 _____ enthusiasm and cheer
 _____ firmness and justice
 _____ absolute self-control
 _____ courtesy in all relationships with children
 _____ consistency of actions

The keynote of discipline is effective teacher planning which keeps pupils so wholesomely occupied that no time for unwholesome activities can enter the day's program.¹

Public Relations

The section of an administrative manual devoted to public relations might have policies or statements on school visitors, membership in civic organizations, support of community projects, community resources, church affiliation, donations, Parent Teacher Association, school publications, home visitation, payment of debts, conferences with parents, and advertising and commercial announcements.

If inclusion in an administrative manual is a reliable indication, the teacher's role in public relations is much more important in the smaller communities than in the larger ones. Among the manuals of Group I, 72.7 per cent have statements concerning public relations whereas only 48.5 per cent of those of Group II include this item. The significance of the teacher's part in public relations is generally much better explained in the manuals of the larger cities. The Teacher's Manual, Pryor, Oklahoma, City Schools, states in a very brief manner:

Principals, Supervisors, and Teachers in Key Positions are encouraged to affiliate with civic clubs when it is personally convenient. All teachers are encouraged to

¹Los Angeles City Schools, Handbook of Information for Elementary Teachers (rev.; Los Angeles, California: 1956), pp. 35-36.

become active in some form of community life such as clubs, church work, etc. Teachers are especially urged to take advantage of every opportunity to become acquainted with parents, guardians, and patrons of the school.¹

Recognition of the teacher as the key in any successful public relations program is well brought out in Personnel Practices of the Detroit, Michigan, Public Schools:

Your relations with the public are vital to your interests as a public educator.

You are right if you believe that every employee, and especially every teacher and principal, is a Public Relations Person. You are mistaken if you think that public relations is entirely a job for the central administration. The Superintendent designates Public Relations officers to advise on special public contacts, to supervise relations with press, radio, TV, and parent and other citizen organizations, and to issue pamphlets and reports from time to time. But this task depends on the foundation of good will created by schools in their several communities, and every "broadcast" message to the public needs to be supported actively in school-community relations.

"Public Relations" has a special meaning for public employees. You are not creating good will for a private enterprise. Instead, you are getting your employers, the citizens of Detroit, favorably interested in their own enterprise.

For a teacher or principal, the goals in good public relations are simple: to convince every parent and every citizen with whom he comes directly or indirectly in contact that the public schools are good, are continually being improved, and depend on public support for their continuing improvement. A teacher who grasps all the breadth of his professional responsibility, who quietly and persistently does the whole job, and who speaks with considerate understanding when the schools are being discussed, is cultivating public relations in the best way.

Public relations, good or bad, develop:

¹Pryor City Schools, Teacher's Manual (Pryor, Oklahoma: 1956), p. 16.

In your classroom--because pupils go home and talk about you. (Incidentally, they gripe or laugh about you if you are excitable or tyrannical, but they laugh at you if you are too soft: effective teachers blend sympathy with firmness.)

In your school's parent association--where parents "get a lift" when teachers and principal participate, both in shop-talk and in social activities.

In your private conferences with parents--they usually value the teacher who speaks with frankness, yet is patient and considerate, and who talks understandably.

Obviously, in the school's entertaining--especially the open house and also in various evening programs. (Here, in addition to geniality, superior professional performance pays dividends.)

During city-wide campaigns--which depend on your eager support.

During unforeseen off-duty conversation about the schools--where wrong ideas and attitudes can be tactfully corrected, and where your personal faith in public education and enthusiasm for your job can create profound impressions.

Just anyplace and anytime--because anybody who knows you are a teacher will judge the schools by you.¹

Curricular Policies

The concept of the curriculum in the modern elementary school encompasses all those experiences of children for which the school accepts responsibility. This might include lesson planning, courses of study, class organization, instructional equipment and supplies, extra-curricular activities, and field trips. The school life of children varies according to the philosophy under which the school operates. The

¹Detroit Public Schools, pp. 49-50.

philosophy of the school system is nowhere better revealed than in its methods of instructing children. Two examples are cited:

In the administrative manual, Public School Education, Warwick, Rhode Island, Public Schools, there is presented a modern curriculum policy:

The paramount problem in any school system is the establishment of a curriculum from the first grade through the twelfth which will serve the needs of boys and girls, and at the same time provide the necessary interest and motivation to challenge pupils to active participation in the activities of the classroom. In the elementary grades we must provide for the elimination of physical, social and emotional blocks through a variety of services, and make the child feel as an accepted member of the school through a philosophy of education which challenges him to take an active part in the proceedings. Such a philosophy must center the educational activities around the interests of children, and should make the child an integral part of the planning and conducting of the classroom procedures. The teaching must be at a speed and level of difficulty which will sufficiently challenge, but not discourage, each pupil in the room.

• • • • • The Warwick elementary school program provides instruction that is geared to the ability of the individual child through the use of small instructional groups organized on a variety of these. Children may be placed in one reading group, another language arts group, and still a third group for mathematics. The assignment of children to groups may be made on the basis of ability, interests, leadership, previous experience, maturity, or a variety of other attributes. Many of the subject matter skills are taught when there is a felt need for the same, resulting in an integration of subject matter, grouped around the social studies core. Outlining is usually first presented to the pupils during a fourth grade social studies lesson when the need arises. Spelling and mathematics needs are called to the attention of the pupils when the need appears, and opportunities for drill on such topics are presented at the time when the class situation offers the greatest motivation. Weekly time allotments for the different areas of learning are given to the classroom teacher as general limitations,

but the teacher is free to establish her own special time schedule, and to move about in relation to daily amounts so long as she remains within the general framework of the pattern.

... The entire program of education from the first year through the twelfth is predicated on a complete and functional program in guidance. Trained elementary counselors will supervise testing, will interview and follow-up pupils not adjusting properly to the program, and will counsel with teachers and parents about these cases. . . .

In conclusion it should be emphasized that the use of the child-centered approach with teaching emanating from the previous experiences of the group is the goal set for the development of critical and evaluative thinking. Pupils should assume much of the responsibility for planning and carrying out the activities of the class, with the teacher available as an expert consultant. Students should also have many opportunities for developing proper attitudes and respect for others through responsibility for supervision of their own actions in assemblies, cafeteria, corridors and grounds. They should also take an active part in deciding the eligibility requirements for participation in all school activities including varsity athletics.¹

The Handbook of Information for Elementary Teachers of the Los Angeles City Schools has an extensively developed set of policies on the elementary school curriculum. All areas of the life of the child at school are carefully considered. An example of one area, Art, will serve to illustrate the over-all techniques of policy presentation:

1. What are the objectives of art in the elementary school?

Art, when correctly taught, is one of the most important means of education. It is not concerned with a block of subject matter that can be taught in a given period of time, but with a way of doing which is a part of every visual experience during the day. While

¹Warwick Public Schools, Public School Education (Warwick, Rhode Island: 1954), pp. 19-22.

teachers must have in mind ultimate goals that make for growth, the teaching approach is informal and flexible. Every opportunity must be used to enlist the child's imagination, curiosity, and judgment, and to select activities that have value for the educative process.

Art in the elementary schools should provide opportunity for each pupil to:

Investigate nature, and man-made forms, to discover the qualities of shape, surface, color and texture

Explore materials and develop skill in their use

Express with courage and satisfaction his visual interpretation of ideas

Growth in his awareness, understanding and appreciation of art qualities

Plan, think, and solve problems

Develop personal initiative and responsibility

Know the joy and satisfaction of accomplishment

2. How can the teacher make effective the instructional program in art?

Teaching is guiding. Leaving children absolutely alone with art materials will not make for growth. Each child in the classroom is a unique individual. He has his own ways of working, his particular moods and interests, his periods of floundering with ideas, his satisfactions, insecurities, discouragements and fears. If he is to grow as an individual, the teacher has a responsibility:

For recognizing individual needs and interests

For organizing materials for use--a well-organized situation enables the child to work competently

For establishing simple routines for storage, distribution and care of tools, materials and equipment

For encouraging children to investigate freely

and to explore the possibilities of many kinds of materials

For helping children to solve problems

For helping children to rely upon their own ways of expressing ideas

For encouraging, motivating, and stimulating

For helping children to recognize and be interested in their own growth

For planning art experiences that help children
 _____ to think
 _____ to observe
 _____ to investigate
 _____ to express
 _____ to develop sufficient skills in using the
 _____ tools of visual communication

An effective art program consists of:

Using materials that meet developmental needs and individual interests:

.	chalk	clay	cloth
	charcoal	wire	yarn
	crayons	string	plastics
	pencil	paper	others
	tempera	tin	
	water colors	wood	

Exploring principles of design, color, and construction

Selecting, arranging, and enjoying materials which enhance surroundings

Seeing and discussing American art and that of other peoples, both of the present and the past

Working on projects, solving problems and evaluating results

Observing and exploring experiences that build awareness and sensitivity

There are phases of growth and development through which all children pass. Not all will reach the

same degree of success at the same time but each is capable of continuous growth. If children are to grow in their understanding, appreciation, and expressions of a quality which we call art, they must be given continuous and daily experiences that guide them.¹

The foregoing examples of some of the items contained in administrative manuals for teachers illustrate the variety of detail and expression that exist. Some of the items in practice appear in identical wording in more than one of the suggested divisions of a manual. An example is pupil control or discipline. This item is included under Employed Personnel Policies and Pupil Personnel Policies in several manuals. It is of concern to both groups. Each statement in each manual is deemed sufficient by its authors to meet the need which caused it to be included in the manual. Some items are directives which teachers are expected to follow without question. Others are co-operatively planned helps designed to meet the expressed needs of the teachers themselves. What is included in a manual, the purpose it serves, and the style in which it is written are matters of local concern. A manual for one community cannot successfully serve another. Each school system should develop its own manual according to its philosophy of education and the needs of those by whom it will be used. Teachers everywhere do need to know about almost the same things regarding the operation of a school system but they need to know specifically the local policy

¹Los Angeles City Schools, pp. 98-99.

and that differs from place to place.

The text of any manual will be highly improved if the final writing or at least editing is done by one person. Brevity and simplicity of style serve to establish ideas more quickly and to avoid misunderstandings. Accuracy as to the information of the text and the mechanics of writing and reproduction are essential. This should be guarded by the most careful proofreading and by testing the first drafts with appropriate members of the staff. The text for these items should at first be placed on 3" x 5" cards or on separate sheets of paper for ease of assemblage later. Reference should be made to position or job title rather than to a person's name to reduce the need for revision in the event of changes of personnel.

Physical Properties

In addition to the items of content it is suggested that consideration be given to these features: (1) title, (2) introduction, (3) table of contents, (4) index, (5) method of reproduction, (6) cover and binding, (7) length, and (8) provision for revision

Title

The title should be informative and intriguing if at all possible. It should avoid any connotation or implication that it names a set of inflexible rules.

Introduction

The introduction, foreword, or preface, as it may be called, is an important part of any administrative manual. It has been used effectively to greet the new teacher, to let him know that he is welcome, and to assure him of help and support in his new work. It is here, also, that it is perhaps best to state the purpose of the manual, the manner in which it has been compiled, and the limitations of its contents.

The foreword of the Handbook for Teachers, Oakland, California, Public Schools, is a good illustration of what one may be:

The effectiveness of a school depends largely on the quality and performance of its personnel. Human personalities generate the influence which affects favorably the educational growth of boys and girls. Productivity of individuals generally increases in a helpful environment. This handbook has been prepared with the purpose of giving helpful assistance to the teacher.

Contents include pertinent information on the educational program and organization of the schools, instructions on necessary administrative and personnel procedures, and a guide to the philosophy and goals in education for the Oakland Public Schools.

It is hoped that the handbook will be found sufficiently useful to become a practical working guide in the school program.

Preparation of the handbook has involved the cooperation of many individuals but primarily it is the work of a committee of teachers. Grateful acknowledgement is due the committee for the preparation of the Handbook for Teachers.¹

¹ Oakland Public Schools, Handbook for Teachers (rev.; Oakland, California: 1955), p. 3.

Table of Contents

The foreword should be followed by a table of contents. In some manuals the table of contents is detailed enough to serve double duty as an index also. It may, also, reveal any system that might be used for numbering the items in the manual. The Manual for the Administration of Schools,¹ Colorado Springs, Colorado, Public Schools, is an example of what the table of contents might be:

Table of Contents

Article	I. Administrative Duties	1
Article	II. Entrance Requirements	1
Article	III. Rules Affecting Pupils	2
Article	IV. School Hours	5
Article	V. Rules Affecting Professional Staff and Other Employees	6
Article	VI. Complaints and Suggestions from the Public	14
Article	VII. Supervision of Instruction	15
Article	VIII. Audio-Visual Education	16
Article	IX. Visiting Teacher	17
Article	X. Measurements and Standards	18
Article	XI. School Records and Pupil Accounting .	20
Article	XII. Achievement and Promotion	23
Article	XIII. Reporting to Parents	24
Article	XIV. Health	25

¹Colorado Springs Public Schools, p. iii.

Article	XV.	Safety	.26
Article	XVI.	Requisitioning Supplies, Equipment and Special Services	.27
Article	XVII.	Supplies, Equipment and Special Services	.28
Article	XVIII.	Formulation of the Budget	.28

Index

This manual also contains an Index with numbered Sections under each Article. Such a device makes it easy to refer quickly to any Section and is also useful in future revision of any Article or Section.

The larger manuals tend to use a standard form of index as exemplified by the "A" section of the general index of Handbook of Policies and Procedures,¹ of the Louisville, Kentucky, Public Schools:

- Administrative Assistant, duties of, 44
- Administrative Staff, 38-45
- Admission charges, school buildings, 96
- Admission: to First Grade, 71; to Kindergarten, 71
- Alcoholic beverages, use or sale of 97, 99
- Applications: for teaching positions, 41;
for use of buildings, 96
- Attendance: age limits, 18; compulsory, 18
exemptions, 19
- Attendance Officers: appointment of, 17
duties of, 17, 18; powers of, 17, 18
- Auditing of records, 33

Format

Production

When the text of an administrative manual has been

¹Louisville Public Schools, Handbook of Policies and Procedures (Louisville, Kentucky: 1955), p. 101.

completed, decisions will need to be made concerning the general format. Printing is easy to read, its flexible spacing makes for neater margins, and different type faces can add to the general attractiveness. However, if this is impracticable, excellent manuals may be produced on mimeograph machines. If the manual is printed, a 6" x 9" size is recommended. Such a size is large enough to permit attractiveness and variation and still maintain easy readability. If the manual is mimeographed, the 8½" x 11" size is recommended.

Care should be exercised in preparation of copy for the printer in order to avoid costly corrections. When all the material has been assembled, it should be carefully typed, double spaced. This copy should be carefully proof-read to insure accuracy of expression, to eliminate mechanical errors, and to avoid faulty punctuation and misspelled words. The printer should also be furnished with page layouts so that illustrations and type matter may be located in proper positions and in correct relation to each other. The original typed pages should then be assembled and checked to insure that subjects follow each other in proper sequence. These details will also be necessary for the typist who cuts the stencils if the manual is to be mimeographed.

A master copy of the completed manual should be maintained in a central location. This is best done on 3" x 5" cards, filed with appropriately labelled dividers.

The Cover and Binding

The cover of the manual should be of durable quality. The binding should be loose-leaf whether the manual is printed or mimeographed. This is highly recommended although the practice seems to favor permanently bound manuals. The expense of keeping a loose-leaf manual current is negligible compared to that of a permanently bound one because of the ease with which pages may be taken out or inserted when revision is necessary.

The Length

The length of a manual in pages is not standardized. The median number of pages for the manuals used in the school systems of cities of 100,000 population or less was 27.66. However, they range from five to 127 pages. The chief recommendation is that the manuals not be too bulky.

Provisions for Revision

Manuals should be revised continuously. Change is inevitable and provision should be made to meet it. The maintenance of a master copy, a committee responsible for revision, loose-leaf binding, and contents in related groups will do much to aid in keeping a manual up-to-date. It has been found helpful to include a few blank pages at the end of a manual on which needed changes may be noted by the users and later brought to the attention of those responsible for revision.

It is believed that if these foregoing suggestions are followed and adapted to local needs, an administrative manual for the elementary school teachers of a school system will be in accordance with modern theory and best current practice. The manual will be thought of as a companion that may be referred to again and again as a helpful guide in time of need and not as a book of rules and regulations that must be obeyed.

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APPENDICES

APPENDIX I

LETTER USED TO SECURE DATA

College of Education

THE UNIVERSITY OF OKLAHOMA

NORMAN . OKLAHOMA

July 16, 1956

Dr. William Jansen, Superintendent
New York City Schools
Brooklyn, New York

Dear Dr. Jansen:

We are desirous of enlarging our collection of administrative manuals for teachers for use by students and practicing administrators in the Educational Administration Center of the College of Education of the University of Oklahoma. It is our hope that we can include such manuals from several school systems throughout the nation.

We are seeking copies of manuals, handbooks, and bulletins designed to inform teaching personnel of the administrative policies, regulations, and practices pertaining to the schools in which they teach.

Our immediate interest is with manuals designed for use by elementary school teachers. If these are not obtainable, we would like to have a general administrative manual for all teachers of a school system.

A representation of your school system in this collection is greatly desired. If at all possible, please send us a copy of either or both kinds of manuals.

Will you also be so kind as to check the enclosed postcard and return it to us?

Sincerely yours,

D. Ross Pugmire, Director
Educational Administration
Center

APPENDIX II

INFORMATION REQUESTED ON RETURN POSTCARD

July 1956

Dear Dr. Pugmire:

1. I will send an Administrative Manual for elementary school teachers_____
 2. I will send an Administrative Manual for all teachers_____
 3. Our Administrative Manual is revised: Each Year .._____
As Needed .._____
Continuously_____
 4. Our Administrative Manual is compiled by:
Superintendent .._____
Principal_____
Faculty Committee_____
 - Other Method_____
-
5. Our elementary school enrollment, 1955-56 was_____
 6. Number of elementary school teachers, 1955-56 was ._____
 7. We do not have an Administrative Manual_____

(Signed)_____

APPENDIX III

SUB-ITEMS OF CONTENT OF ADMINISTRATIVE MANUALS

PERCENTAGE OF ADMINISTRATIVE MANUALS CONTAINING CERTAIN
SUB-ITEMS OF THE 34 MAJOR ITEMS OF CONTENT

Items of Content	Group Ia 44 Manuals	Group II ^b 33 Manuals
	Percentage	Percentage
I. Introduction	90.9	87.9
1. Foreword	59.1	60.6
2. Introduction	4.5	3.0
3. Introductory Statement	27.3	15.1
4. Preface	....	9.1
5. Purposes Not Stated	9.1	12.1
II. Table of Contents	47.8	75.7
III. Index	31.8	42.4
IV. Administrative Organization	100.0	100.0
1. Absence of Personnel	47.8	84.8
2. American Education Week	11.4	21.2
3. Assignment of Teachers	27.3	75.7
4. Citizenship	....	9.1
5. Committee Assignments	13.6	12.1
6. Communications	2.3	33.3
7. Dismissal of Teachers	....	27.3
8. Employee Records	11.4	42.4
9. Exchange Teachers	....	24.2
10. Fingerprints of Employees	11.4	....
11. Gambling	....	9.1
12. Gifts to School and Personnel	29.5	39.4
13. Grievances and Petitions	4.5	15.1
14. Integration	4.5	....
15. Jury Duty	....	33.3
16. Juvenile Court	....	18.2
17. Keys	6.8	21.2
18. Laboratory Tests and Physical Examinations	36.4	72.7
19. Legal Services	....	9.1

^aFrom cities of 100,000 population or less.^bFrom cities of populations over 100,000.

APPENDIX III--Continued

Items of Content	Group I 44 Manuals	Group II 33 Manuals
	Percentage	Percentage
IV. Administrative Organization (Continued)	100.0	100.0
20. Line of Responsibility	6.8	36.4
21. Loyalty Oaths	15.9	24.2
22. Mileage	....	42.4
23. Nepotism	2.3	....
24. Noon Movies	....	3.0
25. Office Regulations	29.5	36.4
26. Officers of Administra- tion	38.6	45.4
27. Outside Jobs of Teachers	20.4	24.2
28. Radio	....	18.2
29. Reporting for Duty	61.4	63.6
30. Research	....	3.0
31. School Delivery	11.4	30.3
32. School Dismissal for Weather	....	12.1
33. School Evaluation	4.5	6.1
34. School Organizational Chart	40.9	45.4
35. School Pictures	....	39.4
36. Summer School	18.2	30.3
37. Teacher-Pupil Load	....	33.3
38. Teachers' Change of Address	....	48.5
39. Teachers' Contracts	27.3	60.6
40. Teachers' Meetings	36.4	55.5
41. Teachers' Resignations	20.4	51.5
42. Teachers' Transcripts and Certificates	50.0	84.8
43. Teachers' Transfers	13.6	42.4
44. Trips	6.8	12.1
45. Tutoring	22.7	18.2
46. Use of Telephone	18.2	39.4
47. Vending Machines	6.8	21.2
V. Assemblies	18.2	15.1
VI. Attendance	72.7	97.0
1. Absences and Tardies	45.4	97.0
2. Arbor Day	2.3	18.2
3. Attendance Certificates	2.3	....
4. Compulsory Attendance	56.8	63.6

APPENDIX III--Continued

Items of Content	Group I 44 Manuals	Group II 33 Manuals
	Percentage	Percentage
VI. Attendance (Continued)	72.7	97.0
5. Daily Attendance Report	36.4	55.5
6. Delinquency	4.5	55.5
7. Emphasis on Advantages of Attendance	20.4	45.4
8. Holy Days and Holidays	4.5	60.6
9. Withdrawals	20.4	75.7
VII. Bell and Time Schedule	77.3	87.9
1. Class Schedule	40.9	81.8
2. Duty Schedule	40.9	51.5
VIII. Buildings and Grounds	70.4	81.8
1. Custodians	43.2	63.6
2. Housekeeping	47.8	66.7
3. Playgrounds	18.2	42.4
4. Rental and Use of Buildings	38.6	75.7
5. Summer Playground	2.3	9.1
6. Ventilation	4.5	39.4
IX. Busses	38.6	42.4
X. Cafeterias and Lunch Rooms	52.3	75.7
XI. Calendar of Events	47.8	60.6
XII. Census	....	48.5
XIII. Classroom Procedures	68.2	60.6
1. Awards and Contests	....	33.3
2. Audio-Visual Education	54.5	60.6
3. Bible Reading	6.8	33.3
4. Class Record Book	4.5	33.3
5. Controversial Issues	....	24.2
6. Daily Devotionals	6.8	27.3
7. Daily Program	38.6	55.5
8. Democracy	....	21.2
9. Field Trips	34.1	55.5
10. Flag Display and Usage	25.0	48.5
11. Home Room Organization	29.5	48.5
12. Homework	9.1	36.4
13. Lesson Plans	50.0	55.5
14. Opening and Closing of School	29.5	39.4
15. Reading Record	9.1	15.1
16. Social Development	....	21.2

APPENDIX III--Continued

Items of Content	Group I	Group II
	44 Manuals Percentage	33 Manuals Percentage
XIII. Classroom Procedures (Continued)	68.2	60.6
17. Teacher's Voice	4.5	21.2
18. Uniformity of Operation	9.1	12.1
XIV. Curricular Information	56.8	84.8
1. Art	13.6	45.4
2. Band	4.5	....
3. Bilingualism	2.3	15.1
4. Courses of Study	....	33.3
5. Music	13.6	45.4
6. Poetry	2.3	6.1
XV. Directory of the School	15.9	39.4
XVI. Extra-Curricular Activities	13.6	18.2
XVII. Fire and Disaster Regulations	52.3	63.6
1. Air Raid Drills	....	18.2
2. Fire Drills	50.0	55.5
3. Tornado Drills	6.8	3.0
4. Use of Candles	....	9.1
XVIII. Guidance	43.2	69.7
1. Child Welfare	....	18.2
2. Free Lunch	....	33.3
XIX. Health and First Aid	88.6	97.0
1. Alcohol and Narcotics	2.3	45.4
2. Athletics	2.3	30.3
3. Contagious Diseases	18.2	63.6
4. Daily Inspection of Pupils	9.1	55.5
5. Dental Examination	11.4	75.7
6. Exclusion from School	22.7	66.7
7. First Aid	20.4	75.7
8. Health Records	54.5	66.7
9. Illnesses	13.6	63.6
10. Immunization	29.5	57.6
11. Mental Health	13.6	55.5
12. Moral and Spiritual Values	....	15.1
13. Physical Education	15.9	55.5
14. Physical Examinations	45.4	60.6
15. Pre-School Clinic	....	48.5
16. Referral of Ill Pupils	13.6	45.4

APPENDIX III--Continued

Items of Content		Group I 44 Manuals	Group II 33 Manuals
		Percentage	Percentage
XIX.	Health and First Aid (Continued)	88.6	97.0
	17. Safety and Accidents	50.0	97.0
	18. Safety Patrols	18.2	45.4
	19. School Nurse	29.5	72.7
	20. School Physician	....	9.1
	21. Sex Education	2.3	....
	22. Summer Recreation	....	9.1
	23. Traffic Safety	13.6	48.5
XX.	Insurance	34.1	69.7
	1. Accident Insurance	6.8	45.4
	2. Blue Cross	6.8	45.4
	3. Employee Welfare	6.8	51.5
XXI.	Library	36.4	69.7
XXII.	Marks and Marking	61.4	75.7
	1. Advance Notice of Failure	13.6	42.4
	2. Grade Scheme	27.3	51.5
	3. Grouping	4.5	55.5
	4. Health Habit Report	2.3	15.1
	5. Promotion	45.4	60.6
	6. Pupil Growth	13.6	48.5
	7. Reports to Parents	54.5	69.7
	8. Time Sampling of Pupils' Achievement	2.3	....
XXIII.	Philosophy and Aims	56.8	48.5
	1. Code of Ethics	36.4	36.4
	2. Statement of Philosophy	38.6	42.4
XXIV.	Professional Growth	77.3	90.9
	1. In-Service Training	45.4	78.8
	2. Night Classes	2.3	....
	3. Professional Improvement	27.3	72.7
	4. Professional Memberships	52.3	66.7
	5. Professional Reading	18.2	75.7
	6. State Teachers' Meetings	27.3	72.7
	7. Teachers' Rating Chart	20.4	69.7
XXV.	Public Relations	72.7	69.7
	1. Advertising and Commer- cial Announcements	38.6	51.5
	2. Community Resources	2.3	30.3
	3. Conferences with Parents	20.4	39.4

APPENDIX III--Continued

Items of Content		Group I 44 Manuals	Group II 33 Manuals
		Percentage	Percentage
XXV.	Public Relations		
	(Continued)	72.7	69.7
	4. Contributions	6.8	39.4
	5. Co-operation with Community Agencies	34.1	51.5
	6. Courtesy to the Public	27.3	39.4
	7. Debts	20.4	9.1
	8. Home Visitations	31.8	69.7
	9. Junior Red Cross	....	27.3
	10. Parent Teacher Association	....	66.7
	11. Publicity	6.8	21.2
	12. Salesmen, Solicitors, and Propaganda	40.9	12.1
	13. School Publications	2.3	30.3
	14. School Visitors	15.9	51.5
XXVI.	Pupil Control	84.1	78.8
	1. Corporal Punishment	45.4	69.7
	2. Creative Discipline	50.0	60.6
	3. Detention	6.8	57.6
	4. Developmental Health and Safety	4.5	....
	5. Errands	2.3	42.4
	6. Expulsion	9.1	51.5
	7. Gum Chewing	2.3	....
	8. Inquiries of Strangers	9.1	30.3
	9. Release of Pupils dur- ing School Hours	36.4	66.7
	10. Supervised Pupils at All Times	11.4	48.5
	11. Suspension	22.7	66.7
XXVII.	Records and Reports	70.4	78.8
	1. Classification of Pupils	4.5	60.6
	2. Daily Attendance Report	29.5	51.5
	3. Indian Reports	....	3.0
	4. Monthly Attendance Reports	9.1	51.5
	5. School Register of Attendance	34.1	57.6
	6. Student Cumulative Records	61.4	63.6

APPENDIX III--Continued

Items of Content	Group I 44 Manuals	Group II 33 Manuals
	Percentage	Percentage
XXVIII. Registration	81.8	84.8
1. Assignment and Transfer of Pupils	50.0	57.6
2. Birth Certificates	52.3	57.6
3. Boundary Lines	45.4	63.6
4. Certificate of Vaccination	4.5	27.3
5. Enrollment Procedure	25.0	39.4
6. Kindergarten	11.4	42.4
7. Minimum Age for Beginners	68.2	51.5
8. Non-resident Pupils	25.0	55.5
9. Pre-enrollment of First Grade Pupils	4.5	33.3
XXIX. Salary	81.8	97.0
1. Credit Union	15.9	33.3
2. Leave of Absence	....	84.8
3. Marriage	....	39.4
4. Maternity Leave	....	51.5
5. Paid Vacation	6.8	27.3
6. Payroll Periods	34.1	60.6
7. Probationary Teachers	....	45.4
8. Salary Deductions	63.6	78.8
9. Sick Leave	68.2	72.7
10. Substitutes' Salaries	59.1	84.8
11. Teacher Retirement	45.4	69.7
12. Teacher Tenure	9.1	84.8
XXX. Special Education	29.5	66.7
1. Exceptional Children	6.8	63.6
2. Handicapped Children	18.2	57.6
3. Hard of Hearing	9.1	55.5
4. Home Bound Instruction	18.2	55.5
5. Impaired Vision	....	39.4
6. Mentally Deficient	22.7	51.5
7. Remedial Reading	15.9	66.7
8. Speech Deficiency	18.2	51.5
XXXI. Statistical Information	13.6	15.1
1. Attendance for Previous Years	4.5	....
2. Cost of Substitutes	2.3	....
3. Maintenance Costs	2.3	....

APPENDIX III--Continued

Items of Content	Group I	Group II
	44 Manuals	33 Manuals
	Percentage	Percentage
XXXI. Statistical Information (Continued)	13.6	15.1
4. School Funds	6.8	15.1
5. Sick Leave Record	2.3	....
XXXII. Supervision	27.3	87.9
1. Regular Teachers	25.0	87.9
2. Student Teachers	2.3	15.1
XXXIII. Tests and Measurement	61.4	51.5
1. Achievement Tests	4.5	....
2. Exemptions	4.5	....
3. Final Examinations	18.2	36.4
4. Intelligence Tests	27.3	39.4
5. Reading Readiness Tests	25.0	39.4
6. Test Records	25.0	36.4
XXXIV. Textbooks, Fees and Supplies	72.7	87.9
1. Book Cards	6.8	30.3
2. Books Lost or Stolen	18.2	51.5
3. Destruction of School Property	25.0	55.5
4. Fees	22.7	51.5
5. Free Textbooks	54.5	63.6
6. Inventories	11.4	57.6
7. Money Collections	31.8	21.2
8. Purchasing	22.7	36.4
9. Requisitions	54.5	63.6
10. Supplies	6.8	66.7
11. Tuition	6.8	27.3