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THE UNIVERSITY OF OKLAHOMA

GRADUATE COLLEGE

A STUDY OF THE ORGANIZATIONAL PRACTICES, SERVICES, AND RESPONSIBILITIES OF THE POSITION OF PERSONNEL DIRECTOR IN LARGE CITY SCHOOL SYSTEMS

A DISSERTATION

SUBMITTED TO THE GRADUATE FACULTY

in partial fulfillment of the requirements for the

degree of

DOCTOR OF EDUCATION

BY

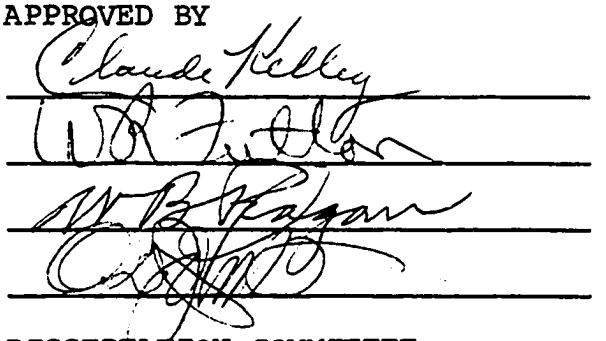
JOHN CLIFFORD ELKINS

Norman, Oklahoma

1966

A STUDY OF THE ORGANIZATIONAL PRACTICES, SERVICES, AND RESPONSIBILITIES OF THE POSITION OF PERSONNEL DIRECTOR IN LARGE CITY SCHOOL SYSTEMS

APPROVED BY



DISSERTATION COMMITTEE

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J. C. E.

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A STUDY OF THE ORGANIZATIONAL PRACTICES, SERVICES, AND RESPONSIBILITIES OF THE POSITION OF PERSONNEL DIRECTOR IN LARGE CITY SCHOOL SYSTEMS

CHAPTER I

INTRODUCTION

The editors of Overview magazine have written a simple statement which can very well serve as the key to the success, or failure, of any school system. They state: "The ultimate strength of any educational institution is measured by its faculty."[1] This is another way of saying that a school can be no better than the people who are employed to make up its staff.

This thought is further substantiated by Fensch and Wilson who write the following:

> Adequate staffing of classrooms is a vital key to achieving all the objectives which a community may formulate for educating its children. Without qualified teachers who strive individually and cooperatively to improve the services they render, the best organized and financed school system is merely a gesture.[2]

---

[1]"Recruiting the Faculty," Overview, II, No. 5 (May, 1961), pp. 41-43.

[2]Edwin A. Fensch and Robert E. Wilson, The Superintendency Team (Columbus, Ohio: Charles E. Merrill Books, Inc., 1964), p. 162.

In recent years more and more school systems have placed greater emphasis on personnel activities and it appears that this trend will continue because of rapid growth and urbanization which are creating larger staffs throughout the United States. The following is found in a report by McKean and Mills:

> In recent years American public education has been characterized by the steadily increasing size of school systems. This increase is the result of such developments as consolidation and unification of school units, urbanization, and population growth. This dramatic change became the focus of much attention, for it brought constant problems of adjusting and reorganizing to handle larger and more complex administrative units.[1]

In a National Education Association publication in 1960 it was pointed out that more and more assistant superintendents will be needed to provide adequate administrative staffing for the growing school systems. At the same time it was pointed out that fewer superintendents would be needed due to consolidation of school districts.[2]

In recent years practice has shown that among the first assistants to be selected for the superintendent is the personnel administrator.

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[1]Robert E. McKean and H. H. Mills, The Supervisor (Washington, D. C.: The Center for Applied Research in Education, Inc., 1964), p. 25.

[2]"Spotlighting Public Education in 1960," Research Bulletin, XXXVIII, No. 1, February, 1960 (Washington, D. C.: Research Division of the National Education Association, 1201 Sixteenth Street, N. W.), p. 19.

Background of the Problem

Research shows that there were no designated personnel directors before the year 1919. Since that time, however, positions for personnel administrators have increased quite rapidly. Concerning this, Fensch and Wilson write the following:

> Because of the time-consuming complexities of personnel duties there is a distinct trend toward centralizing the task in a single office in medium and larger sized districts. Dallas, Texas is credited with employing the first personnel administrator for a public school system as early as 1919, but very few cities followed suit during the next quarter century. According to the very useful doctoral study which constituted the theme for a National Education Association research publication only 18 cities reported the existence of a personnel officer before World War II. But between that time and 1960, 112 school districts created the post when the study was completed. Wilson's survey in Northeastern Ohio confirmed the trend; superintendents there reported that they intend to double the number of staff personnel officers during the next decade.[1]

Not only have public schools grown in the number of staff members and students but they have grown in the number of services offered to these employees. Robert Fisher, in an article in The Nation's Schools, wrote: "Public employment's increasing attention to salary surveys and fringe benefits has begun to rub off on schools, which are finding it easier to attract good employees."[2]

---

[1] Fensch and Wilson, op. cit., pp. 164-165.

[2] Robert Fisher, "Schools Go Beyond the Field for Proven Personnel Technics," The Nation's Schools, LXXIII, No. 3 (March, 1964), pp. 74-75.

School Management points this out in the following manner:

> Take recruiting, for example. Every district is crying for teachers, and the qualified candidate has his choice of dozens of places to work. Your recruiter could get a step in front of others if he could offer prospects:
>
> 1. Sabbatical leave at half pay.
> 2. Unlimited sick leave with other income protection besides.
> 3. A retirement program to supplement social security and state mandated programs.
> 4. Subsidized group health insurance.
> 5. Term life insurance at ridiculously low group rates.
>
> These fringe benefits are not at all unusual. Most are fairly common; in some districts they are regarded as absolutely indispensable.[1]

Since personnel administration has become so complex it is important that it be given ample consideration and planning.

Statement of the Problem

The purpose of the problem is two-fold, as follows: (1) to develop and evaluate a set of guiding principles which may be used for the appraisal of the organizational practices, services, and responsibilities of the position of personnel director in large city school systems; and (2) to determine the current procedures in the organizational practices, services, and responsibilities of the above mentioned position.

---

[1] "Fundamental Facts About Fringe Benefits for Your Personnel," School Management, VII, No. 10 (October, 1963), pp. 36-39.

Need for the Study

Since school systems become larger and more complex each year, more and more school administrators and boards of education will be faced with the task of organizing personnel departments in their individual schools. The findings of this study should be of value to those authorities who have the responsibility for organizing and implementing a new personnel department.

In the Thirtieth Yearbook of the American Association of School Administrators published in 1952 is found this paragraph:

> In a system employing a hundred or more teachers there is ample reason to have an assistant superintendent in charge of selection, inservice training, promotion, personnel records, and other personnel matters for both professional and nonprofessional employees.[1]

As school systems grow, school administrators and boards of education who have already expanded into organizations with personnel departments are faced with the task of reorganizing from time to time to meet the changing needs and demands of their school systems. The findings of this study should be an aid to schools contemplating administrative reorganization in their personnel departments.

---

[1] American Association of School Administrators, The American School Superintendency, Thirtieth Yearbook (Washington, D. C.: American Association of School Administrators, 1952), p. 90.

This study was also needed because of the increasing concern of school officials and the general public in acquiring good teachers and other employees and in strengthening school staffs in the various schools.

It is possible that the chief value of the study could be in the findings that pertain to such matters as the following:

1. The type of personnel organization that appears to best serve the present day or shows promise of assuming sound personnel management or administration.
2. The services and functions that should be given the personnel director.
3. The responsibilities that should be assigned the personnel director which would enable him to efficiently accomplish his services or functions.

Definitions of Terms

In school personnel administration the personnel administrator encounters many problems as it relates to the services and responsibilities of his position. Some of the services and responsibilities are found in staff procurement and utilization where the administrator conducts such operations as personnel accounting and research on staff needs, recruitment, selection, placement, assignment, and transfer.

Another broad area that comes within the scope of the school personnel administrator's services and responsibilities is staff development. In this, he will be concerned with orientation, inservice education, evaluation, promotion, counseling, and professional organizations. He will also be concerned with job classification and job description, absences, contractual status, grievances, suspensions, dismissals, resignations, retirement and probably other responsibilities.

The definitions of the above mentioned terms found within the scope of the services and responsibilities of the school personnel administrator are commonly understood in school administration but there are certain terms used in this manuscript that have a particular meaning for this study. These terms are defined as follows:

General Administration.--General administration has reference to the total administrative organization and functions of the school system. This includes not only the school personnel department but other departments such as instruction and curriculum, business, and other divisions organized to carry out the administrative responsibilities of the superintendency team or administrative staff.

School Personnel Administration.--School personnel administration has been used frequently in this study with reference to all personnel responsibilities and functions of the school. Castetter gives the following broad definition of school personnel administration:

> Personnel administration has been defined in a variety of ways. In the narrowest sense it has meant the establishment of procedures for the employment and payment of personnel. A broader and more recent concept views it as one of the major functions in the general context of administrative responsibility. It means arranging conditions which will make possible greater self-direction by personnel in the performance of their work. It means an abiding administrative concern about people in the organization who are responsible for providing children and youth with educational opportunities of the highest possible quality.
>
> Personnel administration cannot be divorced readily from the ultimate aims of education. It is a means to accomplish purpose. Responsibility for achievement of purpose rests primarily with employee personnel. A major premise of personnel administration is that the end results of the educative process will be determined by the effectiveness of school personnel. It also assumes that maximum effectiveness can be secured through deliberate and cooperative efforts, by the public, the board, and the staff to improve personnel provisions. This includes, among other things, continuous appraisal of the forces and factors conducive to a climate favorable to the achievement of the aims of the organization and to the satisfaction of the personal and professional interests of personnel.[1]

School Personnel Administrator.--The school personnel administrator has a variety of titles. He is sometimes referred to as the personnel coordinator, assistant superintendent in charge of personnel, chief of personnel, director of personnel, and administrative assistant in charge of personnel. He is quite often referred to as the personnel director and this term was frequently used interchangeably with school personnel administrator in this study. This designation, along with the others, is used to identify the official

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[1]William B. Castetter, Administering the School Personnel Program (New York: The Macmillan Company, 1962), pp. 27-28.

delegated responsibility for administration of personnel functions.

Personnel.--The term personnel used in this study refers to employees of the various school systems and not to pupils as defined in the pupil personnel concept.

Organizational Practices.--Most school systems included in this study have organizational plans that are reflected by organizational charts. These plans usually refer to the present stage of development of the administrative organization as determined by local requirements and size of the school system which they serve. These plans, also referred to as organizational patterns, show the responsibilities and the relationships of the various officials. Organizational practices in this study refers to the place of the position of personnel director as it relates to the position of superintendent of schools with concern for reporting, responsibility, title, and status.

Unitary Type of Administrative Organization.--Unitary type of administrative organization or control places overall responsibility and authority in one official. Under this plan, sometimes called the "unit plan," all other officials are responsible to one official at the top of the school organization. This top level official is called the superintendent of schools.

Multiple Type of Administrative Organization.--Multiple type of administrative organization or control places

responsibility with two or more administrators who have approximately the same degree of authority. In this type of organization each official placed at the top of the organization plan reports directly to the board of education.

Services.--As used in this study, services and functions are interchangeable. They refer to processes in school personnel administration that are broad and comprehensive in nature and define and describe the responsibilities and duties that make up the service or function. For example, staff procurement and utilization is a service or function but recruitment, interviewing, selection, and placement are responsibilities or duties that fall within the scope of the service or function.

Responsibilities.--Responsibilities are duties for which the personnel director is accountable. As pointed out above they are parts of a function or service and not comprehensive in nature as is the service or function. In school personnel administration they are many and varied and include such things as counseling, evaluation, etc.

Delimitation of the Study

This study is limited by:

1. Investigation of current practices only in school systems of the cities of the United States having a population of 200,000 or more according to the 1960 census.

2. Consideration of the position of school personnel director with regard to organizational practices, services, and responsibilities.

Sources of Data

1. A study of the research and literature in the field of school personnel administration was made to discover the organization, practices, and procedures on which authorities were in consistent agreement. Professional literature was obtained from the University of Oklahoma library, the Lawton Public Schools professional library, publications of the American Association of School Administrators, and publications of the American Association of School Personnel Administrators.

2. Data secured from the school systems included in the study dealing with questionnaire answers, written materials of policies and procedures relative to school personnel administration, and organization charts.

3. Data secured from personal interviews while visiting other school systems and while in attendance at the annual meeting of the American Association of School Personnel Administrators in Philadelphia in 1964.

Procedures Used in the Study

To accomplish the purpose of this study, the following procedures were used:

1. Study of literature pertinent to the problem in order to determine the convictions of recognized authorities in the field of school administration concerning the organizational practices, services, and responsibilities of the position of personnel director in large city school systems.

2. Determination and formulation of a set of guiding principles to provide a means of appraisal of the above indicated position. This set of guiding principles was formulated from information gained from the literature which clearly indicated the principles, practices, and procedures of school personnel administration on which authorities are in consistent agreement. A jury of well known educators was selected to evaluate the guiding principles.

3. Collection of data from the school systems of the cities of the United States with 200,000 population or over who were involved in the study to ascertain the organizational practices, services, and responsibilities of their personnel directors. This data consists of responses found in the questionnaires that were distributed, written materials of policies and procedures, and organization charts. It is presented in tabular form, where possible, showing the practices used.

4. Comparison of practices with the guiding principles in order to make recommendations concerning the organizational practices, services, and responsibilities of the position of personnel administrator in large city school systems.

Organization of the Study

Succeeding chapters of this study were organized to present material under the following general headings: (1) review of related literature; (2) formulation of guiding principles for school personnel directors; (3) evaluation of the guiding principles; (4) survey of organizational practices, services, and responsibilities of the position for personnel director in large city school systems; and (5) summary, conclusions, and recommendations.

Chapter II, entitled "Review of Related Literature," was organized to present a historical resume of both general school administration and school personnel administration pertinent to the objectives of this study.

A set of guiding principles was formulated in Chapter III, entitled "Formulation of Guiding Principles for School Personnel Directors." Each guiding principle was derived from relevant professional literature which indicated principles, practices, and procedures on which authorities were in consistent agreement.

Chapter IV, entitled "Evaluation of the Guiding Principles," explains the procedures by which a competent jury of well-known educators was used to evaluate the set of guiding principles. It also presents and discusses the evaluations assigned to each principle by the jury of educators.

Presentation of the data secured from participating school systems concerning current principles, practices, and

procedures was made in Chapter V, entitled "Survey of Organizational Practices, Services, and Responsibilities of the Position for Personnel Director in Large City School Systems."

A summary of the study, conclusions, and recommendations based on the findings of the study are presented in Chapter VI.

CHAPTER II

REVIEW OF RELATED LITERATURE

From the literature, information was found dealing with all phases of school personnel administration. This chapter is organized to present a historical resume of both general school administration and school personnel administration pertinent to the objectives of this study.

Early Development of School Administration

Despite the fact that public schools have long been considered a product of local initiative and control the state superintendency was the first type of school superintendency to emerge. The 1952 Yearbook of the American Association of School Administrators reports the following:

> Early state laws granted permissive authority for local schools at public expense. Permissive legislation gave way to mandatory legislation. Eventually school attendance was made compulsory. The adoption in 1791 of the Tenth Amendment to the Constitution reserved to the states all powers not specifically granted to the federal government. Whether or not so intended, the amendment has long been interpreted by legal authorities as the basis of state responsibility for schools. It did give effect to principles implied in the Ordinance of 1787 which allotted certain lands to the prospective states to be used for school purposes.
>
> The states were slow to set up school programs. State legislatures had first to do such pioneering as to create some kind of local school authority,

> authorize taxation for school support, and regulate the expenditure of funds. Often they had to provide money grants and prescribe the process of choosing local representatives for school control. There was the difficult task of overcoming the traditional isolationism of local communities. Once a state scheme had been developed, however, it was natural that the state should call for factual returns and reports on the schools. Where money grants were made on the basis of the returns, some agency had to collect and review them. Thus state boards of education and state executive officers were called into being.
>
> The second quarter of the nineteenth century saw state after state respond to the growing need by designating an executive officer to perform the duties. By 1850 all northern and some southern states had actual or ex officio chief state school officers.[1]

After the establishment of state departments and superintendents, administrative responsibility was soon delegated to local school people for direct operation of their schools. There arose the need for an administrative officer to serve in an intermediate position working with the state departments and local school districts. From the above mentioned yearbook we again find the following information:

> The job of an intermediate school official was largely one of routine detail in the beginning. School lands given by the federal government had to be looked after. State school funds had to be apportioned, administered, and accounted for. Furthermore, there was need for some official more familiar with the local conditions than the state superintendent could possibly be to see that legal requirements concerning the organization and operation of schools became effective.
>
> So the county superintendency began as an arm of the state department of education--as a downward extension of state administrative control. It did not

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[1] American Association of School Administrators, The American School Superintendency, Thirtieth Yearbook, op. cit., pp. 40-41.

> remain such, however. Few other areas of school government better show the willingness of Americans to experiment, modify, and reshape their administrative tools than does the evolving county superintendency.[1]

School administration and supervision by standing committees of board of education members and leading citizens became another aspect of early school practice. Pittinger reports that the Detroit Board of Education divided itself up into eight administrative committees to handle the affairs of the school when the school was first organized.[2]

Supervision by committees became very unpopular and unsatisfactory and before long schools began to reorganize in order to delegate responsibility to an administrative official called the superintendent. This was not accepted enthusiastically, as reported by the Association of School Administrators thirtieth yearbook staff, because committeemen could not see how one person could succeed where they had failed.[3]

Reeder reports that the first city school superintendency was established in Providence, Rhode Island, in the year 1836.[4] The American Association of School Administrators

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[1] Ibid., p. 45.

[2] Benjamin Floyd Pittenger, Local Public School Administration (New York: McGraw-Hill Book Company, 1951) pp. 44-45.

[3] American Association of School Administrators, The American School Superintendency, op. cit., p. 52.

[4] Ward G. Reeder, The Fundamentals of Public School Administration (New York: The MacMillan Company, 1958), p. 8.

yearbook entitled The American School Superintendency reports that superintendents of schools had been appointed in more than thirty of today's large cities by 1870.[1] In a book written by Moehlman entitled School Administration we read that by 1860 the superintendency was soundly established in this country.[2]

Toward the end of the first quarter of the present century we note a definite trend toward the predominancy of the superintendency. Reller reports that every sort and degree of multiple-headed organization was condemned at that time and authorities urged the adoption of the unit plan of administration. This plan, of course, calls for the superintendent of schools to be the chief executive officer.[3]

As early as 1916, Cubberley presented a plan of organization for large city school systems which advocated a unit organization with the superintendent acting as "coordinating head."[4]

---

[1] American Association of School Administrators, The American School Superintendency, op. cit., p. 54.

[2] Arthur B. Moehlman, School Administration (Boston: Houghton Mifflin Company, 1940), p. 241.

[3] T. L. Reller, "Executive Responsibility in City School Administration," The American School Board Journal, XCIII (November, 1936), pp. 21-22.

[4] Ellwood P. Cubberley, Public School Administration (Boston: Houghton Mifflin Company, 1929), pp. 276-277.

Recently Developed Concepts of School Administration

Fensch and Wilson, in their 1964 publication entitled The Superintendency Team, give a vivid description of a new concept of the superintendency. This explanation points out once again the definite trend that is taking place in medium and large sized school systems.

> The term "superintendent" is gradually taking on a new connotation. Historically the term brought to mind the image of a person; now it is beginning to symbolize a process. It is becoming a function rather than an individual, a collective noun instead of a title. The new meaning is confirming the prediction that the management of a school system as a one-man operation is rapidly fading except in the very small school districts; and the very small district is fading, too. The word "superintendency" describes the aggregate overseeing and leading of a school system's operations.[1]

Fensch and Wilson further discuss the organization of the superintendency team by giving the following additional information concerning the trend in today's school systems concerning modern concepts of school administration:

> The discussion thus far has been describing what is known as vertical organization, that is, organization that follows function. Assistants are appointed to handle matters pertaining to a given function such as business, personnel, or pupil personnel.
>
> Another approach to organization of a school system has become identified as horizontal. In this scheme assistants are employed to look after matters by levels, that is, elementary, secondary, adult education, or junior college. The assistant in charge of elementary schools will, for example, administer all functions pertaining to elementary education.
>
> Most of the early assistant superintendents were appointed on the horizontal principle. With the

---

[1]Fensch and Wilson, op. cit., p. 3.

> advent of scientific management, however, organizers were persuaded to accept the merits of the functional approach. The primary argument in favor of vertical organization is one of specialized efficiency. It permits an executive to prepare in depth for his responsibilities, and to operate as an expert in his limited field. While this arrangement contributes to efficient expertness, it does present problems of coordination and communication, a major concern of a superintendent in a large system, for which solutions are suggested later.[1]

No discussion of recently developed concepts of school administration would be complete without information concerning the concept of democratic school administration. This is a type of administration that is finding a place in more and more school systems in recent years and there is evidence to conclude that this development will continue in future years. In Reeder's book entitled The Fundamentals of School Administration we find the following comments concerning democratic administration:

> Just as there are two types of government, of labor-capital relationships, of home relationships, and of other ways of life in the world today, so there are two types of school administration. These are: first, the autocratic types; second, the democratic type. Of course, there are various combinations and various degrees of these two types, and the two poles are seldom, if ever, found in practice. Each school administrator must decide for himself which type of administration he will practice.
>
> In the democratic type of administration the school official or school employee conceives his duty to be to serve as a leader among his co-workers, not as their dictator. He desires to be known as a brother to his employees, rather than as their boss. He stimulates the group to work co-operatively for the achievement of common purposes; and this ability to work together for an altruistic purpose is

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[1] Ibid., pp. 28-29.

> the essence of democracy, whether it be in government, in school affairs, in home relationships, or elsewhere. He craves suggestions, and he even invites adverse criticism of present or of proposed practice; moreover, he organizes his department, his school, or his school system in such a manner that these suggestions and criticisms may be systematically and regularly obtained. He holds frequent meetings of his co-workers to discuss school problems. This type of school administration is coming more and more to be adopted in schools and school systems everywhere.
>
> Throughout, this book urges all school officials and school employees to adopt the democratic type of school administration. This type is urged because it is consistent with the democratic philosophy of life which America from the first has adopted, whereas the autocratic type is inconsistent with that philosophy. If democracy is to be made to function to the fullest, it must be practiced at every opportunity, and especially in our public institutions. Since the fundamental aim of the school is to prepare its members for democratic living, the school should exemplify that way of life.[1]

Almost every book on school administration or supervision presents a discussion of democratic administration and usually advocates the continuation of this type of administration in schools that have it and implementation of it in schools that do not have it. In this line of thought, the Thirty-fifth Yearbook of the American Association of School Administrators gives two implications for things that the superintendent or other educational leader might do to improve the quality of staff personal relations and further democratic ideals:

> The first implication is that of trying to sit in the place of the other person. If his behavior is determined by the way he perceives the situation, the

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[1] Reeder, op. cit., pp. 8-10.

> only way to understand his behavior is to try to perceive the situation as he does. Sitting in the other person's place is not easy, but anybody can do better at it if he tries.
>
> Another implication of these observations about personal relations calls attention to the importance of a psychological atmosphere that makes it easier for people to express the real meanings they see in situations of which they are a part. If a superintendent or other educational leader is working with a group of teachers and for some reason the teachers are afraid or unwilling to say what really is on their minds, the leader is unable to take into account some important realities. If he must make decisions without knowing these realities, he can make serious mistakes. If he can establish or help to establish an organization that facilitates free expression, his judgments will be improved in quality.[1]

In recent years the W. K. Kellogg Foundation has provided nearly seven million dollars over a ten-year period to aid the efforts of colleges and universities, state departments of education, and professional organizations toward improving school administration. The main purpose of this financial assistance was to create widespread programs with a common purpose of bettering the preservice and inservice preparation of school administrators. Much concern for programs of this kind was evidenced by administrators themselves who were becoming alarmed at growing criticism of public education.

In a book entitled The Social Sciences View School Administration the following information is given:

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[1] American Association of School Administrators, The Superintendent as Instructional Leader, Thirty-fifth Yearbook (Washington, D. C.: American Association of School Administrators, 1957), pp. 48-50.

> A growing interest in school administration has been evident in recent years. Much of this concern has come from school administrators themselves. The leadership of the American Association of School Administrators, alarmed at the growing criticism leveled at public education and confronted with various attacks on school districts throughout the country, proposed a national study which would focus its attention on educational administrators and school administration in the schools of today. Such a study came into being through the interest and financial assistance of the W. K. Kellogg Foundation of Battle Creek, Michigan.[1]

The 1960 report of the W. K. Kellogg Foundation left little doubt concerning the value of these improvement efforts. Through the participation of many organizations the outcome has been very satisfactory as the following statement from the report says:

> And new knowledge about administration and education has been disseminated to the men on "the firing line"--the school superintendents and other administrators who must put knowledge into practice if it is to serve its high purpose of improving the quality of education available to the children and adults of the United States and Canada.[2]

Early Development of School Personnel Administration

As pointed out in earlier statements the time-consuming complexities of school personnel administration have caused a distinct trend toward centralizing the job in a central office in medium and large size districts. From the

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[1] Donald E. Tope et al., The Social Sciences View School Administration (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1965), pp. 48-50.

[2] W. K. Kellogg Foundation, Toward Improved School Administration (Battle Creek, Michigan: W. K. Kellogg Foundation, 1961), p. 10.

twenty-fifth yearbook of the American Association of School Personnel Administrators, the following brief history of organized personnel departments is presented:

> As far as we know the first organized personnel department was set up in 1919 in Dallas, Texas. Some of the people who have done research in this field found that by 1939 there were only nine school districts in the United States that had identifiable departments of teacher personnel. It was about this time that the American Association of School Personnel Administrators had its beginning with a meeting of sixteen school officials whose basic interest was in the administration of examinations for teachers. Last year Eleanor Donald Malmborg of the Research Division of the National Education Association completed an outstanding study of the position of public school administrator in which she brought together much of the significant research that has been done in the field of school personnel administration. Her findings indicate that in 1944 there were only eighteen personnel departments in the United States. In 1950 there were thirty-five, and in 1954 there were sixty-seven. She was able to name 194 school systems with personnel departments known to exist in 1960. She feels it is safe to estimate that at the present time there are more than 500 school systems with personnel departments headed by personnel administrators. These figures indicate two important facts. The first is that the personnel department is a new arrival in educational administration, and the second is that organized personnel departments have had a phenomenal growth in recent years with the biggest growth period being the last ten years. I think we can say that the American Association of School Personnel Administrators has been a real force in influencing this rapid growth and development.[1]

From the same publication we find the following remarks concerning references to organized personnel administration:

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[1]"Report of the Organizational Structure Discussion Group" (Ernest W. Cabe, Jr., Chairman), Proceedings of the Twenty-fifth Annual Conference of the American Association of School Personnel Administrators, 1963 (Kansas City, Missouri: The Association), pp. 21-22.

> It is interesting to note that the literature is almost devoid of any reference to organized personnel administration until recent years. It was not until 1959 that Good's Dictionary of Education listed for the first time the term director of personnel. The 1960 edition of the Encyclopedia of Educational Research makes no reference to the public-school personnel administrator of the personnel department. Eleanor Donald Malmborg searched the standard texts in general school administration and found only a few incidental references to organized personnel administration. During the period 1940 to 1952 no textbooks concentrated specifically on public-school personnel administration but from 1952 to 1956 six were published in quick succession including the AASA Yearbook, Staff Relations in School Administration in 1955.[1]

The following is an account of the development and status of school personnel administration as described by Chandler and Petty:

> Management of the personnel function in the early school systems in the United States was not considered of sufficient importance to justify elaborate planning and organization. Short terms and small school units "run" by the directors did not have the expressed need for personnel organization. Even in the larger cities the school "system" often consisted of a number of comparatively small units. As an illustration of this situation, prior to the Civil War Chicago had five or more school districts. These smaller individual units did not encourage the development of specialized administrative functions.
>
> While the superintendency as a professional position was taking shape during the latter part of the nineteenth century, the larger school systems were also developing. At this critical time nothing was being done within the school administrative organization to establish personnel departments. Under such conditions the school personnel function was permitted to grow somewhat haphazardly. It was during the very latter part of the last century that industry was beginning to place emphasis upon the personnel function.

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[1] Ibid., pp. 22-25.

> School systems borrowed from industry in the first attempts at formalizing the personnel function.[1]

In an effort to point out reasons for increased personnel activity in school administration Chandler and Petty report the following:

> Both the increasing number of staff members and the more highly specialized duties performed by them have tended to emphasize the need for a critical look at the personnel function in school organization. This more critical appraisal of an important part of school administration has been in the process of development since the period immediately before World War II.[2]

Recent Concepts of School Personnel Administration

School personnel administration, as validated by literature written relative to early development of school personnel administration, was slow to emerge. Realizing the importance of school personnel administration to the ultimate success of the over-all program of education, chief school administrators or superintendents were reluctant to give up this phase of administration. Even after school personnel departments came into existence history shows that the function and organization was rather simple and consisted mainly of procedures for the selection of employees.

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[1] B. J. Chandler and Paul V. Petty, Personnel Management in School Administration (Yonkers-on-Hudson, New York: World Book Company, 1955), pp. 27-28.

[2] Ibid., p. 29.

In recent years, however, the demands for increased services have broadened the scope of school personnel administration to the point that it has become a very complex operation and has been put in a place of importance in the school organization. Relevant to statements of increased demands are the following observations of Fensch and Wilson which point out the complexities and the variety of responsibilities that are connected with school personnel administration in today's school systems.

> Administering a large staff of employees is a many-sided job. It embraces such a variety of responsibilities that it is understandable why the superintendent of a growing district finds it necessary to turn over much of this work to an assistant. In addition to employing and separating teachers to and from the staff, the person in charge of personnel will have to assist in evaluating and assigning teachers; he will recruit them; issue contracts; handle salary and contractual problems; conduct follow-up studies of teachers on the job; work with the payroll department; keep records of sick leave, sabbatical years, and leaves of absence; manage merit systems if they are used; counsel with teachers; manage the substitute teacher program; initiate personnel policies; and perhaps work with non-teaching personnel. The position of assistant superintendent in charge of personnel is a continuous, twelve-month job in medium and large school systems.[1]

Fensch and Wilson continue to add impetus to this seemingly insurmountable task by explaining a new concern in school personnel administration:

> Adding to the importance of the personnel function is the increasing concern for personal welfare that has developed in the past three decades. Management now realizes the necessity of having good

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[1] Fensch and Wilson, op. cit., pp. 162-163.

> employees and providing conditions that keep them contented, productive workers. The need is especially obvious for education. The success of the total enterprise is dependent upon what happens in the classroom. Parents commonly evaluate a school system on the single basis of whether or not their children are receiving good instruction. And yet schools were tardy in joining the reawakening of concern for the employees.[1]

The American Association of School Personnel Administrators Committee on Standards has produced a document that reflects the major concerns of the members of the Association for a number of years. It is entitled, Standards for School Personnel Administration. The publication of the present report was authorized by the Association with the understanding that it is still to be considered as a working draft with improvements to be made from time to time. However, this first publication gives a rather comprehensive picture of school personnel responsibilities and functions. A good explanation of the needs for such a document is given in the introduction:

> The social, legal, and technical developments of our generation have brought to the superintendent of schools a wide diversity of duties, in each of which his responsibility is direct and inescapable. School plant, community relations, curriculum, and finances are among the evident matters demanding his fullest attention and utmost skill. Paralleling these well-recognized areas of administrative responsibility are those many recurring concerns which are called personnel problems. Each of these is distinct in itself, some are potentially explosive, and each precedes or follows a chain of important human reactions and employee attitudes. Together or separately, these concerns are critical to the success of the school program and lie at the very center of administrative effectiveness.

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[1] Ibid., p. 163.

> Just as the superintendent may find it necessary to delegate certain responsibilities in business and instructional administration, he finds that he needs professional help in dealing personally with the many problems of personnel administration that arise daily.[1]

The above mentioned publication also includes a broad description of the scope of the personnel function in the following manner:

> School personnel administration is that part of executive responsibility which is concerned with providing an adequate staff of qualified teachers and other workers; and with recommending and developing such working conditions that these individuals will be enabled to serve children and youth with growing effectiveness, will receive proper compensation, and may be retired in dignity when their working careers are completed. There are many facets to personnel administration in addition to the obvious function of finding and employing competent persons to staff the schools. Among them are placing staff members where they can give the best service, giving leadership in the framing and improving of personnel policies, providing helpful counsel and consideration when problems of adjustment arise, setting up plans for evaluation and growth in service, and developing conditions of work that will promote morale and pride in achievement.[2]

In his book, entitled Administering the School Personnel Program, Castetter places the personnel activities into three broad clusters. He then adds several generalizations to be derived from the analysis of the activities which comprise the personnel function:

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[1]American Association of School Personnel Administrators, Standards for School Personnel Administration, A Report Prepared by the Committee on Standards (Kansas City, Missouri: American Association of School Personnel Administrators, 1960), p. 10.

[2]Ibid., pp. 10-11.

> The personnel function as conceptualized in Figure 1 includes three broad clusters of personnel activity: (1) determining personnel needs, (2) satisfying personnel needs, and (3) maintaining and improving services.
>
> There are useful generalizations to be derived from analysis of the activities which comprise the personnel function. Examination of Figure 1 suggests that (1) personnel activities are extensive and varied, (2) personnel are administration's preeminent concern, (3) many of the tasks are of a specialized nature, (4) there is wide involvement of persons in the conduct of the personnel program, (5) numerous decisions concerning personnel are required at different operational levels, (6) policies are necessary to guide the program, (7) continuous planning is basic to sustain the effectiveness of the program, and (8) the personnel function is closely related to all other administrative functions.[1]

As pointed out earlier in this chapter, a new concern that has developed in recent years is the concern for the personal welfare for employees of the public schools. Schools have lagged in this respect. In addition to Fensch and Wilson's comments relative to staff welfare that have already been presented, a quote from Kindred and Woodard seems appropriate. In their 1963 publication, entitled Staff Welfare Practices in the Public Schools, the following comments are given:

> An important function of personnel administration is that of meeting the welfare needs of professional workers in school systems. These needs relate to mental and physical health, psychological viewpoints toward employment, social status in the community, and the ability to meet the economic demands of daily life.
>
> The purposes behind welfare provisions in the personnel program are greater efficiency in carrying out the philosophy and objectives of the school system,

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[1]Castetter, op. cit., p. 28.

> strengthening staff cooperation, eliminating annoyances and worries which interfere with service performance, helping to bring out each individual's potential for growth and development, attracting high-grade young people into teaching, and increasing the amount of satisfaction derived from employment.
>
> Care must be taken in formulating welfare policies and practices to provide for the nonmaterial as well as the material needs of personnel. Both considerations have an influence on the attitudes, feelings, and efficiency of workers. It has also been discovered that the way in which policies are determined may have even more an impact on attitudes and actions of workers than the benefits they provide.
>
> The areas in which policies and practices should receive careful attention--aside from salary, tenure, and retirement--are health and recreation, working conditions and environment, leaves of absence, insurance protection, and benefit associations and services.[1]

The 1960 Yearbook of the American Association of School Administrators discusses some of the pertinent problems that school administrators invariably have to face in modern school administration. These represent but a few of the problems that must be coped with and solved in school personnel administration. Such problems as these support the concept that the medium or large school system needs a personnel department operating under a personnel director who has the authority to make most of the decisions that confront his department. The superintendent, in today's complex and comprehensive school systems, simply does not have the time

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[1]Leslie W. Kindred and Prince B. Woodard, Staff Welfare Practices in Public Schools (Washington, D. C.: The Center for Applied Research in Education, Inc., 1963), p. 105.

to handle all of the functions of school administration although he must be the final authority in all decisions.

The above mentioned yearbook contains the following information:

> Take any area of school operation and it is found to have its problems. These almost always involve conflicts, dilemmas, and complex effects. Persistent problems in personnel, for example, include: What kind of in-service programs will really result in development of an abler staff? How can you select the best persons for administrative assignments? In what ways can a limited salary budget be used to motivate staff members, and perhaps to reward outstanding performance without damaging general morale?[1]

The same publication provides the basis for a suitable attempt at finding answers to these questions by making the following observations:

> Today's school administrator, like the modern industrial executive, the modern coach, or the modern military leader, merges his talents and his energies with others in the organization in ways to promote the common goals. The most effective administrators seem to be people who surround themselves with the best associates they can get; who freely admit they cannot decide everything; and who learn to use the ability of others. When associates bring in conflicting counsel, decisions are left open, as far as possible, pending the testing and evaluation that experience will provide.[2]

Of no little concern to boards of education, to chief school administrators, and to school personnel administrators has been the militancy among the nation's public school

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[1] American Association of School Administrators, Professional Administrators for America's Schools, Thirty-eighth Yearbook (Washington, D. C.: American Association of School Administrators, 1960), p. 131.

[2] Ibid., p. 130.

teachers noted especially in the years of 1963, 1964, and 1965. Teachers are advocating a more formalized system of communication than they have operated under in the past. On the other hand, boards of education and school administrators believe that the proper channels of communication should be adhered to if the school systems are to be administered efficiently and effectively. Professional teachers organizations and unions continue to seek legislation that would establish their right to negotiate formally with boards of education.

Regardless of the conflict that has been brought about by this recent action of teachers there seems to be no subsiding of this militancy. Indeed, it seems to be increasing. A bulletin produced by the United States Department of Health, Education, and Welfare, entitled Teachers Negotiate with Their School Boards, points out this trend in the following manner:

> The issues which have been singled out for discussion have a high degree of importance as they relate to procedural rules whose implementation signifies certain potential changes for public education. Of major importance has been the matter of the definition of the items which might be considered negotiable. Examples of current or proposed matters range from salaries to promotion, in-service training, and the curricular program. As this definition is extended, the importance, time, effort,

> and funds devoted to negotiations between the boards and the teachers will undoubtedly increase.[1]

Almost all of the literature concerning administrative organization of the public schools concludes that the superintendent is the chief executive officer and all channels of communication are directed toward him and through him. The superintendent, in turn, is responsible for all recommendations to the board of education. However, the authorities who furnished the literature consistently agree that the professional staff should be involved in policy development. This suggests a cooperative effort on the part of the superintendent, his adminstrative staff, and the instructional staff.

It might be logical to conclude that autocratic administration tends to widen this gap between the administrative staff and the instructional staff. At the same time we might conclude that the involvement of the instructional staff in the development of policies might narrow this gap.

Chapter Summary

This chapter was organized to present a brief historical review of the developments in both school administration and school personnel administration and to review recently

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[1]James F. Steffensen, Teachers Negotiate with Their School Boards, U. S. Dept. of Health, Education, and Welfare Bulletin No. 40 (Washington, D. C.: U. S. Government Printing Office, 1964), pp. 58-59.

developed concepts brought about by social changes and technical developments in our generation.

The examination of the literature showed that the first city school superintendency was established in 1836 and by 1870 the superintendency was soundly established in this country. However, school personnel administration was late in developing and had its beginning in 1919 in Dallas, Texas. In 1950 there were only thirty-five school systems with personnel departments in this country. In 1960 the number had climbed to 199 and at the present time there are over 500 school systems that have personnel departments.

The term "superintendent" has gradually taken on a new meaning. This new concept pictures the superintendent as a process or a function rather than an individual.

The superintendents, realizing the importance of good personnel to the success of the educative process, were reluctant to give up the personnel phase of their administration. However, the increasing number of staff members and more highly specialized duties required in personnel work have caused chief school administrators to select other competent administrators to assist him.

The scope of the position of personnel director in public schools has grown to the point that it now includes many functions and responsibilities. The main functions are: staff procurement and utilization, staff development, and staff welfare. However, these are very broad terms and must

be broken down into duties and responsibilities if one is to get a clear picture of the scope of school personnel administration.

Among the responsibilities and duties that are found in connnection with the above mentioned functions are: personnel accounting and research, recruitment, interviewing, screening, selection, placement, assignment, transferring, orientation, inservice education, evaluation, promotion, recognition, and morale. Also included are salary administration, job classification and description, grievances, suspensions, retirement, and several other responsibilities.

A concern to school administrators and boards of education that has grown in intensity in the last two or three years has been the militancy among the nation's public school teachers. It is evident that this trend will continue and teachers will continue to seek the right to negotiate directly with boards of education instead of proceeding through established and defined channels.

The concluding statement in the chapter suggests that a possible solution to this militancy would be the involvement of teachers in the democratic and cooperative development of policies. The literature strongly supports this.

CHAPTER III

FORMULATION OF GUIDING PRINCIPLES FOR SCHOOL PERSONNEL DIRECTORS

As pointed out in Chapter I certain guidelines are needed if the position for personnel director in large city schools is to be appraised on the basis of its place in the organization, its services, and its responsibilities. These principles were formulated from authoritative literature concerning principles, practices, and procedures of school personnel administration and are based on the convictions on which these authorities consistently agree.

Each principle is accompanied with explanatory comments relative to its significance. Each principle is also accompanied by citations from authoritative literature which serves as validating support for the principles.

Principle I: The school system should be administered under the unitary plan of organization with the superintendent of schools serving as the chief administrative officer and coordinator.

Under this plan lines of communication are defined and established and all reporting proceeds through the proper

channel which is necessary for the school program to be carried out in an efficient manner.

There is widespread support in the literature for the unitary type of organization in public schools. This support is found not only in the literature dealing with general school administration but in the literature dealing with school personnel administration as well.

Reeder lists three distinct advantages of the unit type of school organization and points out that the trend in both theory and practice is toward the adoption of the unit type and away from the multiple type:

> The advantages of the unit type of school organization may be summarized as follows:
> 1. It provides for centralized control, and such control is considered to be, at least in all other fields of endeavor, a first principle of efficient management. Try to imagine a company of soldiers having more than one captain, or an industry having more than one superintendent.
> 2. It tends to prevent the development of friction, which frequently occurs in multiple-headed organization. It obtains coordinated effort.
> 3. It guards against the waste resulting from duplication of effort, which frequently exists in multiple-headed organizations.[1]

Fensch and Wilson give their support to the unitary type of administrative organization as opposed to the multiple type by contributing the following information:

> It is not desirable to organize a school system so that two or more top bosses are on an equivalent plane of authority to the governing body, with neither administrator accountable to the other. Fortunately, the majority of school systems are not

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[1]Reeder, op. cit., pp. 73-74.

so organized, though perhaps one-fourth of all districts have some vestages of multiple control.[1]

Chandler and Petty report the finding that only a few multiple type organizations are still in existence and some of these are in a state of transition or revision.[2] They also endorse the unitary plan because of its democratic administration implications. They report the following:

> Certain advantages are claimed for the unitary pattern of administrative organization. Under such a plan the school board may hold one individual responsible for the entire operation of the school system. This in itself implies that the person responsible must of necessity be a professional educator. It is only under this type of organization that democratic school administration in its presently accepted sense can be achieved. This statement is valid in spite of the fact that unitary organization can also be effectively used by an autocratic administrator to achieve his purpose. The key to the difference between autocratic and democratic administration does not lie in the organizational pattern but rather in the approach of the administrator in working with the people in the organization.[3]

The American Association of School Administrators, in their 1952 yearbook, gave strong support to the unitary plan of organization as indicated in the following statement:

> To reiterate what every treatise on administration has said, there can be only one chief executive in an effective organization. A dual- or triple-headed plan simply will not work. It is wrong in principle. It breeds confusion and ill will. The chief executive alone is ultimately responsible. He carries the blame, rightly or wrongly. He alone is

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[1] Fensch and Wilson, op. cit., p. 208.

[2] Chandler and Petty, op. cit., p. 32.

[3] Ibid., pp. 32-24.

> legally responsible to the board, altho his assistants function as assistants and may attend the schoolboard meetings.[1]

Principle II: The personnel department of the school system should be administered under the unitary plan of organization, subject to the authority of the superintendent of schools.

If the unitary plan of organization is clearly established as being the desirable type of organization as advocated in Principle I, it stands to reason that the personnel services should also be administered under this plan. This principle is based on the premise that the personnel department can function more efficiently if it is directed by one official that reports directly to the superintendent of schools.

The first edition of Standards for School Personnel Administration published by the American Association of School Personnel Administrators in 1960 makes it clear that the superintendent of schools furnishes professional leadership to the personnel department but at the same time delegates responsibilities to the personnel organization. They have the following to say about the relationship of the superintendent to the personnel department:

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[1]American Association of School Administrators, The American School Superintendency, Thirtieth Yearbook, op. cit., p. 87.

> The superintendent of schools furnishes the professional leadership for the development and improvement of an adequate program of personnel administration to meet the needs of the school system. The superintendent:
>
> 1. As chief administrator, judges the stage which the school system has reached in its growth and development in order to recommend the kind of personnel organization which will currently serve best to achieve the purposes of education.
> 2. Determines to what extent and in what manner personnel functions are to be delegated to professional subordinates. This sharing or delegation of responsibility and authority is made clear and definite.
> 3. Makes it possible for the personnel administrator to report directly to him without having to go through an intermediary.
> 4. Sees that the personnel administrator is given a title and status commensurate with the duties and responsibilities required by the position.
> 5. Shares with the personnel administrator a concern for effective personnel administration.
> 6. Is careful to establish definite delegation of authority and responsibility between the personnel organization and other departments of the school system and to provide effective channels of coordination and communication among them.
> 7. In the delegation of duties and responsibilities to the personnel organization, is mindful of the scope and extent of the duties assigned, and recommends adequate staff to accomplish the work required.
> 8. Assumes the same final responsibility for all personnel actions as he assumes for other key areas of school administration.[1]

In the Twenty-fifth Yearbook of the American Association of School Personnel Administrators the report on "Organizational Structure" contains the following information in support of Principle II:

> In my opinion the ideal central administrative organization is one in which the heads of the major administrative divisions are responsible directly to the superintendent and serve as an administrative cabinet

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[1] American Association of School Personnel Administrators, Standards for School Personnel Administration, op. cit., p. 20.

> which meets frequently for the purpose of discussing adminstrative tasks and problems that cut across all departments. As a matter of fact it is difficult to conjure up any administrative problem that doesn't involve at least two major departments. Personnel administrators should have a special ability to work in the ebb and flow of this kind of administrative arrangement.[1]

J. Bernard Chichester, Assistant Superintendent in the Seattle Public Schools, Seattle, Washington, made the following observation at the twenty-sixth annual conference of the American Association of School Personnel in Philadelphia last year: "Whatever form of organization is used it is suggested that, where possible, all personnel functions be the responsibility of the personnel department."[2]

In support of the type of organization in school personnel administration as expressed in Principle II, Castetter makes the following relevant observation:

> In its best sense, the personnel function is a specialized staff activity under the direction of an assistant superintendent in charge of personnel. It exists to render advice and service to the administration and to personnel within the organization, and is comprised of subfunctions such as forecasting personnel needs; preparation of pertinent budget data; job analyses; salary and wage administration; record keeping; supervision of personnel benefits; advisement and assistance in the recruitment,

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[1] "Report of the Organizational Structure Discussion Group" (Ernest W. Cabe, Jr., Chairman), Proceedings of the Twenty-fifth Annual Conference of the American Association of School Personnel Administrators, op cit., p. 28.

[2] J. Bernard Chichester, "How to Organize a Personnel Department," Proceedings of the Twenty-sixth Annual Conference of the American Association of School Personnel Administrators, 1964 (Philadelphia, Pennsylvania: The Association), p. 31.

> selection, and placement of personnel; and continuous appraisal of employment conditions.[1]

The American Association of School Administrators gives some further supporting opinions concerning the personnel department's organization under the unit plan by pointing out the following:

> The superintendent and each of his assistants should have no more than a reasonable number of persons directly responsible to them personally for leadership. Responsibilities should be clarified, grouped, and delegated so that individual duties and lines of authority are clear. Authority, in the sense of imposing a decision on an unwilling subordinate, is seldom invoked in a smoothly running system. Most of the operating decisions are made by the authority of the person who is doing the particular work at hand.[2]

Principle III: The school personnel director should be a highly qualified school administrator and experienced educator with preparation requirements and characteristics similar to those desired in the chief school administrator.

A general discussion was written in Chapter I concerning the importance of adequate staffing in the public schools and the effect a good faculty has on a school system. Other personnel responsibilities and functions have reached new heights in importance during the last few years. This is why Chandler and Petty declare, "The best qualified man available

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[1] Castetter, op. cit., pp. 33-34.

[2] American Association of School Administrators, The American School Superintendency, op. cit., p. 85.

should be selected to head the personnel office."[1] They continue with the following information concerning the qualifications of the school personnel director:

> In considering qualifications for the position certain things must be noted. The personal characteristics of an assistant superintendent or director in the personnel field should probably be very similar to those desired in the chief school administrator or the superintendent. He should have educational qualifications equal to those of the chief school administrator and his judgment should be as mature. The ability to meet and work with people is a necessary quality for most top-level administrative staff personnel in school organizations.[2]

Miller and Smalling describe one of the services of the personnel director as being professional. They write: "It is generally recognized that the selection of well-trained personnel is a highly skilled professional task."[3] If personnel work is highly skilled and professional then it seems logical that the person directing the personnel work should be highly skilled and professional.

Fensch and Wilson present an appropriate list of qualifications for the assistant superintendent in teacher personnel as follows:

> The assistant superintendent for teacher personnel should have adequate training in the following areas:

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[1] Chandler and Petty, op. cit., p. 553.

[2] Ibid.

[3] Van Miller and Willard Smalling, The Public Administration of American Schools (Yonkers-on-Hudson, New York: World Book Company, 1952), p. 316.

Administration of public schools.
School law.
Personnel management.
Interviewing techniques.
Curriculum and methodology in both elementary and secondary levels.
School finance and budgeting processes.
Communication (oral and written).
Record keeping, data processing, and office procedures.
Extensive work in psychology, human relations, and group dynamics.

The assistant in this department should also be thoroughly familiar with the personal and legal aspects of these areas:

Retirement system of the state.
Social Security, where applicable.
Workmen's Compensation laws.
Civil Service.
Teacher placement offices of the colleges and universities in the area from which teachers for his system are recruited.
Managers of commercial teachers' agencies.
Local and area chapters of educational organizations including:
Teachers association.
Phi Delta Kappa, Kappa Delta Pi, Delta Kappa Gamma, and similar professional honorary associations.
American Association of School Administrators.
National Association of Elementary School Principals.
National Association of Secondary School Principals.

It is highly desirable that this officer develop talent for appraising human potential, for motivating people toward their best performances, and for establishing favorable rapport with and among members of the profession.[1]

The American Association of School Personnel Administrators describe the personnel administrator in their handbook entitled Standards for School Personnel Administrators. This is their description:

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[1]Fensch and Wilson, op. cit., pp. 165-166.

> The personnel administrator is sensitive to the feelings of others, skillful in administration, competent in educational leadership, and appropriately prepared and certified.[1]

In consideration of the professional preparation and certification of school administrators, Reeder gives support to Principle III by pointing out the trend in the United States at the present time:

> The tendency everywhere is toward requiring at least two years of teaching experience plus at least one year of graduate work, with emphasis on school administration, for all types of positions in school administration.[2]

Principle IV: Written policies and regulations of the board of education should be available to furnish guidelines for the administrative procedure.

There is very strong support in the literature for Principle IV which advocates written policies under which the system operates. This set of policies should be available to all employees in order that the school system can be administered and the educative process can be carried on with the least amount of friction possible. It is poor school administration to try to attempt to carry out school policy on an oral basis because lines of responsibility and authority cannot be made clear in this manner.

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[1] American Association of School Personnel Administrators, Standards for School Personnel Administration, op. cit., p. 22.

[2] Reeder, op. cit., p. 18.

Sears has the following to say about policy-making:

> By policy here is meant the principles and purposes by which the schools of the district are carried on. Policies are needed if management is to be consistent throughout the system and from day to day and month to month. To be good, policies must be consistent and unified; they must provide for decisions and actions favorable to the attainment of school objectives; they must be adequate to cover all cases, conditions and circumstances that may reasonably arise in management; and they must be implemented with regulations, plans, standards, procedures, and with competent and responsible personnel.[1]

In support of the importance of the fact that the board of education must declare its educational objectives through formally adopted policies, Fensch and Wilson give the following characteristics of a properly conceived and phrased set of board policies:

> It is stated in broad, general terms but clear enough to allow executive direction and interpretation.
>
> It reveals the philosophy of the board of education as the members understand the desires of the community pertaining to the matter.
>
> It provides purpose and rationale for the subject about which a policy is being made.
>
> It suggests how the matter is to be carried out; in a few instances it may indicate who should execute the policy.
>
> It is never executive in substance or tone.
>
> It covers situations which are likely to occur repeatedly.
>
> It is usually brief but may be lengthy on a few concerns of the board.
>
> It is always subject to review by the board with the objective of improvement in accordance with changing conditions.[2]

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[1] Jesse B. Sears, Public School Administration (New York: The Ronald Press, 1947), p. 207.

[2] Fensch and Wilson, op. cit., pp. 50-51.

Castetter reports that the concept of written policies is on the increase since 1946 and makes the following observation concerning putting policies into written form:

> To be effectively and consistently applied, policy must be clearly understood. This is why boards of education are constantly urged to put their policies into written form so that they can be interpreted by school personnel, the public, and those groups which frequently participate in the task of improving the school.[1]

In support of the principle of having written policies of the board of education Reeder points out that city schools are ahead of town and rural schools in written policy development but urges schools in all areas to take such steps. He makes the following observations:

> Recent investigations have shown that less than half the boards of education in cities have adopted sets of rules and regulations outlining the administrative procedures and relationships of school officials and school employees. Such rules and regulations exist infrequently in the cities--the communities in which the more progressive schools are usually found--and they are almost as scarce as dodos in the town, village, and rural school systems. A good set of rules and regulations should be adopted by every school system.[2]

Principle V: Written personnel policies are developed cooperatively by the professional staff and the board of education and should be continuously interpreted and reviewed.

There are many reasons why personnel policies should be written form but the basic purpose for establishing

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[1] Castetter, op. cit., p. 37.

[2] Reeder, op. cit., p. 71.

personnel policies is to facilitate the total program of the school. Since it is impossible for the personnel administrator to counsel with all employees on a personal basis in medium and large schools it is next to impossible to operate without a set of written policies.

Since the school staff will be affected most by personnel policies there is strong support in the literature for the involvement of staff in policy formulation and development. Chandler and Petty offer the following sound advice concerning the development of personnel policies:

> If the administrative official responsible for the personnel function had the time to counsel personally with each staff member upon all problems arising from his relationship with the organization, the formulation of detailed personnel policies would be unnecessary. However, such a practice would be impossible in most school systems. Furthermore, it probably would not be desirable in most cases. Although a rule-of-thumb approach may be workable in a small situation, it still lacks consistency and definition as an administrative technique. The formulation of definite policies covering problem areas is the best present answer for this administrative matter.
>
> "Democratic" is the descriptive term used most often to present the current philosophy of administration. In the field of policy making an excellent opportunity is given to practice democratic techniques of administration. A plan should be provided that will permit staffs to contribute ideas to policy formulation. A simple suggestion box used with proper understanding and explanation may be a first step in this direction. Further toward the ultimate goal of maximum participation by staff members is a plan wherein meaningful representation of all members in the organization has a definite voice in the development of personnel policies. Ideally, in all

> organizations there should be definite, meaningful, and planned participation by the staff.[1]

As we have so many times in this manuscript, we again refer to the American Association of School Administrators which strongly believes in staff participation in policy making. The following is their explanation:

> Cooperative group planning and study and arriving at decisions and action programs on the basis of majority opinion represent a democratic process which unifies the staff and improves the program of instruction. School employees should be identified as persons worthy of recognition for individual ideas and efforts contributed towards the welfare of the institution.
>
> The morale of the school employees must be high if the school system is to operate most efficiently and effectively. Respect for the employee's opinion is one excellent guidepost for the personnel administrator. The administrator should encourage employee participation in school and community affairs and should give credit where credit is due.[2]

The Personnel Policies Committee of the Oklahoma Education Association has developed a pamphlet entitled Good Personnel Policies which gives the following information in its introduction:

> The Committee on Personnel Policies in preparing this pamphlet has been guided in its work by the belief that personnel policies establish and define relationships and set standards. A personnel policy is a statement of the principles which guide the judgments affecting all persons coming within the authority of the school.
>
> The committee also believes that sound personnel policies should be formulated cooperatively by the professional staff and the board of education. Each

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[1] Chandler and Petty, op. cit., pp. 17-18.

[2] American Association of School Administrators, The American School Superintendency, op. cit., p. 168.

> member of the staff should have a copy of the adopted policies and practices.
>
> Sound personnel policies are essential for faculty and student morale and for the progress of the educational program and the teaching profession.
>
> Written policies are important to all persons concerned with the school program because they prevent problems and encourage competent staff members to remain in the profession.[1]

In the American Association of School Personnel Administrators handbook entitled Standards for School Personnel Administration the following information concerning policy development is given:

> The development of personnel policies is a cooperative process involving teachers, administrators, board members, and lay citizens, all of whom may have contributions to make.[2]

Grieder and Rosenstengel make the following relevant statement pertaining to policies and decisions:

> One of the fundamental tenets of the democratic process is that those who are affected by policies and decisions are entitled to participate in making them.[3]

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[1]The Oklahoma Education Association, Good Personnel Policies, A Report Prepared by the Committee on Personnel Policies (Oklahoma City, Oklahoma: Oklahoma Education Association, 1960), p. vii.

[2]American Association of School Personnel Administrators, Standards for School Personnel Administration, op. cit., p. 21.

[3]Calvin Grieder and William Everett Rosenstengel, Public School Administration (New York: The Ronald Press Company, 1954), p. 90.

Principle VI: School personnel administration is a position of public trust and confidence and must be directed on the basis of integrity and impartiality.

In that the welfare of the students is the prime consideration in staffing schools the personnel director should be free from pressures to make recommendations that he does not feel is in the best interest of the school system. Selection of staff should be a professional responsibility that is carried out on a strictly professional basis.

Chandler and Petty list two basic purposes that characterize the selection process which are pertinent to impartial school personnel administration:

> Two basic purposes characterize a satisfactory selection program. The first purpose is to procure the best qualified persons available so that the school system's obligations to the community may be met with optimum effectiveness. A second purpose is to treat each applicant and his qualifications in a thoroughly professional manner. The skill, knowledge, training, and capacities for growth of each candidate should be judged as objectively as is humanly possible.[1]

Along this same line of thinking Miller and Smalling give the following opinion:

> Although the local board of education is legally responsible for selecting teachers, it is the superintendent of schools who recommends the person he believes best fitted for a position.[2]

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[1] Chandler and Petty, op. cit., p. 116.

[2] Miller and Smalling, op. cit., p. 315.

Reeder lists one of the important qualities which educational leaders have as follows:

> They are sincere, fair, impartial, and frank in all their discussions and decisions, and they encourage their co-workers to be the same with them. They do not want eternal "yes" men around them. They are able to say "no" to impractical or unjustifiable requests.[1]

The American Association of School Personnel Administrators handbook on Standards for School Personnel Administration gives a concise statement that very effectively points out the responsibility of the personnel director relative to qualities of fairness and impartiality in school personnel administration:

> Policy formation and operational practice should provide safeguards against undue pressures and personal influence in the selection, placement, and treatment of staff members. The principle of fairness and impartial decision should consistently prevail in personnel actions.[2]

Principle VII: Realizing the importance of professionalism in education, the personnel administrator should encourage membership and participation in professional organizations and should set an example by becoming a member and participating in professional organizations that will improve his services.

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[1]Reeder, op. cit., p. 23.

[2]American Association of School Personnel Administrators, Standards for School Personnel Administration, op. cit., p. 13.

Almost every authority in education recognizes the importance of professional organizations to the field of education and urges educators to support these organizations. Since references are so numerous a limited number will be cited in support of Principle VII.

The American Association of School Administrators gives the following opinion concerning the attitude of administrators to professional organizations:

> Superintendents more and more are realizing the value not only of the general educational organizations but also of classroom teachers' organizations, principals' organizations, and subject matter groups, as well as their own organizations of superintendents. Indeed, wide-awake administrators foster and nurture these associations, because they result in better educational programs.[1]

Chandler and Petty point out the fact that the lot of teachers has been improved considerably through the efforts of professional organizations and suggest that teachers hold active membership in local, state, and national organizations. They offer the following sound advice:

> Professional organizations are coming to hold an important place in education. They are numerous and influential. Approximately 500 national and regional professional educational associations and over 100 state associations are listed in the United States Office of Education publication, The Educational Directory. Professional organizations have actively supported legislation designed to improve the lot of teachers. They have provided significant leadership in untold numbers of programs aimed at educational improvement. Through their efforts standards for membership in the profession have been raised

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[1] American Association of School Administrators, The American School Superintendency, op. cit., p. 237.

> substantially. Their work in spreading new ideas has also been of inestimable value to the profession.
>
> The teacher needs to hold active membership in several professional organizations--local, state, and national. He also needs to subscribe and adhere to a desirable code of professional ethics. If the school system places appropriate emphasis on these two needs, it will be reflected in the induction program.[1]

Castetter carries this discussion a bit beyond the improvements of the general welfare of teachers and emphasizes the improvements that professional organizations have done for education in general:

> Closely akin to improvement of the general welfare of school personnel are various education associations and organizations which have been established to help solve some of the general professional problems standing in the way of the advancement of education, such as promoting professional standards, improving the quality of service rendered, furthering the social and economic status of the membership, and enhancing the cause of education.[2]

Although teacher unions are not new in this country their numbers have been small compared to other teacher organizations. However, they have gained in strength in recent years and articles relative to teacher unions have appeared in the literature quite often. The subject of teacher unions has been very controversial and this study will cite two sources concerning their value.

The first source is that of Carl Megel, President of the American Federation of Teachers, in his article printed in the February, 1964 issue of The Nation's Schools:

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[1]Chandler and Petty, op. cit., p. 163.

[2]Castetter, op. cit., p. 326.

> The teacher, the administrator, and the community all stand to gain from the establishment of collective bargaining. The teacher obtains a voice in determining his terms of employment; the administrator can locate real grievances among the teachers and have his professional objectives strengthened by the union; and the community can have the satisfaction of constructing a more effective educational system--based on the principles of American democracy.[1]

On the other hand the American Association of School Administrators makes the following observations concerning teacher unions, in their Thirtieth Yearbook:

> In the United States the teachers' union movement was started in 1916, and is now reported to be organized in about 360 local unions. No administrator should try to prevent teachers from affiliating with any legal and legitimate teachers' group when that is their considered wish. However, the administrator has a responsibility to build loyalty to the profession and to help his fellow-teachers to analyze and recognize the alternatives between which they are choosing.
>
> In general, the teachers' union is a protest group that finds a footing in places where a group of teachers feel that they have a grievance. A superintendent who fails to recognize the just claims of the professional association as an accredited representative of the teaching staff, who permits inequities in salaries or conditions of employment to go uncorrected, who lets classroom teachers be "pushed around" without asserting his professional obligations on their behalf--this administrator is inviting the formation of a teachers' union.[2]

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[1] Carl Megel, "Can a Case Be Made for Teachers Unions," The Nation's Schools, LXXIII, No. 2 (February, 1964), pp. 51, 93.

[2] American Association of School Administrators, The American School Superintendency, op. cit., p. 241.

Principle VIII: Since the chief objective of school administration is to further the education program, the personnel director should seek staff members of the highest competence in order to give quality instructional service to students.

As pointed out earlier, personnel departments were first organized for the purpose of selecting employees, and their scope did not go far beyond this responsibility in the beginning. Selection of staff has continued to be the most important duty of the personnel department and much time and study have gone into the improvement of this responsibility. The selection process is made up of many facets including such tasks as recruitment, investigation and screening, interviewing and appointment.

Reference is again made to Chandler and Petty who give the following opinion concerning staff selection:

> Teacher selection is the cornerstone of the staff personnel program. There seems to be general agreement among educators that, because of the close relationship between the quality of the instructional staff and the degree of success of the educational enterprise, the teacher selection program is the most important single responsibility of the school executive. This is not to minimize the importance of school plants and equipment and soundly conceived curriculums; but, in the final analysis, the skill with which teachers use these facilities determines to a large degree the quality of educational experience.[1]

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[1] Chandler and Petty, op. cit., p. 115.

Grieder and Rosenstengel state, "No other duty of the administrator is more important than teacher selection."[1]

In this same line of thought Fensch and Wilson offer the following statement:

> The first, and probably the foremost, duty turned over to this assistant superintendent is that of finding teacher applicants, interviewing them, selecting the most desirable ones for contractual negotiations, and hiring what he considers to be the best for the teaching staff.[2]

At the 1964 national convention of the American Association of School Personnel Administrators which this writer was privileged to attend Dr. Norman Gekoski, Professor of Psychology, Temple University, made the following statement in one of the major addresses of the convention:

> Personnel officers should refer candidates to the principal or the department head to make a recommendation before hiring. This procedure permits the person responsible for getting the job done the opportunity of helping to select the staff to do it. In the process of selecting personnel, tests and interviews are two of the basic methods used. Testing is regarded as more reliable by industry as it is possible to identify characteristics which are the mark of a good candidate. Further research on the interview is needed.[3]

Reeder gives strong support for Principle VIII as evidenced by the following opinion:

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[1]Grieder and Rosenstengel, op. cit., p. 181.

[2]Fensch and Wilson, op. cit., p. 166.

[3]Norman Gekoski, "A Different Look at Personnel Practices," Proceedings of the Twenty-sixth Annual Conference of the American Association of School Personnel Administrators, 1964 (Philadelphia, Pennsylvania: The Association), p. 39.

> Of the multifarious, varied, and difficult tasks of administering the schools, there is no task whose proper performance begets greater benefits for those for whom the schools primarily exist--namely, the pupils--than the selection of a competent teaching personnel. "As is the teacher, so is the school" is a time-worn truism. The teacher primarily determines whether the school will be efficient or inefficient.[1]

Principle IX: Since teacher performance is the key to quality education, the school personnel director should be concerned with the creation and maintenance of a climate of employment in which teachers can take considerable satisfaction in their work.

One of the first things the conscientious personnel director will be concerned about is teacher morale because good teacher morale is necessary for outstanding teacher performance. Much of his time and effort will be directed toward teacher welfare improvements. The personnel administrator's function is easier to carry out if his school system has a reputation of providing good working conditions for its employees.

The first consideration in the building of teacher morale is appreciation for the employee. Like other workers, teachers need to be appreciated and feel that they are making a worthwhile contribution to the school system and to boys and girls. Miller and Smalling bring this point out very

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[1]Reeder, op. cit., p. 89.

effectively. "In the good school system teachers are made to feel that what they do is important."[1]

The Thirty-fifth Yearbook of the American Association of School Administrators contains the following information relative to high teacher morale:

> The superintendent who wishes to maintain high teacher morale gives proper consideration to the recommendations of all types of teachers committees. A sure way to lower morale is to fail to take seriously the studied proposals of groups of teachers who are led to believe they are taking part in a significant task and not merely engaging in busywork. Such groups have the right to know what action, if any, has resulted from the consideration of their proposals, and they are entitled to a reasonable explanation of why such action was taken.[2]

Kindred and Woodard, in a book entitled Staff Welfare Practices in the Public Schools, give support to Principle IX by listing the purposes of school welfare practices for teachers. These purposes have a significant relevance to the creation and maintenance of a proper climate in teaching:

> As implied previously, welfare policies in the personnel program are directed toward the attainment of several interrelated purposes. These purposes vary specifically with school systems due to differences in local needs and conditions and in the kinds of concern shown by the board of education for staff welfare. Those most commonly accepted and emphasized in policies today are listed below:
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> 1. To increase staff efficiency in carrying out the philosophy and objectives of the school system.

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[1]Miller and Smalling, op. cit., p. 316.

[2]American Association of School Administrators, The Superintendent as Instructional Leader, Thirty-fifth Yearbook (Washington, D. C.: American Association of School Administrators, 1957), pp. 53-54.

2. To provide employment conditions which facilitate the performance of duties and responsibilities.
3. To establish a psychological climate that promotes continuing cooperation on the part of staff personnel.
4. To protect and enhance the mental and physical health of professional workers.
5. To eliminate annoyances and worries which interfere with the efficient performance of services.
6. To create a strong sense of security on the part of professional personnel.
7. To improve the social status of staff members in the community.
8. To bring out each individual's potential for professional growth and development.
9. To develop a fine esprit de corps among staff members of the school system.
10. To promote friendly relationships among all classes of professional workers.
11. To attract high-grade young people into teaching and to hold experiences and capable teachers in service.
12. To increase the amount of satisfaction individual staff members derive from their employment.

Experience seems to indicate that a reasonable attainment of these purposes, or others similar to them, contributes substantially to the happiness of staff members and the quality of instruction conducted by them.[1]

The Committee on Personnel Policies of the Oklahoma Education Association, throughout its pamphlet entitled Good Personnel Policies, places emphasis on teacher welfare practices. They do this in the belief that the school system, the teachers, and the pupils will all benefit from such practices. They give the following opinion:

> Morale is a disposition on the part of the persons engaged in an enterprise to behave in ways which contribute to the purpose for which the enterprise exists. Financial security, pleasant working conditions, professional recognition, opportunity for self-realization, mutual approval and understanding

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[1]Kindred and Woodard, op. cit., pp. 5-6.

are fundamental in producing the spirit which develops good human relations.[1]

Principle X: Realizing the importance of good human relations in dealing with staff members, the personnel administrator should be sensitive toward their attitudes and feelings and should encourage them to bring their questions and problems to the personnel office.

One of the most important tasks of the school personnel administrator is that of counseling with teachers and other employees concerning problems that arise from time to time. The greatest advantage in counseling, from the administrative point of view, is the ounce of prevention that might be attained. Many insignificant situations have grown out of proportion because of the lack of understanding or misunderstanding. The personnel director needs to welcome opportunities to interpret the personnel program to employees. First and foremost, employees need to know that someone really cares about their problems and that person should be the personnel director.

The Standards for School Personnel Administration booklet of the American Association of School Personnel Administrators contains an appropriate explanation of counseling as it relates to morale. The following comment is given:

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[1]Oklahoma Education Association, Good Personnel Policies, op. cit., p. 9.

> The personnel administrator has both a natural opportunity and an inescapable responsibility to build staff morale through counseling.
>
> 1. Time and opportunity are given and procedures are set up for counseling with staff members concerning personal and professional problems that may arise in connection with their work.
> 2. The personnel department maintains a concern for the morale of the staff in the administration of personnel policies and procedures.
> 3. Advice is given on the appropriate use of grievance procedures.[1]

Although the booklet, Standards for School Personnel Administration, categorizes counseling and morale under the function of staff development and grievances under the function of conditions of service there is considerable overlapping of the two. Robert I. Sperber, at the twenty-fifth annual conference of the American Association of School Personnel Administrators in Kansas City, Missouri in 1963, gave the following comment in an address concerning staff development:

> An intelligent personnel administrator will give personal attention to all grievances, because if the cause of the grievance is not attended to, much more serious results will occur. As long as we in personnel work remember that ours is a staff function, a service function, to improve the lot of the most important professional in the school system, the teacher, the more effective will we be.[2]

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[1] American Association of School Personnel Administrators, Standards for School Personnel Administration, op. cit., pp. 40-41.

[2] Robert I. Sperber, "Staff Development: Evaluation, Promotion and Recognition, Counseling and Morale," Proceedings of the Twenty-fifth Annual Conference of the American Association of School Personnel Adminstrators, 1963 (Kansas City, Missouri: The Association), p. 60.

Reference is again made to Kindred and Woodward who give support to Principle X in their book entitled Staff Welfare Practices in the Public Schools. The following comment concerning grievances is given:

> Authorities in both industrial personnel management and educational personnel administration agree on the objectives and essential elements of efficient grievance procedures. The policy should provide each staff member with the opportunity:
>
> 1. to state his grievance, without fear of reprisal, to his administrative superior;
> 2. to appeal the decisions of the administrative superior to a higher administrator and ultimately to the board of education;
> 3. to seek advice and counsel from a grievance committee, elected by the staff, concerning his presentation and/or appeal of a grievance;
> 4. to initiate, appeal, and obtain a final decision on a grievance within specified time limitations.
>
> Even though these provisions have been endorsed by the American Association of School Administrators, the Department of Classroom Teachers, and the National Commission for the Defence of Democracy Through Education, relatively few school districts provide for them in their personnel policies.[1]

Principle XI: Realizing that the quality of education is directly dependent on the quality of the professional staff, the personnel director needs to be concerned with a program of professional growth and inservice education.

The principle concerning the value of professional growth and inservice training does not lack support from the literature. Almost all of the authorities studied recommend this type of program in order that the teacher might keep abreast of developments in the field of education.

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[1]Kindred and Woodard, op. cit., pp. 42-43.

This principle advocates that the personnel administrator should offer leadership and influence in developing inservice and professional growth programs that include such things as additional college credit, workshops, travel, teachers committees working on local problems, and other situations that will help the teacher to be better prepared to teach.

Huggett and Stinnett, in a book entitled Professional Problems of Teachers, offer the following comments concerning inservice growth:

> In this regard teaching tends to show strong evidence or professional status. While there are no comprehensive, authoritative data available, there are good reasons for believing that increasing proportions of employed teachers are each year engaging in professional growth activities, either credit or noncredit. The chief clientele of college and university summer terms are teachers; and the proportion of graduate school enrollees who are teachers reaches in some instances as high as 75 to 80 per cent. Several factors have influenced this development. Perhaps the most effective one has been that of salary increments for additional college preparation.[1]

In Chandler and Petty's discussion on professional growth in service the following explanation is given:

> There was a time in the development of American education when a person with a four-year college degree was thought to be prepared for a lifetime of teaching. This conception was reflected in certification regulations, in a number of states, providing for the issuance of teaching licenses valid for life. Once prepared--the reasoning went--always prepared.
>
> Today it is universally recognized that new discoveries are being made in the field of education the same as in medicine, engineering, and other fields.

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[1]Albert J. Huggett and I. M. Stinnett, Professional Problems of Teachers (New York: The Macmillan Company, 1956), pp. 14-15.

> Technological improvements, social changes, international developments, and greater insights into human growth create new and perplexing problems for the schools. As solutions to such problems are sought--and they must be--educational changes are inevitable. Change, which should mean progress, makes it imperative that teachers keep abreast of developments and contribute to educational progress by growing in service.[1]

Castetter, in his book entitled Administering the School Personnel Program, lists five guiding ideas for the development and implementation of an inservice program which seem pertinent to this study and to Principle XI:

> 1. Chief responsibility of school administration for the inservice program is to create both climate and opportunities for self-improvement.
> 2. Proper emphasis of the in-service program is fundamental rather than remedial.
> 3. Programs of in-service education in schools have as their primary purpose improvement of both the quality of the educational program and the competency of the total staff.
> 4. Supervision, in-service education, and curriculum development are intrinsically related.
> 5. Relationships and functions of personnel responsible for coordinating and implementing the in-service program are clearly defined.[2]

Principle XII: It is the responsibility of the personnel administrator to see that an adequate and orderly set of personnel records are developed and maintained and are easily accessible to authorized persons who need them.

One of the basic functions of the personnel department is the keeping of records. When a teacher leaves one

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[1]Chandler and Petty, op. cit., p. 182.

[2]Castetter, op. cit., pp. 258-260.

system to teach in another the receiving district almost always requests information for the purpose of setting up another personal folder for him.

The personnel director will need to record such things as sick leave, professional growth requirements met, length of service, and health data. In addition to this, most states require that a teaching certificate and transcript of college credit be kept in the teacher's folder.

A school system that depends on the minutes of the meetings of the board of education for information concerning salary, employment verification, and leaves of absence is doing the bookkeeping duty the hard way.

Fensch and Wilson give a good description of what is included in personnel record keeping in the following manner:

> In all of this activity, it becomes necessary to keep records and to maintain accounts of teachers' employment histories. The assistant superintendent will need to keep an accurate record of the sick leave allowances due teachers. In case his state calls for the transfer of such data from one system to another, it will probably be the assistant's responsibility to secure such information and add it to the teacher's record when the teacher gains employment in the system. He will also want to keep a folder on each teacher showing when that person started in the system, any interruptions in the employment history, and the termination of employment. He will want a listing of all teachers' salaries and their positions on the salary schedule. He will record leaves of absence. In addition, a health record will be maintained for each employee.
>
> In each file, the personnel officer will see that an up-to-date certificate to teach is deposited and that a suitable receipt for the removal of such certificate is left behind when the document is removed for any reason. An official transcript of a

teacher's courses and grades is customarily kept in the office.[1]

The American Association of School Personnel Administrators lists the following standards for school personnel records:

> 1. The personnel records of all school employees are maintained in a central location.
> 2. Personnel records are safeguarded against loss by fire or other hazard.
> 3. There is an efficient procedure for the gathering and processing of necessary data.
> 4. Records are maintained with a minimum of duplication and repetitious clerical activity.
> 5. As far as possible, advantage is taken of time-saving mechanical techniques in record keeping and analysis.
> 6. Records are maintained according to a well-organized, clearly understood, master filing plan.
> 7. Personnel records are easily accessible to and usable by authorized persons.
> 8. It is generally understood that the confidential nature of certain records is consistently protected.
> 9. It is understood that the records of the individual employee may be examined by the employee, except for those documents which are confidential in nature.[2]

Castetter makes the following statement relative to the value of personnel records:

> A formidable administrative asset in the appraisal process is a systematic means for gathering, interpreting, and utilizing personnel data which has probative value, and which may be employed in developing an appraisal history for each member of the organization. Such a system would include forms, reports, and records.[3]

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[1] Fensch and Wilson, op. cit., pp. 177-178.

[2] American Association of School Personnel Administrators, Standards for School Personnel Administration, op. cit., p. 23.

[3] Castetter, op. cit., p. 298.

Principle XIII: The personnel administrator should give leadership in developing a plan of teacher evaluation for the purpose of improving teaching.

Evaluation of teachers has always been looked upon by teachers as being a necessary evil and as being unjust. This feeling exists due to the improper way in which evaluation has been handled in the past. A committee of selectmen used to visit the school and give oral examinations to the children to try to determine if the teacher is teaching what was supposed to be taught. Later, written examinations replaced the oral examinations. It is no wonder that teachers call evaluation unfair.

Anything that threatens the security of the teaching staff has adverse effects on the school program. Therefore, teacher evaluation must be properly administered and viewed as a means of instructional improvement.

Huggett and Stinnett, in a book entitled Professional Problems of Teachers, point out the status of teacher evaluation with the following statement concerning merit ratings and ratings for supervisory purposes to improve instruction:

> Teachers are overwhelmingly opposed to merit ratings for salary purposes. They do not oppose ratings as evaluations for supervisory purposes, to improve instruction. They are opposed to merit ratings upon which salary differentials are to be based because no objective, accurate means of measurement have yet been developed. Finally, they oppose, in general, the Master Teacher idea as another merit rating plan and because they believe the aim of the teaching

> profession is to provide a master teacher in every classroom.[1]

The American Association of School Administrators gives support to Principle XIII by pointing out the importance of carrying out the work evaluation in a proper manner. The following information is given by the Association's Thirtieth Yearbook:

> Evaluation of the work of the school staff must be carried out by methods that recognize the self-respect of the employees concerned. The purpose is to estimate the competence of a member of the institution with respect to his success in carrying out the accepted philosophy of the school.[2]

The literature seems to stress the difficulty of properly evaluating teacher performance but leaves no doubt that there is definite need for it. In school personnel administration this is probably the thorniest subject or task with which the personnel director will have to work.

Reeder gives the following information concerning the need for evaluation of the work of teachers:

> There is need for a much more accurate evaluation of teachers than general impressions of merit can supply. It is not enough to say that Mr. Jones is an excellent or a poor teacher; school officials and school administrators should strive to be able to say how excellent or how poor a teacher he is. They should strive to be able to state the ability and the accomplishments of the teacher in quantitative and objective terms, just as they are able to express in such terms the dimensions of a surface or the weight of an object; they should recognize, however, that genius

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[1] Huggett and Stinnett, op. cit., p. 150.

[2] American Association of School Administrators, The American School Superintendency, op. cit., pp. 169-170.

> knows no law and that formulae, standards, and measuring procedures must often be changed to accommodate genius. Jesus, Socrates, and other artist teachers became eternally great, largely because they were different, at least in some ways. An accurate evaluation of teachers is urged.[1]

Principle XIV: Although the superintendent of schools makes all recommendations to the board of education concerning salary schedules, the personnel director gives leadership in developing the best salary schedule possible in order to attract the best qualified applicants and to insure professional salaries for professional services.

Much has been said about teacher welfare provisions but the provision with which teachers and other employees are most concerned is salary. Fensch and Wilson give an explanation of the personnel administrator's responsibility for developing salary schedules:

> Because of the assistant superintendent's close relationship with the salary schedules, with contracts, and with the payroll department, it is natural that he should be looked to as a leader for studying new salary schedules. It is his job to call together a salary study committee and to guide it through the difficult paths of determining the ranges for the new salaries which will be recommended to the superintendent and the board of education. In some systems, the chairman of such a study committee will be a teacher, or other member of the total staff, rather than the personnel officer. Local policy and practices will have much to do with the assistant's place on such committees.[2]

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[1] Reeder, op. cit., pp. 180-181.

[2] Fensch and Wilson, op. cit., pp. 176-177.

Fensch and Wilson also make the following remarks concerning the importance of the salary schedule and its development and refer to the personnel administrator as the key figure in salary studies:

> Salary studies are of such importance that the superintendent will undoubtedly take part in the study process. However, the assistant superintendent for personnel will be a key figure in the total study, from its initiation, through the adoption by the board of education, to putting it into operation. Whether or not the staff committee negotiates directly with the board is a local policy determination, but certainly the total organization will falter if such proceedings bypass the central administration.[1]

Kindred and Woodard give the following opinion relative to the economic needs of teachers:

> Aside from the many personal and social rewards of teaching and its allied activities, members of the profession have to meet the economic realities of life. They must be paid enough for their services to maintain a reasonable standard of living and to protect themselves and their families against the financial consequences of illness, old age, and death. Since teaching affords few opportunities to acquire wealth, the satisfaction of economic needs depends almost entirely upon fixed income. It is not surprising, therefore, that teachers strive constantly to maintain and improve salary levels.[2]

The American Association of School Personnel Administrators, in Standards for School Personnel Administration, recommends the following standards for salary administration:

> Salary schedules that place the school board in a favorable competitive position as an employer and salary policies that encourage professional growth

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[1] Ibid., p. 177.

[2] Kindred and Woodard, op. cit., p. 4.

and personal improvement in service are essential elements in a program of personnel administration.

1. The salary schedule is a concrete statement of the compensation given for certain positions according to the qualification and experience of the employee. It is supplemented by a statement which includes board policies and administrative procedures related to the salary schedule.

2. Recommendations to the board of education on salary schedules and structure are made by the superintendent of schools after careful study and consideration of recommendations from an advisory group representative of administration, employees, and the lay public. Employee professional organizations are officially included in such groups.

3. The personnel department maintains, or participates in, a continuing study of salary problems and takes a place of leadership in all cooperative efforts toward the revision of salary schedules.

4. The salary schedule and related policies are reexamined for possible revision at least annually.

5. Salary schedules are developed on the basic assumption that professional services merit professional salaries.

6. Salaries for classified and/or noncertificated employees are competitive with similar positions in private industry and in other governmental agencies in the local area.

7. There is an established and defensible relationship among the salary schedules for all ranks and classifications of employees.

8. The salary schedule provides definite salary rates for each type of employee, with stated minimum and maximum salaries and increment provisions.

9. Initial placements on the basic salary schedule are established according to objective standards on the basis of preparation and experience. Prior service is given recognition according to an established procedure.

10. Increment grants or other changes in salary schedule placement are made according to published requirements.

11. Records are maintained justifying each individual's salary entitlement.

12. The salary schedule is published and interpreted, through staff meetings or personal conferences, to all employees.[1]

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[1]American Association of School Personnel Administrators, Standards for School Personnel Administration, op. cit., pp. 42-43.

Principle XV: Dismissal from employment is a responsibility of the personnel department that should be based on written reports familiar to the employee and should be made only after efforts to improve the employee have been unsuccessful.

Dismissals are always unpleasant to deal with but still they are necessary from time to time for the over-all good of the school system. It is common knowledge that it is much easier to employ a person than it is to separate him from service. Therefore, careful selection is the best way to eliminate dismissal responsibilities.

There are several reasons for the necessity of the dismissal of teachers and other employees but the most common ones are immorality, neglect of duty, insubordination, and incompetency. Of these, the hardest to prove is incompetency.

The following remarks concerning dismissal of personnel are from Castetter's book entitled Administering the School Personnel Program:

> Dismissal of personnel in any organization is seldom easy or pleasant. Generally it is undertaken with reluctance. It is a matter of deep concern to every school system, one which deserves particular attention because it represents the loss of a considerable investment of time, money, and effort, and often creates unfavorable attitudes toward the school system on the part of persons directly or indirectly involved. On the other hand, elimination of incompetent personnel from the school system is an imperative administrative responsibility, one which must

be exercised in behalf of the welfare of the organization.[1]

Grieder and Rosenstengel give the following opinion concerning teacher dismissal: "It is always better to give a teacher a second or a third chance in a new situation before he is dismissed from a school system."[2]

Reference is again made to Standards for School Personnel Administration published by the American Association of School Personnel Administrators. This publication offers sound advice concerning dismissal policy and emphasizes the care with which a system must use in determining dismissal action. The following five statements are listed in their standards for dismissal:

> A clear statement of dismissal policy and procedure is included in the official personnel policies.
>
> 1. Dismissal is based on evaluation reports, or other written reports, the contents of which have been made known to the employee.
> 2. Dismissal for inefficiency or incompetency is instituted only after serious efforts have been made to assist the employee to improve.
> 3. Dismissal is instituted only after the employee has been notified of the intention to proceed.
> 4. A full-time, regular employee who has been warned of dismissal should be given a hearing by the board of education (or other agency specified by law) if he desires it.
> 5. All reasonable care is taken to obviate unnecessary publicity and embarrassment for the employee during dismissal proceedings.[3]

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[1] Castetter, op. cit., p. 294.

[2] Grieder and Rosenstengel, op. cit., pp. 200-201.

[3] American Association of School Personnel Administrators, Standards for School Personnel Administration, op. cit., p. 47.

Principle XVI: Since school personnel departments are under constant observation by the community, the personnel director and his staff should strive to develop and maintain good public relations.

Maintaining good public relations is a responsibility of all employees of the school system and the personnel department is in a unique position to help build better relations because of the nature of its service.

Chandler and Petty make the following comment:

> Community understanding and support are essential to the success of all phases of the public school program--the work of the nonprofessional group as well as that of the instructional staff.[1]

Standards for School Personnel Administration of the American Association of School Personnel Administrators list the following guides in which personnel department employees can help foster good school public relations:

> 1. Those responsible for personnel administration are keenly aware that their contacts with applicants and with staff members constitute a highly sensitive area of public relations.
> 2. All persons, professional and clerical, working with personnel administration have as part of their qualifications the ability to deal with people in a genuinely courteous, confidential, and considerate manner.
> 3. The personnel administrator strives to develop community interest in good personnel administration, especially as it relates to recruitment and selection of staff.
> 4. A close and cooperative working relationship is maintained with the newspapers, radio, TV, and other mass media, and with civic clubs and community

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[1] Chandler and Petty, op. cit., p. 493.

groups in order to interpret the personnel program of the school system to the public.[1]

Chapter Summary

This chapter was concerned with the development of a set of guiding principles that could be used for the purpose of appraising large city school systems on the basis of services, responsibilities, and organizational placement of the position for personnel director. Sixteen guiding principles were formulated from the literature based on the principles, practices, and procedures on which authorities consistently agree.

The set of guiding principles established follows:

Principle I: The school system should be administered under the unitary plan of organization with the superintendent of schools serving as the chief administrative officer and coordinator.

Principle II: The personnel department of the school system should be administered under the unitary plan of organization, subject to the authority of the superintendent of schools.

Principle III: The school personnel director should be a highly qualified school administrator and experienced

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[1]American Association of School Personnel Administrators, Standards for School Personnel Administration, op. cit., pp. 25-26.

educator with preparation requirements and characteristics similar to those desired in the chief school administrator.

Principle IV: Written policies and regulations of the board of education should be available to furnish guidelines for the administrative procedure.

Principle V: Written personnel policies are developed cooperatively by the professional staff and the board of education and should be continuously interpreted and reviewed.

Principle VI: School personnel administration is a position of public trust and confidence and must be directed on the basis of integrity and impartiality.

Principle VII: Realizing the importance of professionalism in education, the personnel administrator should encourage membership and participation in professional organizations and should set an example by becoming a member and participating in professional organizations that will improve his services.

Principle VIII: Since the chief objective of school administration is to further the education program, the personnel director should seek staff members of the highest competence in order to give quality instructional service to students.

Principle IX: Since teacher performance is the key to quality education, the school personnel director should be concerned with the creation and maintenance of a climate of employment in which teachers can take considerable satisfaction in their work.

Principle X: Realizing the importance of good human relations in dealing with staff members, the personnel administrator should be sensitive toward their attitudes and feelings and should encourage them to bring their questions and problems to the personnel office.

Principle XI: Realizing that the quality of education is directly dependent on the quality of the professional staff, the personnel director needs to be concerned with a program of professional growth and inservice education.

Principle XII: It is the responsibility of the personnel administrator to see that an adequate and orderly set of personnel records are developed and maintained and are easily accessible to authorized persons who need them.

Principle XIII: The personnel administrator should give leadership in developing a plan of teacher evaluation for the purpose of improving teaching.

Principle XIV: Although the superintendent of schools makes all recommendations to the board of education

concerning salary schedules, the personnel director gives leadership in developing the best salary schedule possible in order to attract the best qualified applicants and to insure professional salaries for professional services.

Principle XV: Dismissal from employment is a responsibility of the personnel department that should be based on written reports familiar to the employee and should be made only after efforts to improve the employee have been unsuccessful.

Principle XVI: Since school personnel departments are under constant observation by the community, the personnel director and his staff should strive to develop and maintain good public relations.

CHAPTER IV

EVALUATION OF THE GUIDING PRINCIPLES

Chapter III was concerned with the formulation of a set of guiding principles developed from information in the literature on which authorities in school administration seem to consistently agree. Sixteen guiding principles were formulated concerning the services, the responsibilities, and the place in the organization of the position of personnel director in large city school systems.

This chapter is concerned with the presentation of the procedures used in the evaluation of the guiding principles and the evaluation assigned each principle by members of the jury of competent school administrators.

Evaluation Procedures

A competent jury of well known educators was selected from three groups of school administrators as follows: (1) personnel directors of public school systems, (2) superintendents of schools, and (3) university professors. They are listed in Appendix B.

Five school personnel directors were selected who have been instrumental in the work of the American Association of School Personnel Administrators. Included in this

group are the current president and secretary of the organization. The other three personnel directors on the jury are administrators who have served on important committees of the organization in recent years.

Four school superintendents were selected on the basis of their reputation as outstanding school administrators with long tenures of successful experience in the field of school administration.

Three university professors were selected on the basis of their outstanding contributions to the field of school personnel administration. Two of these have published books dealing with school personnel administration in recent years and the other professor is a school personnel administration specialist at the University of Ohio.

Each of the twelve jurors was asked to give his reaction to each of the sixteen guiding principles formulated in Chapter III. Each was asked to either accept, reject, or accept with qualification the developed guiding principles. In cases where guiding principles were accepted with qualification the jurors were asked to state the qualification.

Table 1 was constructed to show the evaluations assigned each principle by the twelve jurors. Each principle is then discussed as it relates to the responses of the jurors.

Evaluations Assigned the Guiding Principles by the Twelve Jurors

Principle I: The school system should be administered under the unitary plan of organization with the superintendent of schools serving as the chief administrative officer and co-ordinator.

As indicated in Table 1, all twelve jurors (100.0 per cent) accepted Principle I without qualification. This, of course, indicates very strong support for this type of school organization.

Principle II: The personnel department of the school system should be administered under the unitary plan of organization, subject to the authority of the superintendent of schools.

As shown in Table 1, eleven of the twelve jurors accepted Principle II without qualification. Only eleven jurors (91.7 per cent) gave responses. One school personnel director did not answer the question because he was not sure of its meaning.

Principle III: The school personnel director should be a highly qualified school administrator and experienced educator with preparation requirements and characteristics similar to those desired in the chief school administrator.

As indicated in Table 1, only nine of the twelve jurors (75.0 per cent) accepted Principle III without qualification. One personnel administrator and two university

TABLE 1

EVALUATIONS ASSIGNED THE GUIDING PRINCIPLES BY THE TWELVE JURORS*

Guiding Principle	Number of Jurors Accepting Each Principle			Total	Per Cent
	School Personnel Administrators	Superintendents of Schools	University Professors		
I	5	4	3	12	100.0
II	4	4	3	11	91.7
III	4+	4	1+	9	75.0
IV	5	4	3	12	100.0
V	4#	4	3	11	91.7
VI	5	4	3	12	100.0
VII	5	4	3	12	100.0
VIII	5	4	3	12	100.0
IX	5	4	3	12	100.0
X	3**	2**	3	8	66.7
XI	5	4	3	12	100.0
XII	4	4	3	11	91.7
XIII	3***	3***	2***	8	66.7
XIV	4	4	3	11	91.7
XV	4	4	3	11	91.7
XVI	5	4	3	12	100.0

*The jury consisted of five school personnel administrators, four superintendents of schools, and three university professors.

+Three additional jurors accepted the principle with the qualification that the personnel director also needs preparation in personnel techniques.

#One additional school personnel director accepted the principle with the qualification that the board of education's responsibility is to evaluate and approve policies, not develop them.

**Four additional jurors accepted the principle with various qualifications.

***Three additional jurors accepted the principle with the qualification that evaluation be a joint responsibility of the divisions of personnel and instruction.

professors accepted the principle with the qualification that the personnel director also needs special preparation in personnel techniques in addition to the qualifications stated in Principle III.

Principle IV: Written policies and regulations of the board of education should be available to furnish guidelines for the administrative procedure.

As shown in Table 1, Principle IV was accepted by all twelve jurors (100.0 per cent) without qualifications.

Principle V: Written personnel policies are developed cooperatively by the professional staff and the board of education and should be continuously interpreted and reviewed.

As indicated in Table 1, eleven of the twelve jurors (91.7 per cent) accepted Principle V without qualification. One other personnel director accepted the principle with the qualification that the board's responsibility is to evaluate and approve the policies that are developed by the staff. It is his belief that the board should not be expected to develop policies.

Principle VI: School personnel administration is a position of public trust and confidence and must be directed on the basis of integrity and impartiality.

As Table 1 indicates, Principle VI was accepted by all twelve jurors (100.0 per cent) without qualification.

Principle VII: Realizing the importance of professionalism in education, the personnel administrator should encourage membership and participation in professional organizations and should set an example by becoming a member and participating in professional organizations that will improve his services.

Principle VII was accepted by all twelve jurors (100.0 per cent) without qualification, as pointed out in Table 1.

Principle VIII: Since the chief objective of school administration is to further the education program, the personnel director should seek staff members of the highest competence in order to give quality instructional service to students.

All twelve jurors (100.0 per cent) accepted Principle VIII without qualification, as shown in Table 1.

Principle IX: Since teacher performance is the key to quality education, the school personnel director should be concerned with the creation and maintenance of a climate of employment in which teachers can take considerable satisfaction in their work.

As shown in Table 1, Principle IX was accepted by all twelve jurors (100.0 per cent) without qualification.

Principle X: Realizing the importance of good human relations in dealing with staff members, the personnel administrator should be sensitive toward their attitudes and feelings and should encourage them to bring their questions and problems to the personnel office.

Principle X was accepted by eight of the twelve jurors (66.7 per cent) without qualification, as indicated in Table 1. One school personnel director accepted the principle with the qualification that there be staff members available with the necessary skills to handle problems brought to them. One other school personnel administrator accepted the principle with the qualification that the personnel staff be available to assist in solving problems and answering questions rather than encouraging staff members to bring their problems and questions to the personnel department. Two other school superintendents accepted Principle X with the qualification that staff members observe proper channels in presenting their problems and questions to the personnel department. It was pointed out that the building principal should be the first person to consider the problem or answer the question of a staff member.

Principle XI: Realizing that the quality of education is directly dependent on the quality of the professional staff, the personnel director needs to be concerned with a program of professional growth and inservice education.

As shown in Table 1, Principle XI was accepted by all twelve jurors (100.0 per cent) without qualification.

Principle XII: It is the responsibility of the personnel administrator to see that an adequate and orderly set of personnel records are developed and maintained and are easily accessible to authorized persons who need them.

As indicated in Table 1, eleven of the twelve jurors (91.7 per cent) accepted Principle XII without qualification. One school personnel administrator did not respond to the question.

Principle XIII: The personnel administrator should give leadership in developing a plan of teacher evaluation for the purpose of improving teaching.

Only eight jurors (66.7 per cent) accepted Principle XIII without qualification, as shown in Table 1. One personnel administrator failed to give a response to the question. One additional personnel administrator, one school superintendent, and one university professor accepted the principle but with the qualification that evaluation be a joint responsibility of the divisions of personnel and instruction. One university professor accepted the principle but suggested that the wording be changed to "performance appraisal for all personnel in the employ of the school system," rather than teacher evaluation for the purpose of improving teaching.

Principle XIV: Although the superintendent of schools makes all recommendations to the board of education concerning salary schedules, the personnel director gives leadership in developing the best salary schedule possible in order to attract the best qualified applicants and to insure professional salaries for professional services.

As indicated in Table 1, Principle XIV was accepted by eleven of the twelve jurors (91.7 per cent) without qualification. One personnel director gave no response to the question. Another personnel director accepted the principle but suggested that a good salary schedule is important in keeping highly qualified employees as well as attracting top applicants.

Principle XV: Dismissal from employment is a responsibility of the personnel department that should be based on written reports familiar to the employee and should be made only after efforts to improve the employee have been unsuccessful.

Principle XV was accepted by eleven of the twelve jurors (91.7 per cent) without qualification, as shown in Table 1. One school personnel administrator gave no response to the question. One university professor accepted the principle but pointed out that in some cases, such as immorality, immediate action probably should be taken. However, he strongly supported the principle in cases dealing with incompetency.

Principle XVI: Since school personnel departments are under constant observation by the community, the personnel director and his staff should strive to develop and maintain good public relations.

Principle XVI was accepted by all twelve jurors (100.0 per cent) without qualification, as indicated in Table 1.

Chapter Summary

This chapter has been concerned with the evaluation of the set of guiding principles that was formulated in Chapter III relative to the services, responsibilities, and organizational placement of the position for personnel director in large city school systems.

A jury of competent school administrators composed of five school personnel directors, four school superintendents, and three university professors supplied the evaluations for the guiding principles.

All principles except Principle III, Principle X, and Principle XIII were accepted by at least eleven of the twelve jurors without qualification. Principle III was accepted by nine jurors (75.0 per cent) without qualification. It was also accepted by the other jurors with the qualification that the school personnel director should have preparation in personnel techniques in addition to the qualifications stated in the principle. Principle X was accepted by eight of the

twelve jurors (66.7 per cent) without qualification. One school personnel director accepted the principle with the qualification that there be staff members available with the necessary skills to handle problems brought to them. One other school personnel administrator accepted the principle with the qualification that the personnel staff be available to assist in solving problems and answering questions rather than encouraging staff members to bring their problems and questions to the personnel department. Principle XIII was accepted by eight of the twelve jurors (66.7 per cent) without qualification. One personnel administrator failed to give a response. One additional personnel administrator, one school superintendent, and one university professor accepted the principle but with the qualification that evaluation be a joint responsibility of the divisions of personnel and instruction.

CHAPTER V

SURVEY OF ORGANIZATIONAL PRACTICES, SERVICES, AND RESPONSIBILITIES OF THE POSITION OF PERSONNEL DIRECTOR IN LARGE CITY SCHOOL SYSTEMS

Chapter III was concerned with the formulation of a set of guiding principles developed from information in the literature on which authorities in school administration seem to consistently agree. Sixteen guiding principles were formulated concerning the organizational practices, services, and responsibilities of the position of personnel director in large city school systems.

Chapter IV was concerned with the presentation of the procedures used in the evaluation of the guiding principles and the evaluation assigned each principle by members of the jury of competent school administrators.

The purpose of this chapter is to compare practices employed in large city school systems with the guiding principles formulated from the literature and presented in Chapter III.

Survey Procedures

Survey questionnaires were sent to the fifty-six public school systems of the United States in cities of more than 200,000 population as designated by the official 1960 census. Forty were completed and returned. The sixteen school systems that did not respond were again asked to fill out the questionnaire and return it as soon as possible. Eight of the sixteen schools responded to the second request making a total of forty-eight responses from the fifty-six school systems requested to participate in the study.

Comparison of Practices with Guiding Principles

Principle I: The school system should be administered under the unitary plan of organization with the superintendent of schools serving as the chief administrative officer and co-ordinator.

As indicated in Table 2, thirty-six of the forty-eight schools participating in the study (75.0 per cent) reported that the school systems in which they serve are organized under the unitary plan. Five schools (10.4 per cent) reported that their school systems are organized under some other plan. Seven schools (14.6 per cent) did not respond to the question.

Principle II: The personnel department of the school system should be administered under the unitary plan of

TABLE 2

ADMINISTRATIVE ORGANIZATION OF LARGE CITY SCHOOL SYSTEMS

Practice	Response			
	Yes		No	
	Number	Per Cent	Number	Per Cent
School system is organized under the unitary plan	36	75.0	5	10.4
Personnel department is organized under the unitary plan	43	89.6	5	10.4
The personnel director is directly responsible to the superintendent of schools	42	87.5	6	12.5

organization, subject to the authority of the superintendent of schools.

As shown in Table 2, forty-three school systems (89.6 per cent) reported that their personnel departments are organized under one director, subject to the authority of the superintendent of schools. Five schools (10.4 per cent) indicated that their personnel departments are not so organized.

Table 2 also indicates that the personnel directors in forty-two schools (87.5 per cent) are directly responsible to the superintendent of schools. Six personnel directors

(12.5 per cent) reported that they are directly responsible to an administrator in the school system other than the chief school administrator.

Principle III: The school personnel director should be a highly qualified school administrator and experienced educator with preparation requirements and characteristics similar to those desired in the chief school administrator.

As shown in Table 3, forty-six personnel administrators reported that they had pursued graduate study beyond the bachelors degree. Thirty-three directors reported that their graduate study was taken in some phase of school administration. The average number of years completed in graduate study for this group was 2.6.

Thirteen other personnel directors reported that they had pursued graduate study in education but not in school administration. The average number of years of graduate study for this group was 1.8. The average number of years of graduate study for both groups was 2.2. Two personnel directors did not respond to the question.

Forty-six of the forty-eight personnel administrators participating in this study reported an average of 12.8 years of teaching experience prior to becoming personnel directors, as shown in Table 3. Table 3 also indicates that these same forty-six administrators had an average of 10.2 years of experience in school administration prior to becoming personnel

TABLE 3

QUALIFICATIONS OF PERSONNEL DIRECTORS
IN LARGE CITY SCHOOL SYSTEMS

Qualifications	Response		
	Number	Per Cent	Average Years
Graduate study completed in school administration	33	68.7	2.6
Graduate study completed in fields other than school administration	13	27.1	1.8
Teaching experience before becoming director of personnel	46	96.0	12.8
School administration experience before becoming director of personnel	46	96.0	10.2

directors. Only two directors reported no teaching experience and only one reported no school administration experience prior to becoming personnel directors.

Another interesting revelation of the study is concerned with the number of graduate degrees held by the personnel officials reporting. Seven reported their highest degree as being the doctorate. An additional thirty-nine reported their highest degree as being the masters. Only one reported that he had no degree beyond the bachelors. One administrator failed to respond to the question.

Each personnel director was asked to list his exact title before returning it to be evaluated. It was felt that this information was needed to help determine the place in the administrative organization of the director of personnel although it has already been established that 87.5 per cent of the reporting school personnel officials are directly responsible to the superintendent of schools.

Table 4 was designed to show the various titles assigned to the forty-eight reporting school personnel officials as indicated in their responses.

Two personnel administrators (4.2 per cent) reported that they possess the title of associate superintendent for personnel. Twenty-four other administrators (50.0 per cent) indicated that they are assistant superintendents for personnel. Although all chief school personnel administrators are referred to under the broad term of personnel director, it is generally recognized that titles of associate superintendent or assistant superintendent enjoy more status in the organization.

Table 4 also shows that one administrator (2.1 per cent) has the title of executive director of personnel. Seventeen other personnel administrators (35.4 per cent) have the title of director of personnel.

Two chief school personnel administrators (4.2 per cent) reported that they are listed as personnel coordinators

TABLE 4

TITLES ASSIGNED TO CHIEF SCHOOL PERSONNEL ADMINISTRATORS IN LARGE CITY SCHOOLS

Title	Response	
	Number	Per Cent
Associate Superintendent for Personnel	2	4.2
Assistant Superintendent for Personnel	24	50.0
Executive Director of Personnel	1	2.1
Director of Personnel	17	35.4
Personnel Coordinator	2	4.2
No response	2	4.2

and two other personnel administrators did not respond to the question.

Principle IV: Written policies and regulations of the board of education should be available to furnish guidelines for the administrative procedure.

All forty-eight school personnel administrators reporting indicated that the school systems in which they work operate under a set of written board of education policies.

Principle V: Written personnel policies are developed cooperatively by the professional staff and the board of education and should be continuously interpreted and reviewed.

Forty-five school personnel administrators (93.7 per cent) reported that the personnel departments which they direct operate under a set of written policies. Two administrators reported that they have no written personnel policies except those written in the board of education policies. One administrator did not respond to the question or furnish written material to indicate that his school has separate personnel policies.

Forty-one school personnel administrators (85.4 per cent) indicated that classroom teachers in their school systems were involved in personnel policy development.

Table 5 indicates the frequency of policy revision practiced in the forty-eight large city school systems involved in this study. Twenty-two school systems (45.8 per cent) reported that their policies are revised as needed while eight schools (16.6 per cent) reported that their policies undergo continuous revision. This shows that a majority of school systems recognize the importance of continuous policy interpretation and review.

Five participating schools (10.4 per cent) strongly support the practice of frequent policy revision by reporting that their policies are revised annually.

Eleven other schools indicated revision practices of every two, three, four, five, or six years, or a combination of these. Two schools did not answer the inquiry.

TABLE 5

FREQUENCY OF WRITTEN POLICY REVISION IN LARGE CITY SCHOOL SYSTEMS

Practice	Response	
	Number	Per Cent
As needed	22	45.5
Continuous	8	16.6
Annually	5	10.4
Every five years	4	8.3
Every two years	2	4.2
Every three years	1	2.1
Three to six years	1	2.1
Three to four years	1	2.1
Two to four years	1	2.1
Frequently	1	2.1
No response	2	4.2

Principle VI: School personnel administration is a position of public trust and confidence and must be directed on the basis of integrity and impartiality.

Each participating school was asked the following question: Does your school have a policy that the personnel department is free from political, social, or other pressures to make recommendations not in the best interest of the school

system? Forty-four personnel administrators (91.7 per cent) stated that their school system had such a policy. However, only eight schools reported that they disqualify candidates from consideration as a result of social, political, or other pressures.

Principle VII: Realizing the importance of professionalism in education, the personnel administrator should encourage membership and participation in professional organizations and should set an example by becoming a member and participating in professional organizations that will improve his services.

Responses indicate that school personnel administrators are very active in professional organizations which gives very strong support to Principle VII. Forty-six of the forty-eight directors (95.8 per cent) reported that they encourage teachers to belong to professional organizations. Forty-four administrators (91.6 per cent) hold membership in the American Association of School Personnel Administrators, one of America's top education associations.

As Table 6 shows, twenty-nine chief school personnel administrators (60.4 per cent) have held one or more offices or committee memberships in national professional organizations. The average number of memberships in professional organizations at the national level for each director participating in this study is 2.9.

TABLE 6

PARTICIPATION IN PROFESSIONAL ORGANIZATIONS BY CHIEF SCHOOL PERSONNEL ADMINISTRATORS IN LARGE CITY SCHOOLS

Organization Level	Response		
	Number of Members Who Have Held One or More Offices or Committee Memberships in Professional Organizations	Per Cent	Average Number of Memberships Each Director Possesses
National	29	60.4	2.9
State	37	77.0	1.6
Local	42	87.5	1.3

Table 6 also indicates that thirty-seven personnel directors (77.0 per cent) have held one or more offices or committee memberships in state professional organizations. The average number of memberships in professional organizations at the state level for each director participating in this study is 1.6.

A much larger number of school personnel directors have held one or more offices or committee memberships in local professional organizations although the average number of memberships in professional organizations at this level is considerably lower than at the state or national level.

Table 6 points out that forty-two school personnel directors (87.5 per cent) have held one or more offices or

committee memberships in professional organizations at the local level. The average number of memberships in professional organizations at the local level for each personnel director is 1.3.

Principle VIII: Since the chief objective of school administration is to further the education program, the personnel director should seek staff members of the highest competence in order to give quality instructional service to students.

As shown in Table 7, the findings of this study regarding staffing procedures substantiate the earlier statement that there is a definite trend toward centralizing personnel duties in a single office in medium and large school systems.

Forty-five chief school personnel administrators (93.7 per cent) stated that the school systems they serve have written policies that the most desirable and competent candidate for a position is selected, as indicated in Table 7. As determined in Chapter III the best way this policy can be carried out is by having one person assume the responsibility of making recommendations to the superintendent of schools who assumes the final responsibility of making recommendations to the board of education. Practice indicates that the personnel administrator may and should seek help from other

TABLE 7

SELECTION PROCEDURES FOR FILLING AVAILABLE POSITIONS IN LARGE CITY SCHOOLS

Procedure	Response	
	Number of Schools That Practice Procedure	Per Cent
Written policies state that the most desirable and competent candidate is selected	45	93.7
Building principals help in the selection process	21	43.7
Teacher committees help in the selection process	7	14.6
Only one person usually interviews candidates	7	14.6
Two persons usually interview candidates	27	56.2
Three persons usually interview candidates	5	10.4
Four persons usually interview candidates	2	4.2
Five persons usually interview candidates	2	4.2
Six persons usually interview candidates	1	2.1
No response	4	8.3

administrators and staff members in the staffing process because of the importance of this function.

As indicated in Table 7, twenty-one personnel administrators involve building principals in the selection process. This represents 43.7 per cent of the schools participating in this study. Seven school personnel directors (14.6 per cent) indicated that they involve teachers or teacher committees in selection procedures.

Twenty-seven chief school personnel administrators (56.2 per cent) reported that two persons usually interview candidates for employment in order to make the selection process more efficient, as shown in Table 7.

Five schools of the forty-eight (10.4 per cent) usually involve three persons as interviewers in the staffing procedure. Five other administrators report that their schools usually involve more than three interviewers with each candidate.

Seven schools (14.6 per cent) reported that only one person usually interviews candidates for employment. Therefore, thirty-seven schools (77.1 per cent) have candidates for employment interviewed by two or more persons in the selection process. Four personnel directors did not respond to the question.

Recruiting, interviewing, screening, and selection of personnel is still the most time consuming procedure the personnel administrator undertakes and, most school systems

regard the staffing procedure as the most important function of the personnel administrator, as substantiated in Chapter III.

Principle IX: Since teacher performance is the key to quality education, the school personnel director should be concerned with the creation and maintenance of a climate of employment in which teachers can take considerable satisfaction in their work.

There is general agreement in the professional literature that financial security, good working conditions, and professional recognition all have significant relevance to the creation and maintenance of a proper climate in teaching.

Table 8 was constructed to show employee welfare improvements in the way of fringe benefits provided by the various school.

Forty-seven personnel administrators (97.9 per cent) reported that the school systems in which they serve have retirement systems for their employees, as indicated in Table 8. Forty-six personnel directors (95.8 per cent) indicated that their schools also provide liberal sick leave programs. These are the two most popular fringe benefits offered, according to the survey.

In addition to the two above stated benefits, Table 8 points out that thirty-four schools (70.8 per cent) provide sabbatical leave with at least half pay for the teaching

TABLE 8

FRINGE BENEFITS PROVIDED IN LARGE CITY SCHOOLS

Benefit	Response	
	Number of Schools That Provide Benefit	Per Cent
Retirement System	47	97.9
Liberal Sick Leave Policy	46	95.8
Sabbatical Leave	34	70.8
Social Security Benefits	31	64.6
Subsidized Group Health Insurance	23	47.9
Subsidized Group Life Insurance	13	27.1

staff and administrators. Also shown in Table 8 is the fact that thirty-one schools (64.6 per cent) have federal social security benefits for their employees.

Two other fringe benefits that seem to be growing in popularity are subsidized group health insurance programs and subsidized group life insurance programs. Table 8 indicates that twenty-three school systems (47.9 per cent) have subsidized group health insurance programs and thirteen school systems (27.1 per cent) have subsidized group life insurance programs.

As indicated in Principle X, another important factor in fostering good employee morale is the provision for personal attention to all grievances that might arise, whether they be large or small. Each staff member should have the opportunity to state his grievance without fear of reprisal.

Forty-four chief school personnel administrators (91.7 per cent) reported that they give time and opportunities, under defined procedures, whereby teachers and other employees may counsel with staff members of the personnel department concerning questions and professional problems they might have. Three administrators reported that they have no defined procedures for counseling with staff members. One director did not respond to the question.

Forty-one personnel directors (85.4 per cent) indicated that they believe employees of their school systems feel free to state their grievances without fear of reprisal. Five personnel administrators believe that their employees do not feel free to state their grievances. Two administrators did not respond to the question.

Principle X: Realizing the importance of good human relations in dealing with staff members, the personnel administrator should be sensitive toward their attitudes and feelings and should encourage them to bring their questions and problems to the personnel office.

As stated above, forty-four chief school personnel administrators (91.7 per cent) reported that they give time and opportunities, under defined procedures, whereby teachers and other employees may counsel with staff members of the personnel department concerning questions and professional problems they might have. Three administrators reported that they have no defined procedures for counseling with staff members. One director did not respond to the question.

Forty-one personnel directors (85.4 per cent) indicated that they believe that their employees feel free to state their grievances without fear of reprisal. Five personnel administrators believe that their employees do not feel free to state their grievances. Two administrators did not respond to the question.

Principle XI: Realizing that the quality of education is directly dependent on the quality of the professional staff, the personnel director needs to be concerned with a program of professional growth and inservice education.

In an effort to determine the extent of professional growth programs in the schools participating in this study each personnel director was asked to give information concerning programs in effect in his particular school.

Only four personnel administrators reported that their schools had no professional growth program in operation at the time of the survey. Forty-three school personnel

administrators reported that their schools have professional growth programs based on incentive, requirement, or a combination of both. It stands to reason that the chief school personnel administrator is responsible for administering these programs and must offer leadership in their development.

Principle XII: It is the responsibility of the personnel administrator to see that an adequate and orderly set of personnel records are developed and maintained and are easily accessible to authorized persons who need them.

As stated earlier one of the basic functions of the personnel department is the keeping of records. Many things such as sick leave, professional growth, length of service, and health data must be recorded.

Table 9 was designed to present information concerning the adequacy, orderliness, accessibility, and safety of records kept by the schools used in this study.

As shown in Table 9, forty-seven personnel directors (97.9 per cent) reported that their set of personnel records are considered adequate, orderly, and easily accessible to authorized persons. One school personnel director did not respond to these three questions.

Only thirty-one personnel administrators (64.6 per cent) stated that their records are guarded against fire loss. Sixteen directors (33.3 per cent) reported that their records are not safely guarded against fire loss.

TABLE 9

PERSONNEL RECORD KEEPING PRACTICES
IN LARGE CITY SCHOOLS

Practice	Response				
	Yes	Per Cent	No	Per Cent	No Response
Records are adequate	47	97.9	0	0.0	1
Records are orderly	47	97.9	0	0.0	1
Records are easily accessible to authorized persons	47	97.9	0	0.0	1
Records are safe-guarded against fire loss	31	64.6	16	33.3	1

Principle XIII: The personnel administrator should give leadership in developing a plan of teacher evaluation for the purpose of improving instruction.

As shown in Chapter III, authorities in the field of school administration and school personnel administration strongly agree that teacher evaluation must be properly administered and viewed as a means of instructional improvement. Teachers do not object to evaluation if it is to be used as a supervisory method of improving instruction.

It was deemed necessary to first determine the number of schools that have written evaluations and then try to determine the purpose for which they are kept.

All participants in this study but one reported that their school systems do keep written evaluations of teacher performance. One participant failed to answer the question. Therefore, 97.9 per cent of large city school systems do provide written evaluations of teacher performance.

Forty-six personnel administrators (95.8 per cent) reported that the above mentioned evaluations were used for counseling purposes to improve instruction. One administrator stated that the evaluations on file in his office were not for counseling purposes but were kept for use in case a need arises.

Principle XIV: Although the superintendent of schools makes all recommendations to the board of education concerning salary schedules, the personnel director gives leadership in developing the best salary schedule possible in order to attract the best qualified applicants and to insure professional salaries for professional services.

Because of the personnel director's relationship with contracts and because of his concern for attracting and keeping the best personnel available it is natural that he should be looked to as a leader in salary schedule development and revision.

The results of this survey show that thirty-eight personnel directors (79.2 per cent) are looked to as leaders in salary schedule development. Nine administrators reported that salary schedule development was a responsibility delegated to some other department of the school system. One director did not respond to the question.

Principle XV: Dismissal from employment is a responsibility of the personnel department that should be based on written reports familiar to the employee and should be made only after efforts to improve the employee have been unsuccessful.

The above stated principle was listed in the survey items and each personnel director was asked to accept, reject, or accept the principle with qualification.

Thirty-one personnel administrators accepted the principle without qualification and seven additional ones accepted it with qualification. Therefore, thirty-nine administrators (81.2 per cent) accepted the principle with or without qualification. Eight personnel directors rejected the principle and one director failed to answer the question. The eight personnel administrators who rejected the principle did so with the feeling that dismissal from employment is a responsibility of some other department in the school system such as instruction.

Although thirty-nine personnel administrators accepted the principle, only thirty-seven school systems (77.1 per cent) reportedly practice the principle. Nine administrators reported that their schools do not practice the principle and two administrators did not answer the question.

Principle XVI: Since school personnel departments are under constant observation by the community, the personnel director and his staff should strive to develop and maintain good public relations.

All forty-seven personnel directors who responded to the question indicated strong support for the practice of developing and maintaining good public relations. Each of them stated that they strive to accomplish this and several administrators remarked that this is a "must" in school personnel administration.

Chapter Summary

This chapter has been concerned with the comparison of practices employed in large city school systems with the set of guiding principles formulated in Chapter III pertaining to organizational practices, services, and responsibilities of the position of personnel director in large city schools.

Thirty-six of the forty-eight school systems participating in this study (75.0 per cent) are organized under the unitary plan. Forty-three personnel directors (89.6 per cent)

reported that their personnel departments are organized under the unitary plan. Forty-two directors (87.5 per cent) reported that their position is high enough in the organization that they are made directly responsible to the superintendent of schools.

School personnel directors are highly qualified school administrators with many years of experience in educational activities. Forty-six administrators reported that they had completed an average of 2.6 years of graduate study before becoming personnel directors. Only one director stated that he had no college degree above the bachelors. Also, forty-six administrators reported an average of 12.8 years of teaching experience and 10.2 years of school administration experience prior to becoming school personnel directors. More than half of the reporting officials have titles of associate or assistant superintendent.

All forty-eight school personnel directors reported that their school systems operate under a set of written board of education policies. Forty-five directors (93.7 per cent) reported that the personnel departments which they direct also operate under a set of written policies. The survey shows that most of the large school systems revise their policies often and involve classroom teachers in the revision.

To show that the personnel departments of the participating schools are operated on an impartial basis,

91.7 per cent of the schools reported that they have a policy which makes the personnel department free from political, social, and other pressures to make recommendations not in the best interest of the school system. Also, 93.7 per cent of the participating schools have a written policy that the most competent and desirable candidate is to be selected for employment.

Responses indicate that school personnel directors are very active in professional organizations at the national, state, and local levels.

In the way of fringe benefits, almost all school systems stated that they have retirement systems and liberal sick leave policies for their employees. Over half provide sabbatical leave programs and social security benefits under the federal program. Two fringe benefits that seem to be growing in popularity are subsidized group health insurance programs and subsidized group life insurance programs.

Most school personnel administrators participating in this study reported that they encourage employees to bring questions and problems to the personnel office if they fall in the personnel category. Forty-one of the forty-eight directors believe that their employees feel free to state their grievances without fear of reprisal.

All but five personnel directors reported that their school systems have professional growth programs in operation.

These are based on requirement, incentive, or a combination of both.

Most of the participating schools furnished information to show that personnel records in large city school systems are kept in an orderly, and adequate, manner and are easily accessible to persons authorized to use them. A lesser number reported that their personnel records are safe guarded against fire loss.

A large percentage of school systems reportedly do keep written evaluations of teacher performance for the purpose of counseling with teachers concerning instructional improvement.

Because of their concern for attracting and keeping highly competent employees, personnel directors in thirty-eight school systems (79.2 per cent) offer leadership in developing the best salary schedule possible.

Thirty-seven school systems (77.1 per cent) practice the principle of basing dismissals from employment on written reports and only after efforts to improve employee performance have been unsuccessful.

All forty-seven personnel directors who responded to the question indicated strong support for the practice of developing and maintaining good public relations.

CHAPTER VI

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Purpose of the Study

The purpose of the problem is two-fold, as follows: (1) to develop and evaluate a set of guiding principles which may be used for the appraisal of the organizational practices, services, and responsibilities of the position of personnel director in large city school systems; and (2) to determine the current procedures in the organizational practices, services, and responsibilities of the above mentioned position.

Procedures Used in the Study

To accomplish the purpose of this study, the following procedures were used:

1. Study of literature pertinent to the problem in order to determine the convictions and beliefs of recognized authorities in the field of school administration concerning the organizational practices, services, and responsibilities of the position for personnel director in large city school systems.

2. Determination and formulation of a set of guiding principles to provide a means of appraisal of the above indicated position. This set of guiding principles was formulated from information gained from the literature which clearly indicated the principles, practices, and procedures of school personnel administration on which authorities are in consistent agreement. A competent jury of well known educators was selected to evaluate the guiding principles.

From this information a questionnaire was also developed for distribution to the school systems included in this study in order to determine the current practices as compared with authoritative recommendations.

3. Collection of data from the school systems of the cities of the United States with 200,000 population or over who were involved in the study to ascertain the organizational practices, services, and responsibilities of their personnel directors. This data consists of responses found in the questionnaires that were distributed, written materials of policies and procedures, and organization charts. It is presented in tabular form, where possible, showing the practices used.

4. Comparison of practice with the guiding principles in order to make recommendations concerning the organizational practices, services, and responsibilities of the position for personnel director in large city school systems.

Conclusions and Recommendations

In accord with the purpose of the study of the procedures followed to secure pertinent data certain conclusions, justified on the basis of the findings of this study, will be presented in this final chapter of the manuscript. Each conclusion is stated and then followed by supporting evidence. Recommendations are then presented before proceeding to the next conclusions.

1. Conclusion.--The school system should be administered under the unitary plan of organization.

Supporting evidence.--(1) As supported in the literature, the trend in the historical development of school administration has been toward complete acceptance of the unitary plan of organization. (2) All twelve jurors of the evaluation panel accepted Principle I without qualification. This principle states that the school system should be administered under the unitary plan of organization. (3) Thirty-six of the forty-eight school systems participating in this study (75.0 per cent) are organized under the unitary plan.

Recommendations.--(1) The superintendent of schools should be the chief executive officer in the school administrative organization. (2) The superintendent of schools should assume final responsibility for all recommendations to the board of education. (3) Lines of communications should be clearly defined and all reporting should proceed through the proper channel.

2. Conclusion.--The personnel department of the school system should be administered under the unitary plan of organization.

Supporting evidence.--(1) As supported in the literature, the personnel function is a specialized staff activity under the direction of an assistant superintendent in charge of personnel who makes personnel recommendations to the superintendent of schools. (2) In the evaluation of the guiding principles, eleven of the twelve jurors accepted principle II without qualification. This principle states that the personnel department should be administered under the unit plan of organization. (3) Forty-three of the forty-eight reporting school systems in this study have personnel departments that are organized under the unit plan.

Recommendations.--(1) The personnel department should be directed by one official that reports directly to the superintendent of schools. (2) All personnel functions should be the responsibility of the personnel department. (3) The operating decisions should be made by the authority of the person who is delegated the responsibility of directing the personnel department. (4) The position should be entitled "assistant superintendent for personnel or associate superintendent for personnel" which more adequately describes the responsibilities and services delegated to the director of personnel. (5) The director of personnel should be assigned adequate staff to accomplish the work required.

3. Conclusion.--The school personnel director should be a highly qualified school administrator and experienced educator.

Supporting evidence.--(1) Authorities in school administration consistently agree that the assistant superintendent for personnel should have adequate training in school administration, school law, personnel management, interviewing techniques, curriculum and methodology, school finance and budgeting processes, communication, record keeping and office procedures, and human relations. (2) Nine of the twelve jurors who evaluated the guiding principles accepted Principle III without qualification. The other three jurors accepted the principle with the qualification that the personnel director needs special preparation in personnel techniques. The principle states that the school personnel director should be a highly qualified school administrator and experienced educator with preparation requirements and characteristics similar to those desired in the chief school administrator. (3) Forty-six school personnel directors participating in this study have an average of 2.6 years of graduate study beyond the bachelors degree. Forty-six personnel directors involved in this study also have an average of 12.8 years of teaching experience and 10.2 years of school administration experience prior to becoming personnel directors.

Recommendations.--(1) The best qualified man available should be selected to head the personnel office. (2) The director of personnel should have at least one year of graduate work with emphasis in school personnel administration. (3) The school personnel director should have at least two years of teaching experience prior to becoming a personnel administrator.

4. Conclusion.--The policies and regulations of the board of education should be in written form and should be made available to all personnel of the school system.

Supporting evidence.--(1) The literature strongly supports the belief that it is poor administration to try to attempt to carry out school policy on an oral basis. (2) All twelve members of the evaluating jury accepted Principle IV without qualification. Principle IV states that written policies and regulations of the board of education should be available to furnish guidelines for the administrative procedure. (3) All forty-eight reporting personnel directors in large city school systems stated that the school system in which they work operates under a set of written board of education policies.

Recommendations.--(1) Rules and regulations of the board of education should be stated in written form. (2) Policies should be consistent. (3) Policies should cover situations which are likely to occur frequently. (4) Policies should be stated in a manner that will give clear

meaning to employees. (5) Policies should clearly define lines of authority and communication.

5. Conclusion.--Personnel policies should be in written form and should be developed cooperatively by the professional staff and board of education.

Supporting evidence.--(1) The literature strongly supports the belief that written, detailed personnel policies should be available to cover problem situations since it is impossible for the personnel director to counsel with all employees of the system. Authorities in school administration consistently agree that staffs should be permitted to contribute ideas to policy formulation. (2) Eleven of the twelve jurors evaluating the guiding principles accepted Principle V without qualification. One juror accepted the principle with the qualification that the board of education's responsibility is to evaluate and approve policies, not to develop them. Principle V states that written personnel policies are developed cooperatively by the professional staff and the board of education and should be continuously interpreted and reviewed. (3) Forty-five school personnel directors whose school systems were surveyed in this study indicated that the personnel departments they serve operate under a set of written policies. Forty-one of the participating schools (85.4 per cent) involve classroom teachers in policy formulation.

Recommendations.--(1) Personnel policies should be in written form. (2) Personnel policies should be written in greater detail than the general policies of the board of education. (3) Personnel policies should cover problem areas and serve as preventive measures. (4) In policy making there should be definite and planned participation by those who will be affected by the policies. (5) Policy revision should be a continuous process.

6. Conclusion.--School personnel departments must be directed on the basis of integrity and impartiality.

Supporting evidence.--(1) School administration authorities consistently agree in the literature that school personnel administration is a professional responsibility and all persons and their qualifications should be handled in a thoroughly professional manner. (2) Principle VI was accepted by all twelve members of the evaluating jury without qualification. Principle VI states that school personnel administration is a position of public trust and confidence and must be directed on the basis of integrity and impartiality. (3) Forty-four of the forty-eight personnel directors taking part in this study operate under a written policy that their department is free from political, social, or other pressures to make recommendations not in the best interest of the school system.

Recommendations.--(1) The principle of fairness and impartiality should prevail in all personnel functions.

(2) Personnel administrators should be sincere and frank in discussions and decision making and must be able to say "no" to unjustifiable requests. (3) Personnel administrators should be free from political, social, and personal pressures to make decisions against their better judgment.

7. Conclusion.--School personnel administrators should be active in professional organizations and should encourage other staff members to be active in professional organizations.

Supporting evidence.--(1) There is general agreement in the literature that professional organizations hold an important place in education and that professional organizations have improved the general welfare of school personnel. (2) Principle VII, which states the above conclusion, was accepted by all twelve jury members without qualification. (3) The average number of memberships in professional organizations at the national level for each director participating in this study is 2.9. Forty-four of the forty-eight participants are members of the American Association of School Personnel Administrators. Many of the reporting directors have held offices in professional organizations.

Recommendations.--(1) Every school personnel administrator should be a member of the American Association of School Personnel Administrators and the American Association of School Administrators. (2) Every school personnel administrator should attend the annual conference of the American

Association of School Personnel Administrators as often as local policy will allow. (3) School personnel administrators should be active in state and local professional organizations and should emphasize the importance of professional organizations to teachers.

8. Conclusion.--The personnel director should seek staff members of the highest competence in order to give quality instructional service to students.

Supporting evidence.--(1) There is general agreement in the literature that the chief objective of school personnel administration is to enhance the program of education. It is also emphasized in the literature that the quality of the school program is dependent on the quality of the staff. Therefore, selection of staff is the most important duty of the personnel administrator. (2) All twelve members of the evaluating jury accepted Principle VIII without qualification. Principle VIII emphasizes the above conclusion. (3) Forty-five chief school personnel administrators of the forty-eight schools surveyed reported that the school systems which they serve have written policies that the most desirable and competent candidate for a position is to be selected.

Recommendations.--(1) The school system should have a written policy that the most desirable and competent candidate for a position is selected. (2) The personnel administrator should seek out the best qualified persons among those available for employment and not just wait for them to come

to him. (3) The personnel director should assume the final responsibility of making recommendations to the superintendent of schools concerning personnel matters. (4) At least two persons should interview candidates for employment. (5) Where possible, building principals should be involved in the selection process.

9. Conclusion.--For quality education, the personnel administrator must help provide and maintain a climate of employment in which teachers can take considerable satisfaction in their work.

Supporting evidence.--(1) There is consistent agreement in the literature to support the conviction that good teacher morale is a must for outstanding teacher performance. (2) Principle IX was accepted by all twelve members of the evaluating jury without qualification. Principle IX states that since teacher performance is the key to quality education the school personnel director should be concerned with the creation and maintenance of a climate of employment in shich teachers can take considerable satisfaction in their work. (3) A majority of large city schools in this study provide retirement benefits, liberal sick leave programs, sabbatical leaves with at least half pay, and federal social security benefits, along with other fringe benefits. This study also shows that staff members in large city school systems are shown appreciation through the acceptance of their

ideas in policy development and through the practice of hearing their grievances stated without fear.

Recommendations.--(1) The personnel director should strive to promote financial security, good working conditions, and professional recognition for staff members. (2) The personnel director and all school administrators should give proper consideration to the recommendations of all types of teacher committees.

10. Conclusion.--The personnel administrator should be sensitive toward the attitudes and feelings of staff members in order to promote good human relations in personnel administration.

Supporting evidence.--(1) Authorities in the field of school administration are in consistent agreement that one of the most important tasks of the school personnel director is that of counseling with teachers and other employees concerning problems that arise from time to time. (2) Eight members of the jury of evaluators accepted Principle X without qualification and the other four accepted the principle with minor qualification. Principle X includes the above conclusion in its statement. (3) Forty-four of the forty-eight school personnel directors participating in this study indicated that their schools do give time and opportunities, under defined procedures, whereby teachers and other employees can counsel with staff members concerning questions and professional problems they might have.

Recommendations.--(1) The personnel administrator should be a person who has the ability to meet and work with people. He should have a genuine concern for others. (2) The personnel administrator should take advantage of the opportunity to build staff morale through counseling. (3) School personnel policy should provide each employee the opportunity to take his problem to higher authority than the director of personnel if his problem is not solved in the personnel division.

11. Conclusion.--The personnel administrator should offer leadership in the development of professional growth programs and inservice education in the school system he serves.

Supporting evidence.--(1) Almost all authorities in the field of school administration, as the literature shows, advocate professional growth programs in order that teachers might keep abreast of developments in the field of education. (2) Principle XI, which states the above conclusion, was accepted by all twelve members of the evaluating jury without qualification. (3) Forty-three of the forty-eight school systems included in this survey have professional growth programs in operation.

Recommendations.--(1) School systems should require staff members to earn additional college credit in order to keep abreast of developments in education. Inservice workshops and committee functions should be allowed to substitute

for college credit. (2) School systems should also have professional growth programs based on incentive. The degree of incentive should be reflected in the personnel policies and in the salary schedule. (3) The school personnel administrator's chief responsibility in the professional growth program should be to strive to create a climate and opportunities for self-improvement of staff.

12. Conclusion.--The personnel administrator has the responsibility of keeping adequate and orderly personnel records for the proper administration of the personnel department.

Supporting evidence.--(1) The literature shows that authorities are in complete agreement that one of the basic functions of the personnel department is the keeping of proper records. (2) Eleven of the twelve members of the evaluating jury accepted Principle XII without qualification. Principle XII advocates the above conclusion. (3) Forty-seven of the forty-eight school systems included in this survey have personnel records that are considered adequate, orderly, and easily accessible to persons authorized to use them.

Recommendations.--(1) The personnel department should maintain cumulative folders concerning the accounts of teachers' employment history. Included in this folder should be valid teaching certificates, college transcripts, sick leave allowances due, teacher performance evaluations, and all

other documents deemed necessary for the proper administration of personnel functions. (2) When a document is removed from a teacher's folder a signed receipt should be filed in its place. (3) Personnel records should be filed in a central location and made easily accessible to persons authorized to use them. (4) When a staff member accepts employment in another school system, records of his employment history should be transferred to the receiving school if the receiving school desires them or needs them.

13. Conclusion.--The personnel administrator should give leadership in developing a plan of teacher evaluation for the purpose of improving instruction.

Supporting evidence.--(1) The literature strongly supports the need for accurate teacher evaluation for the purpose of improving instruction. (2) Eight members of the jury of evaluators accepted Principle XIII without qualification. Three other members accepted the principle with the qualification that teacher evaluation is a joint responsibility of personnel and instruction. (3) Forty-seven of the forty-eight personnel directors responding to the inquiry indicated that their school systems do keep written evaluations of teacher performance. Forty-six of these administrators use written evaluations of teacher performance for the purpose of counseling with teachers to improve instruction.

Recommendations.--(1) Accurate evaluations of teacher performance should be made in written form. (2) Written

evaluations should be used for the purpose of improving instruction and not for merit ratings for salary purposes, therefore, merit becomes a morale factor. (3) Evaluations should be carried out in a professional manner which recognizes the self respect of the employees concerned.

14. Conclusion.--The personnel administrator should give leadership in developing the best salary schedule possible in order to attract the best qualified applicants available.

Supporting evidence.--(1) The literature strongly supports the belief that the welfare provision with which teachers and other employees are most concerned is salary. The literature also shows that authorities in school administration are in general agreement that the personnel administrator should be looked to as a leader for studying new salary schedules. (2) Eleven of the twelve jurors comprising the panel of evaluators accepted Principle XIV without qualification. Principle XIV advocates the provisions of the above conclusion. (3) Thirty-eight of the forty-eight school personnel directors involved in the appraisal of large school systems concerning the objectives of this study are responsible for offering leadership in salary schedule revision.

Recommendations.--(1) The assistant superintendent for personnel should be a key figure in the total study of salary schedule revision. (2) The superintendent of schools and the assistant superintendent for personnel should offer

leadership in salary schedule revision strong enough to make it unnecessary for teacher negotiations or collective bargaining, although teacher committees may and should be involved in salary schedule revisions. (3) Salary schedules should be developed on the basis that professional services merit professional salaries.

15. Conclusion.--Dismissal from employment should be based on written reports familiar to the employee and should be made only after efforts to improve employee performance have been unsuccessful.

Supporting evidence.--(1) Authorities quoted from the literature are in general agreement that elimination of incompetent personnel, although unpleasant, is an imperative administrative responsibility. There is widespread agreement, however, that dismissals should be based on evaluation reports made known to the employee, and efforts to improve the employee should be made before final action is taken. (2) Eleven of the twelve jurors on the evaluating committee accepted Principle XV without qualification. Principle XV states that dismissals from employment is a responsibility of the personnel department that should be based on written reports familiar to the employee and should be made only after efforts to improve the employee have been unsuccessful. (3) Thirty-seven personnel administrators who were asked to contribute data to this study reported that their school systems practice the provisions stated in Principle XV.

Recommendations.--(1) Dismissals from employment should be based on written reports made known to the employee. (2) Dismissals for inefficiency or incompetency are carried out only after efforts to improve the employee have been unsuccessful. (3) An employee who has been warned of dismissal proceedings should be given a hearing by higher authority than the director of personnel if he desires it.

16. Conclusion.--School personnel administrators and department employees should strive to develop and maintain good public relations.

Supporting evidence.--(1) Authorities in the field of school personnel administration are keenly aware that personnel administrators and staff members are in a unique position to help build better public relations, and fostering good public relations is a must for all school employees. (2) Principle XVI was accepted by all twelve jurors making up the evaluation panel. Principle XVI states that since school personnel departments are under constant observation by the community the personnel director and his staff should strive to develop and maintain good public relations. (3) Forty-seven of the forty-eight personnel directors contacted to participate in this study indicated that they strive to accomplish good public relations.

Recommendations.--(1) Since school personnel departments are under constant observation by the community the personnel director and his staff should strive to develop and

maintain good public relations. (2) All persons working in the personnel department should have the ability to deal with people courteously and considerately. (3) The personnel administrator should devote time to interpreting personnel functions to the staff and to the public through mass media and civic and community group engagements.

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APPENDIX A

THE FORTY-EIGHT LARGE CITY SCHOOL SYSTEMS BY STATE INCLUDED IN THIS STUDY

Alabama
- Birmingham

Arizona
- Phoenix
- Tucson

California
- Los Angeles
- Oakland
- San Diego
- San Francisco
- San Jose

Colorado
- Denver

District of Columbia
- Washington

Florida
- Miami
- Tampa

Georgia
- Atlanta

Illinois
- Chicago

Indiana
- Indianapolis

Iowa
- Des Moines

Kansas
- Wichita

Kentucky
- Louisville

Louisiana
- New Orleans

Maryland
- Baltimore

Massachusetts
- Boston

Michigan
- Detroit

Minnesota
- Minneapolis
- Saint Paul

Missouri
- Kansas City
- Saint Louis

Nebraska
- Omaha

New York
- Buffalo
- Rochester
- Syracuse

North Carolina
- Charlotte

Ohio
- Akron
- Cleveland
- Columbus
- Toledo

Oklahoma
- Oklahoma City
- Tulsa

Oregon
- Portland

Rhode Island
- Providence

Tennessee
- Memphis

Texas
- Dallas
- Fort Worth
- Houston
- San Antonio

Virginia
- Norfolk
- Richmond

Washington
- Seattle

Wisconsin
- Milwaukee

APPENDIX B

NAMES OF THE JURORS WHO WERE SELECTED TO ASSIST IN THE EVALUATION OF THE GUIDING PRINCIPLES

School Personnel Administrators

Ernest W. Cabe, Jr., Austin, Texas
Noble T. Norman, Fort Worth, Texas
C. S. Robinson, Kansas City, Missouri
Robert A. Selby, Amarillo, Texas
Ewell D. Walker, Dallas, Texas

Superintendents of Schools

Melvin W. Barnes, Portland, Oregon
Buford W. Garner, Iowa City, Iowa
Jack F. Parker, Oklahoma City, Oklahoma
Theodore R. Wright, Birmingham, Alabama

University Professors

William B. Castetter, Temple University, Philadelphia, Pennsylvania
Lavern L. Krantz, Ohio University, Athens, Ohio
Robert E. Wilson, Kent State University, Kent, Ohio

APPENDIX C

COPY OF LETTER SENT TO JURORS

LAWTON PUBLIC SCHOOLS
Lawton, Oklahoma

November 30, 1965

Dear Educator:

In an effort to write a dissertation at the University of Oklahoma I have developed a set of guiding principles by which the position of personnel director can be appraised as to its place in the organization, its services, and its responsibilities. A questionnaire will be developed from the principles to determine current practices in the large school systems of the United States. These practices will then be compared to the set of guiding principles.

My plan calls for the selection of a competent jury of well known educators to evaluate the principles. I have chosen you because of your outstanding work with the American Association of School Personnel Administrators, your position as a well known professor of school administration, or your reputation as a competent school superintendent.

After you have given your response to the principles, will you please return them to me in the enclosed self-addressed envelope as soon as possible?

I will appreciate your help and cooperation and promise to reciprocate at any time you might need help.

Yours very truly,

John Elkins
Assistant Superintendent

JE:et

APPENDIX D

COPY OF GUIDING PRINCIPLES SENT TO JURORS

GUIDING PRINCIPLES

The following set of guiding principles was developed from the literature based on information on which authorities seem to consistently agree. It is hoped that these principles can be used for the appraisal of the position for school personnel director in large city school systems as it pertains to its place in the organization, its services, and its responsibilities.

Principle I: The school system should be administered under the unitary plan of organization with the superintendent of schools serving as the chief administrative officer and coordinator.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle II: The personnel department of the school system should be administered under the unitary plan of organization, subject to the authority of the superintendent of schools.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle III: The school personnel director should be a highly qualified school administrator and experienced educator with preparation requirements and characteristics similar to those desired in the chief school administrator.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle IV: Written policies and regulations of the board of education should be available to furnish guidelines for the administrative procedure.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle V: Written personnel policies are developed cooperatively by the professional staff and the board of education and should be continuously interpreted and reviewed.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle VI: School personnel administration is a position of public trust and confidence and must be directed on the basis of integrity and impartiality.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle VII: Realizing the importance of professionalism in education the personnel administrator should encourage membership and participation in professional organizations and should set an example by becoming a member and participating in professional organizations that will improve his services.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle VIII: Since the chief objective of school administration is to further the education program the personnel director should seek staff members of the highest competence in order to give quality instructional service to students.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle IX: Since teacher performance is the key to quality education the school personnel director should be concerned with the creation and maintenance of a climate of employment in which teachers can take considerable satisfaction in their work.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle X: Realizing the importance of good human relations in dealing with staff members the personnel administrator should be sensitive toward their attitudes and feelings and should encourage them to bring their questions and problems to the personnel office.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle XI: Realizing that the quality of education is directly dependent on the quality of the professional staff the personnel director needs to be concerned with a program of professional growth and in-service education.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle XII: It is the responsibility of the personnel administrator to see that an adequate and orderly set of personnel records are developed and maintained and are easily accessible to authorized persons who need them.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle XIII: The personnel administrator should give leadership in developing a plan of teacher evaluation for the purpose of improving teaching.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle XIV: Although the superintendent of schools makes all recommendations to the board of education concerning salary schedules, the personnel director gives leadership in developing the best salary schedule possible in order to attract the best qualified applicants and to insure professional salaries for professional services.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle XV: Dismissals from employment is a responsibility of the personnel department that should be based on written reports familiar to the employee and should be made only after efforts to improve the employee have been unsuccessful.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Principle XVI: Since school personnel departments are under constant observation by the community the personnel director and his staff should strive to develop and maintain good public relations.

Accept principle_____
Reject principle_____
Accept with qualification_____
Please state qualification.

Signature_____

APPENDIX E

COPY OF LETTER SENT TO THE PERSONNEL ADMINISTRATORS

LAWTON PUBLIC SCHOOLS
Lawton, Oklahoma

December 6, 1965

Dear Educator:

In an effort to write a dissertation at the University of Oklahoma I have developed a set of guiding principles that have been evaluated by a jury of well known educators. Now I need to try to determine principles, practices, and procedures in personnel administration in large city school systems to compare with the guiding principles.

I have made the enclosed questionnaire as simple as possible so that it will take very little of your valuable time.

I will appreciate very much your answering the questions and returning them as soon as possible. I need to summarize the findings before January 1, 1966.

If you have written material that might help me, such as over-all organization charts, I will appreciate having it also and I will be glad to pay any expense incurred in mailing it.

Thank you very much for your help and cooperation. In turn, I promise to help you if and when you need such help.

Very truly yours,

John Elkins
Assistant Superintendent

JE:et

APPENDIX F

COPY OF QUESTIONNAIRE SENT TO THE

SCHOOL PERSONNEL DIRECTORS

I. Is your school system organized under the unit plan of organization?_____

II. Is your personnel department organized under one director subject to the authority of the superintendent? _____ Are you, as personnel director, directly responsible to the superintendent?_____

III. How many years of graduate study have you completed? _____ What is the highest degree granted to you?_____ Was this in school administration? _____ How many years teaching experience did you have before becoming personnel director?_____ How many years of school administration experience did you have prior to becoming personnel director?_____

IV. Does your school system operate under a set of written board of education policies?_____

V. Does your personnel department have a set of written policies concerning practices, principles, and procedures under which you operate?_____ Is your teaching staff involved in policy development and formulation?_____ How often do you revise your policies?_____

VI. Does your school have a policy that the personnel department is free from political, social, or other pressures to make recommendations not in the best interest of the school system?_____ Is an applicant disqualified from further consideration if social, political, or other pressures are exerted in his behalf at his request?_____

VII. Are you a member of the A.A.S.P.A.?_____ Are you a member of A.A.S.A.?_____ To what other national professional education organization do you belong?

_____

To what state professional organizations do you belong?

_____

To what local professional education organizations do you belong?_____

_____

Have you ever served as an official or committee member in a national professional organization?_____ State organization?_____ Local organization? _____ Do you encourage teachers to belong to professional organizations?_____

VIII. Does your school system have a written policy that the most desirable and competent candidate for a position is to be selected?_____ How many persons in your organization usually interview a candidate before he is employed?_____ Do principals in your school system interview applicants and make recommendations to you or to your staff concerning their choice?_____ Do you have teacher committees who help with the selection of teachers?_____

IX. Please check the following fringe benefits which your school system has to offer employees.

1. Sabbatical leave with half pay_____
2. Liberal sick leave policy_____
3. Social Security_____
4. Retirement program_____
5. Subsidized group health insurance_____
6. Subsidized life insurance program_____
7. Other (Please explain)_____

X. Do you give time and opportunities, under defined procedures, whereby teachers and other employees may counsel with you and your staff concerning questions and professional problems they might have?_____ Do you think that employees in your school system feel free to state their grievances without fear of reprisal?_____

XI. Do you require staff members to participate in a professional growth program such as six semester hours of college work every five years?_____ Do you permit travel time and noncredit workshops to be substituted for college credit?_____ Do you have a professional growth program based on incentive only and not required?_____ Do you have a professional growth program that is based on both incentive and requirement?_____

XII. Does your department keep an adequate and orderly set of personnel records?_____ Are they easily accessible to authorized persons?_____ Are they safeguarded against loss by fire?_____

XIII. Do you have written evaluations of teacher performance?_____ Do you, or other staff members, use these for counseling purposes to improve teacher performance?_____

XIV. Do you give leadership in the development of a salary schedule?_____

XV. Do you agree with the following principle concerning dismissal of employees for incompetency:

Dismissals from employment is a responsibility of the personnel department that should be based on written reports familiar to the employee and should be made only after efforts to improve the employee have been unsuccessful.

Accept principle_____
Reject principle_____
Accept with qualification_____
Does your school system practice this principle?

XVI. Do you as personnel director strive to develop and maintain good public relations?_____

_____
Signature

_____
Please state exact title

_____
Name of school

APPENDIX G

COPY OF LETTER SENT TO SCHOOL PERSONNEL ADMINISTRATORS WHO DID NOT RESPOND TO THE FIRST QUESTIONNAIRE

LAWTON PUBLIC SCHOOLS
Lawton, Oklahoma
Box 1009

January 24, 1966

Director of Personnel

Dear Administrator:

Recently I sent out a questionnaire like the one enclosed. Of the fifty-six sent out, forty were filled out and returned. To make my dissertation more meaningful, I need information from the other sixteen schools.

Since I am a personnel director I fully realize that your responsibilities are great and you have little time to share with others. However, I will appreciate it very much if you will find time to fill out the enclosed questionnaire and return it to me.

Administrators who responded earlier found it difficult to answer question number one. This has reference to the type of organization which makes the superintendent of schools responsible for the total school program with all recommendations being made through him.

I will appreciate your reply as early as possible.

Yours truly,

John Elkins
Assistant Superintendent

JE:et
Encl.