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IN THIS NUMBER

CARRY ON!

JAMES H. RICHMOND

The School Attendance Officer as a Public Relations Agent

L. E. MEECE

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in the Public Schools

J. W. BROOKER

Rules and Regulations for Local Boards of Education

OTIS C. AMIS

President
University of Kentucky
Lexington, Kentucky



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Superintendent of Public Instruction

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CARRY ON!

The new school code is now law; the new State Board is now functioning; a substantial increase in state school support has been provided by the legislature; free textbooks for at least the first three grades are being distributed; attendance officers have been selected; and many other progressive school policies are being introduced for the benefit of the children of the Commonwealth. Never before have conditions been better for the advancement of education in Kentucky. Our people are better informed about their school problems and are more sensitive to school needs than at any other time in the history of the state. They have become educationally-minded. This is a wholesome condition. It behooves school leaders, therefore, to dedicate themselves to their work; they may assume their duties with an added consecration and a new hope.

The eyes of school leadership in every part of the United States have been focused on Kentucky, our school program having attracted the interest and enlisted the praise of the nation. Let us justify this interest by making still further advances along the lines in the battle for better schools for our children. Let us understand that smug self-satisfaction over what has already been accomplished will undo most of the work that has been done. We cannot mark time. Bear in mind that there are still selfish interests and selfish people, "Chislers," who will mar the work already done if permitted to do so. "Eternal vigilance is the price of liberty."

JAMES H. RICHMOND,

Superintendent of Public Instruction.

THE SCHOOL ATTENDANCE OFFICER AS A PUBLIC RELATIONS AGENT

By L. E. MEECE,

Bureau of School Service, University of Kentucky

One of the most important of the recently enacted school laws of Kentucky is the law relating to school attendance. This law makes it mandatory for each school district to provide the services of a full-time, qualified attendance officer.

Along with the superintendent of schools, principals, and supervisors, the attendance officer is perhaps one of the most important officials employed by the board of education. The type of officer needed for this important position is clearly indicated by the provisions of the act setting forth his general duties. These provisions are as follows:

The general duties of the attendance officer shall be (a) to enforce the compulsory attendance and census laws in the attendance district in which he serves, (b) to acquaint the school with the home conditions of the child and the home with the work and advantages of the school, (c) to ascertain the causes of irregular attendance and truancy and to seek the elimination of these causes, (d) to perform such other duties as may be assigned to him by the State Board of Education or the district board.

It is clear from the provisions of this act that our lawmakers considered the work of the attendance officer as being primarily that of a public relations agent. This attitude is consistent with modern educational trends and with the views of recognized educational authorities and social workers. The modern attendance officer is essentially an educator, not a policeman. He is a contact man, an ambassador of education, and an adjuster of difficulties rather than an agent of force and compulsion. The aim is to get the child back in school, if possible, through a changed attitude toward the school.

The attendance officer is "to acquaint the school with the home conditions of the child" in order that the school may better adjust its program to meet the needs of the child. Only when the school sees its problems from the point of view of the child, is it in a position to help the child to adjust himself to the ways of the school. School administrators generally agree that knowledge of home conditions is essential to the best understanding of pupils. The important task is obtaining the necessary information. The attendance officer will help solve this problem.

The attendance officer is "to acquaint the home with the work and advantages of the school." He is an interpreter of the school and its ideals and purposes to the parents. The task is one of education and persuasion, of stimulation of confidence, and of securing co-

operation. If there are difficulties owing to misunderstanding between teachers and pupils, or between teachers and parents, the attendance officer will help to eliminate these difficulties and to bring about a heartier and more sympathetic cooperation between the school and the home.

The attendance officer is to "ascertain the causes of irregular attendance and truancy and seek to eliminate these causes." Truancy is here recognized as a symptom of educational or social maladjustment. The attendance officer is to visit the home, to discover the basic causes of interference with school attendance, and to seek, through the cooperation of the school and other social agencies, to eliminate these causes. The aim is to get the child back in school by means of a changed attitude rather than by force.

Abilities demanded for work of this nature are of the highest order. Such work requires not only a person of superior intelligence and personality, but also one with a broad social outlook and an understanding of human nature. Such a person should thoroughly understand the work of the school and the aims and objectives toward which it is directed. He should be able to analyze the social environment of the child and to understand the effects of environmental conditions in the development of attitudes and ideals. He should be able to secure the confidence of children, teachers, and parents in order to bring about better conditions.

While the primary function of the attendance officer is educational and preventive rather than compulsory, the law wisely invests the attendance officer with ample authority to use sterner measures when such become necessary and advisable. Since the education of all pupils at public expense can be justified only on the basis of an investment by the state to insure its own perpetuation and to promote its own interests, the education of the child is a concern of the state, and when other methods fail the state makes it the duty of the attendance officer to use his police power to enforce attendance.

The State Provides Free Textbooks For Children In The Public Schools

By J. W. BROOKER,

Director Division of School Buildings and Grounds,
State Department of Education

For more than a decade, the question concerning the distribution of "free textbooks" has challenged the consideration of legislators and of leaders in the field of public education. The General Assembly of 1928 enacted a "Free Textbook" Law but did not make proper provision for the expenditure of moneys for this purpose. The General Assembly of 1934, Extraordinary Session, amended the original "Free Textbook" Act, appropriating \$500,000 to be used in purchasing textbooks for distribution to pupils of elementary grades.

When time for administering this Act was due, the State Board of Education and the Superintendent of Public Instruction, were enjoined from expending any money to purchase "free textbooks." At a subsequent date, Judge Thomas, of the Court of Appeals, dissolved the injunction, thereby leaving the State Board of Education authority to purchase "free textbooks." Immediately following this order, machinery was set up by the State Board of Education to administer the "Free Textbook" Act.

The first orders for "free textbooks" were mailed to publishing companies on Monday, August 13. Since that date 1,188 purchase orders have been placed with the various publishing companies for basal texts for children in grades one, two, and three, in 119 counties and 82 independent districts. Orders are yet to be made for one (1) county and 123 independent districts.

The State Board of Education has now placed purchase orders for all books requisitioned, excepting in districts where adjustments must be made in the requisitions. Books will be ordered for these districts as soon as adjusted requisitions are received. Invoices from various publishing companies are being received daily, indicating that the publishing houses are filling orders promptly. Receipted invoices have been returned by several county superintendents where books actually have been delivered.

Forms now being printed will be mailed to all school administrators when delivered by the printer. A letter of instruction will be mailed with same. In a comparatively short time textbooks will be issued to every child in grades one, two, and three of Kentucky's public schools.

For the information of school executives and district boards of education, House Bill No. 12, Extraordinary Session, 1934, providing for the appropriation of \$500,000 for the purchase of "free text-

books", is incorporated in this article. The tentative regulations governing the distribution of "free textbooks" for the State of Kentucky, based upon Chapter 48, Acts of 1928, Sections 4421c-1 to 4421c-13, inclusive, Kentucky Statutes, are also incorporated.

Appropriation for Free Textbooks

That the State Board of Education shall have full authority to purchase textbooks as provided by Chapter 48, Acts of 1928, and shall have full authority to adopt such rules and regulations for the purchase and distribution of such books as in its judgment may be necessary, provided such rules and regulations are not in conflict with law. In the purchase and distribution of textbooks the State Board of Education shall begin with the first grade and shall furnish textbooks to the first grade before any are bought for the second grade. After books have been furnished to the first grade, if additional funds are available the State Board shall furnish books to the second grade, and so on, until the fund is exhausted; provided if, in the judgment of the State Board of Education sufficient funds are not available to furnish all the textbooks to any grade, then that Board shall have authority to determine for what subject or subjects in that particular grade textbooks shall be provided. There is hereby appropriated, annually, out the General Fund, the sum of \$500,000 for the purchase and distribution of textbooks as provided in this Act, and any unused balance left from one year shall be carried to the following year and shall be used for the purposes provided in this Act. This sum is irrevocably set aside for purchase and distribution of textbooks as provided in this Act. The State Board of Education is hereby given full authority to administer the purchase and distribution of textbooks in the Commonwealth of Kentucky and shall expend from the funds appropriated by this Act a sufficient amount to bear the expense of Acts providing for the purchase and distribution of textbooks in this Commonwealth, provided that no amount shall be expended out of this fund except on proper approval of the State Board of Education, and by requisition of the Superintendent of Public Instruction drawn upon the Auditor of Public Accounts.

As the time is drawing so near for many rural schools to open, there is hereby declared an emergency to exist, and this bill shall become effective immediately upon the passage of the two houses of the General Assembly and the signature of the Governor.

Tentative Regulations Governing the Distribution of Free Textbooks for the State of Kentucky.

1. *Requisitions by Superintendents.* The Superintendent of Public Instruction shall furnish requisition forms on which county superintendents and superintendents of independent districts shall requisition the books needed for the next ensuing school term in the

districts of their respective jurisdiction. Beginning with 1935-36, such requisition shall be filed with the Superintendent of Public Instruction at least one hundred and twenty (120) days before the beginning of school in the various districts. The requisition for books shall be made out in duplicate on Form FT-1. The original shall be sent to the Superintendent of Public Instruction and the duplicate kept on file as a permanent record by the superintendent making the requisition.

2. *Purchase Orders.* The Superintendent of Public Instruction will, upon receipt and approval of a requisition for books from any superintendent, issue a purchase order (on Form FT-2) in triplicate to such publishing companies as are under contract to sell the textbooks requisitioned. The original purchase order shall be sent to the publisher, the duplicate kept on file by the Superintendent of Public Instruction, and the triplicate shall be sent to the superintendent making such requisition for his files.

3. *Shipments, Invoices, and Payments.* Upon receipt of the purchase order from the state office the textbooks shall be shipped by the publisher, by prepaid freight, express, or parcel post, to the district superintendent, as directed by the Superintendent of Public Instruction. The publishers shall issue invoices in triplicate. Invoice No. 1 shall be sent direct to the Superintendent of Public Instruction and Invoices Nos. 2 and 3 shall be sent to the district superintendent receiving the textbooks. Upon receipt of the textbooks, the district superintendent shall check the shipment against the invoice and O. K. Invoice No. 2 to the Superintendent of Public Instruction as a receipt of the shipment. The State Board of Education may then order payment.

4. *Custodian and Bond.* The superintendents making requisition for the textbooks are custodians of the books in their respective jurisdiction. Each custodian of free textbooks shall execute a bond to the Commonwealth for the faithful performance of his or her duties in such a capacity. The penal sum of the bond shall be equal in amount to the value of the free textbooks under the charge of the custodian. The bond shall be executed in triplicate on a form (Form FT-3) prepared by the State Superintendent of Public Instruction and shall be guaranteed by a surety company authorized to do business in the Commonwealth or shall be signed by three personal sureties whose unencumbered assets shall at least be equal to the penal sum of the bond. In case a corporate bond is executed, the premium of such bond shall be paid by the local board of education. The bond shall be approved by the local board of education and by the State Board of Education. The three copies shall be sent to the State Board of Education for its approval. One copy shall remain in the permanent files of the State Board of Education, and two copies shall be returned to the local board after the bond has been approved.

5. *Books Labeled.* All textbooks shall be permanently labeled as the property of the State of Kentucky with the approved label, Form FT-4.

6. *Delivery of Books to Principals and Teachers.* The district superintendents acting under the direction of their respective boards of education shall deliver or cause to be delivered to the principal or teacher in charge of any public school at the building where said principal or teacher has charge, the necessary number of books required for each grade for the use of said school and take his receipt therefor, on Form FT-5.

7. *Issuance of Books to Pupils.* Books shall be issued by principals or teachers in charge of the public schools of the state to regularly enrolled pupils of said schools. The principal or teacher will fill out requisition cards in duplicate for each pupil using Form FT-6. The original of these cards must be signed by the parents or guardians who have supervision or custody of the pupils enrolling. When the requisitions are properly signed and returned to the principal or teacher, the books will be delivered as requested to the pupils entitled to them. The principal or teacher will keep both the original and the duplicate requisition cards. The original requisition cards shall be receipted and returned to the pupils when the books are returned to the principal or teacher at the close of the school term.

8. *Books May be Purchased.* Custodians of free textbooks, under the provisions of this Act, shall sell to any pupil, parent or guardian of pupils attending the public schools of Kentucky textbooks to such pupil, parent or guardian making request to purchase books. Such books shall be sold at the official retail contract price provided, that custodians shall not sell textbooks to private or sectarian schools or for the use of pupils attending private or sectarian school. Funds accruing from the sale of books shall be covered into the General Fund of the State Treasury.

Any custodian selling textbooks as herein provided shall issue a receipt in triplicate on Form FT-7, showing number and kind of books sold, the amount of money received, from whom received, the pupil for whom the books are purchased, and the school district in which the pupil is enrolled. The original copy shall be sent to the Superintendent of Public Instruction, the duplicate kept on file by the custodian, and the triplicate delivered to the purchaser of the books.

RULES AND REGULATIONS FOR LOCAL BOARDS OF EDUCATION

By OTIS C. AMIS,

Graduate Student of University of Kentucky and Superintendent of Public Schools of Mt. Vernon, Kentucky

Editor's Note.—To operate any private or public enterprise successfully requires careful planning. To manage and operate properly the public school program of any district, it is imperative that the board of education prepare and adopt a practical set of rules and regulations. The General Assembly has recognized the complex problems and procedure involved in this. Kentucky Statutes provide, first, in Section 4503-1, that each board of education shall have the power, and it shall be its duty, to fix and prescribe the duties to be performed by all persons in public school service in the district; second, in Section 4399-3, that the board of education of each school district shall adopt a set of rules, regulations and by-laws governing its meetings and proceedings.

Drafting rules, regulations and by-laws for this purpose is admittedly a difficult task. It has challenged the serious consideration of leaders in the field of public education. Graduate students in colleges of education of institutions of higher learning have given much time and thought to the solution of this problem.

Mr. Otis C. Amis, graduate student of the University of Kentucky and Superintendent of Public Schools of Mt. Vernon, Kentucky, has made a very creditable study of this problem. The bulk of a term paper on "Rules and Regulations for Local Boards of Education," prepared by him is published in this issue. Mr. Amis' article points out ways and means of approaching this problem, at the same time offering a suggested solution. His article follows:

Introduction

Article V, Section 28, of the Kentucky School Code passed by the General Assembly in regular session in 1934 and placed in the Kentucky Statutes as Section 4399-33¹ provides that "within sixty days after this act goes into effect each board of education which has not already done so shall meet and adopt a body of rules, regulations and by-laws for its meetings and proceedings; for the government, regulation, and management of the schools and school property; and for the qualification and employment of teachers and management of pupils. Such rules, regulations and by-laws may be changed, altered, or set aside only upon the affirmative vote of three members of the board of education."

The above requirement necessitates the understanding of the proper organization and functioning of the board of education and

¹In future citations the section number given will refer to the Kentucky Statute numbers given the various sections of the Kentucky School Code passed by the General Assembly in regular session in 1934.

also implies an understanding of the fundamental principles of school administration on the part of those who formulate the rules and regulations or by-laws which are to govern the actions of the board.

It is the purpose of this article to attempt to guide the boards of education of the Commonwealth of Kentucky in the formulation of such rules and regulations or by-laws as will enable those boards to render the most efficient and intelligent service.

In writing this article an attempt has been made to study the rules and regulations of boards of education of various types of school districts throughout the United States, as well as to analyze publications by state departments of education for the guidance of local boards of education. An attempt was made to secure the rules, regulations, or by-laws of one hundred and five local boards of education from various types of school districts, including no fewer than two from each state, and ranging in population in case of cities from 2,000 up to and including the cities of Philadelphia and Detroit. Included in this number were twelve county systems in the southern states. Each state department of education, excepting that of Kentucky, was asked to submit such rules and regulations or by-laws as it may have prepared for the guidance of local boards of education.

Of the one hundred and five local units contacted, fifty-three made reply. Twenty of these fifty-three, including two counties in which cities were a part of the county system, submitted their by-laws; four superintendents reported that the rules and regulations of their boards were written in their minutes; five reported that they were working on rules and regulations at the present time; four submitted copies of regulations relating to the employment of teachers; and the remaining fifteen said that they had no rules and regulations governing the actions of their boards.

Twenty-eight of the forty-seven states replied that they had no manual of rules and regulations or by-laws for local boards of education; nine states referred the writer to the state school laws; five states did not reply; and five submitted publications dealing with some phase of the work of local boards. No state had a publication that could properly be termed a manual of rules and regulations or by-laws for local boards of education. The publications received were as follows: *Massachusetts Public School Administration*, Educational Bulletin, 1926, Number 1, Whole Number 166; *Handbook for Rural and Village Boards of Education and Clerks in Ohio*; *Duties and Responsibilities of Superintending School Committees in Maine*, 1928; *The School Board and the Superintendent*, Bulletin Number 88, Department of Public Instruction of Indiana, 1927; and *A Manual on Budgets and Accounts for Oregon School Officials*, 1929.

Current literature that would help in the writing of this article was rather meager since only a few articles could be found bearing directly on this problem. However, a few articles were of special help, particularly one by Robert E. Cralle in the *American School Board Journal* for April, 1934. The title of this article, "Reason-

ableness of School Board Rules and Procedures," indicates its nature. Cralle's outline of what should be included conformed very generally to what is being practiced, as indicated by the rules and regulations submitted for study.

In preparing this article, information has been drawn from pertinent articles or books in the field of school administration and from practices in school administration as indicated by the rules and regulations studied.

The following sections of the study deal with the analyses of rules and regulations submitted, with generally accepted principles in school organization and administration, and a suggested outline of rules and regulations for local boards of education in Kentucky. A bibliography in the field of school administration, with special emphasis on boards of education and their work, is included with a view to assisting those board members who may be interested in professional reading.

A Survey of the Literature Relating to Rules and Regulations of Local Boards of Education

The evidence obtained from twenty sets of rules and regulations of local boards of education and the views of those who have written on the subject reveals considerable differences of opinion as to what should be included and what should be omitted from a set of rules and regulations for the government of local boards of education. Local conditions naturally have something to do with the factors to be dealt with in such a set of rules. However, an analysis of the material studied in the writing of this article shows that the following points are covered in most rules and regulations:

I. RULES GOVERNING THE ORGANIZATION OF THE BOARD OF EDUCATION

- A. Time and place of meeting
- B. Name of board
- C. Annual meeting
- D. Number of meetings and attendance at meetings
- E. Vacancies in membership of board—how filled
- F. Order of business
- G. General functions of board

II. REGULATIONS FOR CONDUCTING THE BUSINESS OF THE SCHOOL

- A. Form of budget
- B. Preparation of the budget
- C. Procedure in making purchases
- D. Procedure in paying claims
- E. System of and responsibility for financial accounting
- F. Bonding of treasurer and depository
- G. Tuition rate for non-local pupils
- H. Eligibility for tuition to other schools

III. REGULATIONS RESPECTING THE PROFESSIONAL PERSONNEL

- A. Time of election of the superintendent and the teaching personnel
- B. Qualifications for various positions
- C. Percentage of local teachers employed
- D. Physical fitness of teachers
- E. Marital status of women teachers
- F. The teacher's contract
- G. Provision for salary payment
- H. Provision for salary schedule
- I. Absence from duty
- J. Professional advancement
- K. Provision for visiting days, field trips, etc.

IV. POLICIES RESPECTING PUPIL PERSONNEL

- A. Age of entrance
- B. Limitations on entrance, if any
- C. Suspension and expulsion
- D. Provision for the care of handicapped children
- E. Compulsory attendance
- F. The census

V. REGULATIONS IN REGARD TO THE TRANSPORTATION OF PUPILS

- A. Who shall be transported
- B. Qualifications of driver
- C. Types of vehicles
- D. General schedules
- E. Contracts for drivers
- F. Waiting stations
- G. Insurance

VI. REGULATIONS RESPECTING MANAGEMENT OF SCHOOL PROPERTY

- A. Powers and duties of janitors
- B. Use of school property by other organizations
 - 1. Types of organizations which may use school property
 - 2. Responsibility of organization using school property
- C. Maintenance of buildings and grounds
- D. Acquisition of new property and disposition of old

VII. MISCELLANEOUS RULES AND REGULATIONS

- A. Employment of personnel other than professional
- B. Redress of grievances
- C. General session and length of school term
- D. Legal holidays

The above outline conforms closely to the outline suggested by Robert E. Cralle in the article previously referred to and also to the general practices of those boards of education whose rules were studied in the writing of this article. The next division of this article lists a set of principles taken from the literature in the field of school administration which will give members of local boards of education an idea of what is believed to be good practice in the management of schools.

Principles in School Organization and Administration

It is the purpose of this division to set out certain principles of school administration as they have been formulated by authorities in that field and by boards of education in the better school systems in the United States. Here these principles will merely be listed. For further discussion of them the interested superintendent or board member should consult the readings listed in the bibliography.

These principles may well be summarized in the few words of Theisen who states "That the most efficient results can be obtained by (1) giving the chief executive large powers, (2) holding him responsible for results, and (3) designating him as the one to initiate new policies."¹

The duties of the board of education and of the various school officials may be outlined as follows:

I. DUTIES OF THE BOARD OF EDUCATION

- A. To adopt policies for the administration of the school system
- B. To elect a qualified school executive, commonly known as the superintendent of schools.
- C. To hold regular meetings and whenever necessary act in the capacity of a court of appeals
- D. To pass on the recommendations of the superintendent in regard to:
 1. Rules and regulations
 2. Qualifications of employees
 3. Selection of employees
 4. Financial program
 5. Building program
 6. Curriculum
 7. Selection of textbooks
 8. Libraries
 9. Transportation
 10. Health and sanitation
- E. To require when necessary certain reports from the superintendent and from the treasurer

II. DUTIES OF THE SECRETARY OF THE BOARD OF EDUCATION

- A. To keep an accurate account of all the policies and proceedings of the board of education

III. DUTIES OF THE TREASURER OF THE BOARD OF EDUCATION

- A. To be responsible for all the moneys belonging to the school system
- B. To be responsible for the records of such money
- C. To give a bond acceptable to the board
- D. To prepare periodic financial reports to the board

IV. DUTIES OF THE SUPERINTENDENT OF SCHOOLS

- A. To be responsible for the entire internal school program
- B. To be responsible for the selection and care of equipment
- C. To be responsible for the curriculum

¹W. W. Theisen. *The City Superintendent and the Board of Education.*

- D. To be responsible for the libraries
- E. To be responsible for a research program
- F. To be responsible for instruction
- G. To be responsible for the transportation of pupils
- H. To be responsible for preparation of the budget, and for financial accounting
- I. To be responsible for the health and sanitation of the school
- J. To be responsible for the housing needs

V. DUTIES OF BOARD AND SUPERINTENDENT

- A. To cooperate with each other in the formulation of all policies
- B. To keep the public informed as to the policies and merits of the schools
- C. To try to give the pupils, as nearly as possible, what their parents are paying for

A Proposed Outline of Rules and Regulations for Local Boards of Education in Kentucky

This division contains a suggested set of rules and regulations designed to meet the needs of county boards of education and boards in the smaller independent districts. It is assumed that most of the city systems will have rules and regulations which were already in use at the time the school laws of 1934 became operative. Since cities of the first and second classes may continue to have a dual administrative setup, it is very probable that certain of the suggestions offered in this article will not apply to their situations.

The suggestions offered are merely for the guidance of boards of education in setting up their rules and regulations under the new law and are suggestive only. The outline in Division II, derived from the rules and regulations studied in writing this article, will be followed in the suggestive rules offered in this division.

The law is quoted on each point in this outline that is covered by law. Where it is possible to state a rule or regulation that is generally applicable, such a rule or regulation is stated. In some instances a rule is given as an example where no general rule would apply.

I. RULES GOVERNING THE ORGANIZATION OF THE BOARD

- A. **Name of Board.** Section 4399-17, Kentucky Statutes, provides that the name of a board of education shall be the **Board of Education** of (Name of city or county), Kentucky.
- B. **Annual Meeting.** The statute fails to provide for the annual meeting of the board of education and to set up the official personnel of the board. It is suggested that the rule be adopted that the board of education have its annual meeting on the first Monday in January¹ for the purpose of organizing for the following year, and that a chairman, vice-chairman, secretary, and treasurer be selected for the school year beginning the first day of

¹This is the date that newly elected board members take office. Section 4399-27, Kentucky Statutes.

July following. The chairman and vice-chairman must be selected from the membership of the board of education. The² secretary may also be the treasurer³ and cannot be a member of the board. The superintendent of schools may act in these capacities within the discretion of the board. The time and place of meetings of the board of education for the ensuing year should be fixed at this meeting. New members of the board of education should also take the oath of office at this meeting.

C. Number of Meetings and Attendance at Meetings. (Section 4399-29, Kentucky Statutes.)

The regular meeting of the Board of Education shall be held on the first Wednesday of each month, at such hours as the board may designate. Three members shall constitute a quorum. No member shall leave the meeting without the consent of the presiding officer. A call meeting shall be held whenever ordered by the chairman or whenever request in writing by three members of the board by the secretary. At called meetings no business shall be transacted except that specified in the call.

D. Vacancies; How Filled. (Section 4399-30, Kentucky Statutes.)

In case of a vacancy in the membership of the board, a new member shall be appointed at the next regular meeting on the vote of three remaining members. The new member may be inducted into office at the next regular meeting after his appointment or at a meeting called for that purpose.

E. Time and Place of Meeting. The Board of Education of (name of city or county), Kentucky, will hold its regular meetings on (as suggested in C) at (hour) in (office or building). All meetings shall be open to the public except when the board is in executive session.

F. Order of Business. The order of business commonly adopted by boards of education is about as follows:

1. Call to order by chairman
2. Roll call of members
3. Approval of minutes
4. Hearing from delegations
5. Report of standing committees
6. Report of special committees
7. Report of superintendent
8. Unfinished business
9. New business—Adjournment

G. General Functions of the Board. (Chapter II, Common School Laws, 1934.)

The Board of Education will recognize its relationship to its chief executive officer and his importance in the proper functioning of the school. It will go about the selection of the superintendent of schools in a business-like and professional manner and will study the budget with care to see that for every dollar spent for education in this community, a dollar's worth of education is secured for our girls and boys.

II. REGULATIONS FOR CONDUCTING THE BUSINESS OF SCHOOLS

A. Form of Budget. (Kentucky Statutes, Sections 4384-29 and 4399-45.)

B. Preparation of the Budget. (Section 4399-40, Kentucky Statutes.)

The superintendent should be responsible for assembling data

² Note added—Section 4399-38, Kentucky Statutes, School Law, 1934, page 80.

³ Note added—Section 4399-42 Kentucky Statutes, School Law, 1934, page 87.

and formulating a budget, on or before March 20, which shall be passed on by the board of education. The board of education will then recommend the rate of levy necessary for the operation of schools in its district to the tax levying authority of that locality. A copy of the budget must be filed with the clerk of the local tax levying authority not later than March 20. Not later than fifteen days after the state per capita has been declared, the board of education shall have prepared by its superintendent a close estimate or working budget and submit a copy of the same to the State Board of Education for approval. The working budget shall be consistent in its major divisions with the general budget previously prepared.

- C. **Procedure in Making Purchases.** (Sections 4399-21 and 4399-48, Kentucky Statutes.)
1. **Real Estate.** (Section 4399-56, Kentucky Statutes.) Boards of education shall have the right of eminent domain and may bring condemnation suits under the law set up for railroads.
 2. **New Buildings Repairs, Supplies and Materials.** (Section 4384-23, Kentucky Statutes.) New buildings, repairs exceeding \$150.00, and supplies and materials exceeding \$250.00 must be advertised and bought from the lowest and best bidder, the board having the right to reject any and all bids.
 3. **Minor Repairs, Supplies and Equipment.** The superintendent of schools will be held responsible for the purchasing of all repairs, supplies and equipment, the purchase of which is not elsewhere provided for, on the requisition of the person who has need for the article, subject to the approval of the board of education. He is to advertise for and receive all bids in case of purchase by bids as provided for above.
- D. **Procedure in Paying Claims.** (Section 4399-42, Kentucky Statutes.) All claims against the board of education should be filed in proper form with the superintendent or business manager before the regular meeting of the board. The claims should be properly listed and presented at the regular meeting of the board and approved for payment. After this the disbursing agent should draw checks or warrants against the treasurer in favor of the persons who hold the claims.
- E. **System and Responsibility for Financial Accounting.** (Sections 4399-39, 4399-48, inclusive, Kentucky Statutes.) The system for financial accounting for local boards of education will be the uniform system adopted by the State Board of Education. Ultimately the superintendent of schools is responsible for the accounting except in first and second class cities where business managers do not come under the authority of the superintendent as an assistant superintendent in charge of business.
- F. **Bonding of Treasurer and Depository.** (Sections 4399-42 and 4399-43, Kentucky Statutes.)
- G. **Tuition Rate for Non-Local Pupils.** (Sections 4363-2, 4363-5, 4399-51 and 4399-52, Kentucky Statutes.)
1. **Elementary.** The rate of tuition for non-local pupils attending the elementary schools in this system shall be \$..... per month, or \$..... per year for a term of..... months.
 2. **Secondary.** The rate of tuition for non-local pupils attending the secondary schools in this system shall be \$..... per month, or \$..... per year for a term of..... months.

- H. **Eligibility for Tuition to Other Schools.** All pupils will be eligible for tuition to attend other schools who do not have reasonable access to a school within their own district and can more conveniently attend school elsewhere.

III. REGULATIONS RESPECTING THE PROFESSIONAL PERSONNEL

A. Time of Election

1. **Superintendent.** (Sections 4399-34 and 4399a-10a, Kentucky Statutes.) The superintendent shall be elected as early in the calendar year as the board is convinced that the desirable candidate has been found in order that he may plan his program before he assumes his duties on July 1. His term of office shall be of such length as the discretion of the board of education thinks wise to fix it, not to exceed four years.
2. **The Teaching Personnel.** (Section 4399-9, Kentucky Statutes, School Laws 1934, Chapter IX.) The teaching personnel shall be elected as early in the year as suitable candidates can be found and as soon as the law will permit. The law will not permit the election of teachers earlier than the April meeting of the board of education unless a special meeting for the purpose of electing teachers is called before the regular meeting time in April and after the first day of April.

B. Qualifications for Various Positions. (Sections 4502-11, 4503-2, 4399-9, and 4399-34, Kentucky Statutes.)

All teachers employed by the Board of Education shall hold their positions during competency and good behavior; and no teacher shall be dismissed except after a hearing.

A teacher in the elementary grades shall have a minimum of sixty-four semester hours of college training from a standard junior or senior college of not less than B rating by the Kentucky Association of Colleges. High school teachers shall be graduates of a standard four-year college of the above mentioned rating. All teachers must be certified according to the law of the state. High school teachers will be employed to teach in their major fields of training only.

The superintendent and all principals shall have at least one year of graduate training and a graduate degree in the field of school administration from an institution with a rating not inferior to that of the University of Kentucky.

C. Percentage of Local Teachers Employed. Not more than seventy-five per cent of the teachers in this school system shall be employed from applicants who have their permanent residences within the boundaries of the school district. Local applicants employed in this system must have a minimum of eighteen months teaching experience in some other school system.

D. Physical Fitness of Teachers. (Sections 4399-9, 4502-11, Kentucky Statutes.)

Before a teacher shall be elected, she shall file with the superintendent of schools a certificate, from the school physician or some reputable physician approved by him, showing that the teacher has been examined by this physician within sixty days next before her election, and that the teacher possesses good health and physical vigor.

E. Marital Status of Women Teachers. (Section 4399-9, Kentucky Statutes.)

No woman who is living with a husband shall be employed as a teacher in this school system; and, any female teacher, already in the service, who may marry, will be automatically dropped from her position as teacher.

F. The Teacher's Contract. (Sections 4384-30, 4399-20 and 4399-36, Kentucky Statutes.)

As soon after the election of teachers as it is possible for contracts to be prepared, each teacher in this school system shall be presented with a contract. The teacher will be given ten days within which time she is to study her contract. Failure to sign after ten days will automatically void the election of that teacher.

STATE OF KENTUCKY

County or city of.....

Date.....

WITNESSETH: That (name of teacher) of (address of teacher), a teacher holding a (kind of certificate) which will not expire until (date of expiration), has contracted with the (name of board of education) to teach for a period of (number of months) months beginning (date) and ending (date). This teacher agrees to be subject to assignment by the Board of Education or its legally authorized agents and to abide by the rules and regulations governing the school in which she is employed; the rules laid down by the Board of Education and the state laws of Kentucky governing school operations.

In consideration for the above mentioned service, the (name of board of education) agrees to pay said teacher a salary in accordance with a salary schedule set up by the said board and approved by the State Board of Education of Kentucky.

Teacher.....

Board of Education:

Chairman

Secretary

G. Provision for Salary Payment. (Sections 4370-6, 4370-7, and 4399-40, 4503-10, Kentucky Statutes.) Salaries shall be payable on the tenth day of each month. Should any teacher, principal, or superintendent fail to make any report due, salary for the current month may be withheld until such report is made.

H. Provision for Salary Schedule. (Section 4399-46, Kentucky Statutes.)

Each school district shall pay its teachers according to a salary schedule which shall include training, quality of service, experience, and such other items as the State Board of Education may approve.

For example, a board of education may set a basal salary on the minimum qualifications required for a teacher within the particular system. An additional amount may be added to the teacher's salary for each college hour of credit above the minimum and for each year of successful teaching experience up to a certain number of years. The quality of service, when objectively rated, should also affect the salary of the teacher.

I. Absence from Duty. (Sections 4399-33, 4503-1, Kentucky Statutes.)

Any teacher who is unavoidably absent from duty because of personal illness or illness or death in the immediate family shall report the cause of her absence as soon as possible to the superintendent who will take care of the substitution. The teacher

absent will pay the substitute teacher eighty per cent of her regular salary for the time she is absent.

- J. **Encouragement for Professional Advancement.** (Sections 4399-46, 4503-1, Kentucky Statutes.) Teachers shall be encouraged to advance themselves professionally by taking extension courses, correspondence courses, and summer school and travel study courses. It will be the policy of the Board of Education to give recognition to such efforts for advancement, in so far as possible, in its salary schedule.
- K. **Provision for Visiting Days, Field Trips, Etc.** (Sections 4399-46, 4503-1, Kentucky Statutes.) It shall be within the discretion of the superintendent to grant permission to a teacher to be absent to visit schools for improvement in professional work and to permit field trips, visits, and excursions by classes when he deems it of value to them.

IV. POLICIES IN REGARD TO PUPIL PERSONNEL

- A. **Age of Entrance.** (Sections 4364-4, 4434-19, and 4434-25 to 4434-31, inclusive, Kentucky Statutes.)
Any child who is six years of age or who will become six years of age on or before September 30, shall have the privilege of entering school at the beginning of the session. Any board of education which operates its school or schools on the semi-annual promotion basis shall, at the opening of the second session, admit beginning students who will become six years of age on or before February 28.
- B. **Limitation of Entrance.** (Sections 4434-19, 4363-2, 4363-5, and 4363-8, Kentucky Statutes.)
Only those children will be prohibited from entering school whose physical, mental, or moral condition is such as to make them a menace to the welfare of others.
- C. **Suspension and Exclusion.** (Section 4363-9, Kentucky Statutes.)
A teacher may, with the advice and consent of the superintendent, suspend a pupil from school for an indefinite period of time for willful disobedience or defiance of the authority of the teacher, habitual profanity or vulgarity, or other gross violation of property or law. After a hearing from the parent or guardian, the board of education may expel a pupil for such misconduct. The decision of the board of education shall be final.
- D. **Provision for the Care of Handicapped Children.** (Sections 4434-32, 4434-33 and 298f-1 to 298f-8, inclusive, Kentucky Statutes.)
It will be the policy of the board of education to see that each child in the district has the opportunity for educational training so far as he is able to profit thereby.
In districts which do not have schools for the training of handicapped children, a report should be made to the State Superintendent of Public Instruction, whose duty it is to secure the enrollment of such children in state institutions.
- E. **Compulsory Attendance.** (Chapter VII, Kentucky Common School Laws, 1934.)
It will be the policy of this board of education to study the provisions of Chapter VII of the Kentucky School Law of 1934 and to endeavor in every way possible under it to secure a maximum school attendance; provide for its conscientious enforcement and invoke its provisions when necessary; but hope to hold attendance through the curriculum, the program, and the teaching personnel.
- F. **Continuing Census.** (Sections 4434-25 and 4384-22, Kentucky Statutes.)

Each board of education shall maintain a permanent and continuing census, of such nature that the number of children therein, the names and ages of such children, the nationality, occupation and post office address of each parent, guardian or custodian may be determined at any time in each school district.

V. REGULATIONS IN REGARD TO THE TRANSPORTATION OF PUPILS. (Sections 1342a-1, 1376r-10, 4384-25, 4399-20 and 4399-52, Kentucky Statutes.)

A. Who Shall Be Transported? It will be the aim of this board of education to put each child within reach of the best possible school program we are able to supply for him. Transportation will be furnished to any child where it is necessary in order to make such a program accessible to that child.

It is suggested that rules similar to the following be set up to govern the transportation and care of children on the road to school.

B. Qualifications of Drivers.

No person shall be permitted to drive a vehicle carrying school children who is not thoroughly sober and reliable. He shall be required to meet any requirements qualifying him to drive such vehicle under state law or regulations of the State Board of Education and the local board of education.

C. Types of Vehicle.

Vehicles for the transportation of school children shall be equipped with every safety device and shall be modern in comforts and ventilation. The mechanism must be dependable and the bodies well constructed and strong.

D. General Schedule.

The superintendent and the principals of the various schools shall be responsible for working out the bus schedules in such a way as to allow the most convenience to the greatest number of children. The schedule shall be maintained as nearly as possible at all times. Notice will be given to all persons affected by any change of schedule.

E. Contracts for Drivers.

The drivers' contracts shall specify the duties of the drivers with respect to the maintenance of schedules; the rate of speed at which they may drive; their responsibility and authority in regard to the pupils and the care of the vehicle; and the conduct of driver while on duty. These contracts shall specify the compensation to the drivers and the duration of the contracts.

F. Waiting Stations.

Waiting stations shall be provided and maintained for pupils who are to be transported. These stations shall be safe, sanitary and comfortable.

G. Insurance.

Liability, fire and accident insurance shall be carried on each vehicle used in the transportation of children.

VI. REGULATIONS COVERING MANAGEMENT OF SCHOOL PROPERTY. (Sections 4399-17 to 4399-53, inclusive, Kentucky Statutes.)

A. Powers and Duties of Janitors.

1. Janitors shall do all the work that may be necessary to keep the buildings, appurtenances thereto, and the grounds in proper condition throughout the year, or during their period of employment, and they shall be directly responsible to the superintendent for the care of same.

2. They shall run errands for the superintendent and principals; assist the teachers in doing manual labor in their classrooms; do all they can to promote the health and comfort of the pupils while in school; and perform such other reasonable duties as may be required of them.
 3. They shall guard against fire hazards; report to the principals or to the superintendent any needed repairs and requisition the purchasing agent for supplies. For the performance of their duties within the building, janitors will be responsible to the principal, subject to the approval of the superintendent.
- B. **Use of School Property by Other Organizations.** (Sections 4399-33, 4399-53, Kentucky Statutes.)
1. **Type of Organization.**
The buildings and grounds controlled by the board of education may be used for public purposes when school is not in session, only when the organization requesting its use is of such reputation as to make it seem advisable to the board of education to permit the use of such property by that organization.
 2. **Responsibility of Organization Using School Property.**
The rule here is fixed by Section 4399-53, Kentucky Statutes, which provides that "organization using school property shall be responsible for the proper care of the property when it is left in their care by the board of education."
- C. **Upkeep of Buildings and Grounds.** (Sections 4399-17, 4399-21, inclusive, 4399-47 and 4399-48, Kentucky Statutes.)
It shall be the duty of the superintendent of schools to keep such information on file as is necessary to determine the upkeep needs of the plant. He shall recommend to the board of education, from time to time, such repairs as are needed and shall propose to the board the necessary steps to secure the desired repair.
- D. **Acquisition of New Property and Disposition of Old.**
New property shall be acquired and old disposed of only as a part of a well planned program based on data in the office of the superintendent of schools which show the plant needs of the school system.

VII. MISCELLANEOUS RULES AND REGULATIONS.

- A. **Employment of Personnel Other Than Professional.** (Sections 4399-37, 4399-38, 4399-42, 4399-43, and 4434-6, Kentucky Statutes.)
In the employment of personnel other than professional, the board of education will keep in mind the principle that the schools are run for the children and not in order that individuals may have jobs, and will attempt to secure the services of those who are capable and efficient. The employment of such personnel will be during the regular meeting in May.
- B. **Redress of Grievances.** (Sections 4384-12, 4399-33 and 4503-1, Kentucky Statutes.) The following rule is offered as suggestive here: In case of grievance by a patron, the grievance shall first be taken up with the person immediately in charge—and, if that person is a teacher, in the presence of the superintendent when possible. The order of appeal shall be as follows: 1. teacher, 2. principal, 3. superintendent, 4. the board of education whose decision must be final.

- C. **General Session and Length of School Term.** (Sections 4370-7 and 4363-2, Kentucky Statutes. The following rule is offered as a suggestion:

In general, except where road conditions will not permit, schools shall open in September and run for a period of 180 days actual teaching. Six hours shall be the minimum length of the school day.

This is yet impractical in some of the school districts of Kentucky and impossible in others but may be held as the ideal and future goal for all the systems of the state.

- D. **Legal Holidays.** (Section 4384-28, Kentucky Statutes.)
The Superintendent of Public Instruction shall prepare, or cause to be prepared, and submit for approval and adoption by the State Board of Education rules and regulations fixing the holidays on which the schools may be closed and the special days to be observed.

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