A Study of the Public School Problem: “Where Does Policy Making End and Administration Begin?”

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The College at Brockport
A Study of the Public School Problem: "Where Does Policy Making End and Administration Begin?"

by

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INTRODUCTION

In 1812 the State Legislature created the school district. The first school district served a limited geographical region, usually a town or village, and was empowered to establish and serve grade schools only. This common school district, usually, had the following characteristics:

1. one or two-teacher schools.
2. radius of service was small enough for pupils to walk to school.
3. administered by a trustee or a board of three trustees.

As the years passed the State of New York became more interested in the type and quality of public education of its junior and senior high school children. In 1853 state legislation authorized the formation of union free school districts for the expressed purpose of high school education at public expense, which the common school district could not do. The union free school, or village school, usually had the boundaries of the community or village in which it was located and was governed by a three to nine member board of education. If this newer form of district had a population of more than 4,500, and met certain other requirements, it was granted permission to appoint a superintendent of schools. This superintendent would be professionally educated; at least the state desired it.

By the 1940s New York State began urging small school districts to merge and form a central school district for the purpose of greater taxation sources and the pooling of buildings, materials, and staff members. This would result in equalizing and improving the quality and quantity of instruction at both the elementary and high school educational
area.

As of June, 1960 New York State has 1329 local school districts. Within this group there are five forms of organization; of which all have the legality of formation from the State of New York. The chief function of all of these districts is to make it possible for the residence of the individual areas to provide for the formation, operation, and administration of an adequate and sound educational program for those who must be educated in the public schools.

The idea that the school districts of New York State are an independent unit of government has been unchanged.

However, since the school districts of New York State receive their powers from the statutes passed by the State Legislature, they are restricted by the legislature and such agencies as set forth by the legislature. Common sense cooperation to the other areas of local government and state agencies restrict the powers of the local school district. Most certainly, a local school district could not be given the authority by the state to regulate the natural resources or intrastate power prices.

From the State Constitution, Article XI, Section 1, one is able to see that the responsibility for education is placed in the hands of the State Legislature. None the less our New York State educational system is characterized by the partnership that exists between the state and local boards of control. When the state became extremely interested in the development of the school's responsibilities to meet the needs of children, it chose to do so through the local school districts and
school boards. The state offered at this time financial aid and stimulated the local school districts by providing trained state personnel who would work with local districts in development. The direct management of the schools was a responsibility of the local board of control.

In summation the local school board of education is both a state and local form of government, which operates only within the specified area of the local school district. Education is recognized and organized as one of the major prerogatives of the state, but the formation and execution of the specified plan of education is delegated to the local units. These units, which may be of any size and shape, are known as school districts. When the state support of our public education was minor, school districts were allowed to govern their own destinies. State aid was not support, but it was a stimulus to local support. Today, however, this is no longer true. The state provides a great support for public schools from tax sources not available to localities. Therefore, the great increase in the state's school expenditure is connected directly with the State Legislature.

In meeting state responsibility for education the State Legislature has created local school districts and mandated that these districts legislate for themselves through local control - i.e., local school boards. The powers of these school boards are limited and detailed by state laws which are usually felt to be reasonable.

The school boards as well as local school districts are acts of the state and as such are state agencies and not mere city, town, or
county governments. The school board member is, therefore, a state representative or official whose primary function is to carry out, to the best of his ability, the responsibility for education in the local district. The Brockport system that is under the control of the board member is separate from other units of local government.

"In the case of Leonard et al. vs. School Committee of Springfield et al. (211 Mass. 325, 135 N.E. 459 (1922),) the court ruled, 'The policy of the Commonwealth from early times has been to establish a board elected directly by the people separate from other governing boards of the several municipalities and to place the control of the public schools within the jurisdiction of that body unimpeded as to details of administration and not subject to review by any other board or tribunal as to acts performed in good faith.'"

The freedom of the local Brockport school board is the specific and intentional result of state policy through the enactment of state educational law. It emphasizes that the board, although being independent locally, must meet the responsibility for the establishment and maintenance of certain minimum standards of educational provision and the protection of the public against acts of dishonesty. Thus, certain functions are mandated and carried out by the state. The local provision of educational services beyond the minimum requirements of the state is made possible through and by permissive legislation. Such services as school guidance programs, libraries, and adult education have

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been made possible to the school districts which desire them. The programming of these areas is a local function. However, with the present-day increase for state aid by the school districts maintaining these programs, state legislation and control will probably be on the increase.

Need for the Study

Today's school district with its several million-dollar buildings, acres of school grounds, hundreds of staff members, and annual million dollar budget is too big a responsibility to have it run in any other way except as a trust or a personal enterprise.

Everyone reads with the "view-with-alarm" facts of classroom, teacher, and salary shortages. Not everyone is aware of the day-by-day loading of new responsibilities on the schools; nor of the changing policy statements for school boards and administrators. All too few of the citizens who are beating drums for educational reforms in our local school system are aware of the basic fact of American education - that the local school board member and administrator, as representatives and servants of the people, are the first and last word of the operation of their schools.

Even at the time of writing of this paper the fact that lack of understanding of the responsibilities and the boundaries of their jobs is a prime source of board-administrative troubles that passes by the average board member, citizen, and principal. These troubles, though directly removed from the citizen's power, inevitably damage a school system all the way through into the classroom.
The future of the local school district at Brockport hangs on the attitudes that seven members have toward each other, toward their trained administrators, and toward their educational jobs. The writer would not be one to bet that continued harmonious relationships will exist in this district. Why? An answer rests on a question. "Where does policy making end and administration begin?"

The Author has used the Brockport Central School Board of Education as the primary focal point of actual "board policy" and recommendations and Official New York State Education Law. The opinions of administrators included within this paper are from both past and present administrative personnel of public schools.

**Statement of the Problem**

The purpose of this project is to examine the State Education Law, and survey an actual central school board of education and several local administrators in order to attempt to clarify the division between the authority of a board of education member and a school administrator in the formulation and execution of school policy.

**Delimitations of the Study**

1. The study will be limited to the Brockport Central School District #1. It will not deal with any other school districts specifically.
2. The study will restrict itself to the readings listed and to the personal interviews.
3. It is not the purpose of this study to establish, to criticize, or to solve the district's problems, practices, and policies, but
rather to investigate certain policies and practices as they now exist.
Chapter II

Review of Literature

It is believed by most that the local board sees its role as that of the policymaker and the administration as the personnel who administer in accord with established policy. This simple view of the board's duty and function is sound but very unrealistic.

The more one reads of educational law the more one becomes aware of the fact that a board's function and duty is that of both policy maker and rule maker for a school district. This, by itself, is a play on terminology. Webster's definition of "policy" is two fold: "management based primarily on material interest, rather than on higher principles; a settled course adopted and followed by a government". Neither of these definitions is the exact term for our use of the word.

The state outlines the mandatory powers and duties of the school board by stating that the, "board of education ...... shall have power, and it shall be its duty: ....". Contained within this mandated section of educational law there are thirty-one duties, of which each has a diversity of power; such as: "To prescribe, To adopt, To make provisions, To take charge", and so on. The powers and duties of the board of education, as they are outlined in Section 1709 of the Educational Law,
Seem to be very specific; but upon close study one will find that they give tremendous leeway to the methods that a school board may use in their enactment.¹

Each article is specifically written for a single duty, but within each article room has been left for discretionary judgement by the local board by use of such phrases as, "...when authorized by a meeting of the district...", "...as they may deem necessary...", "...in its discretion...", and "...when duly authorized by the qualified voters of the district...". The local school board has been granted the "how"-method, "manner"-discretion, and "when"-authorization processes for the enactment of school policy.

To pin-point the powers and duties of a board of education one may read section 1709 of the Education Law (see Appendix A), but to see the primary danger to begin an effective school board Hagman states:

"The danger to effective school operation from failure to identify areas of function of the board is twofold. The first danger is that the board will undertake responsibilities properly those of legally certified and professionally trained workers. The second danger is that the board will not execute all of its function."²

¹See Appendix A.

The boards of education are charged specifically with the running of the school system while at the same are given latitude in implementing action. Moehlman states: "Among the specific and distinct responsibilities of the local board is that of interpreting..."1 Although the boards have the power, authority and responsibility of a school district with the advice of a professional staff, they can and do become intangled with administrative problems.

The State Legislature provides the framework of law for the operation of the schools. The local board must see that the school system is operated in a legal manner. In order to carry on this legal management the school board must and invariably does adopt a number of guide lines or policies. The state declares the policy making clause to the board as, "To adopt such by-laws and rules for its government as shall seem proper in the discharge of the duties required under the provisions of this chapter."2 Policy statements of a school district must be written in agreement with state and local government law. The actual school district's community will set the over-all educational objectives and it is the board's duty to express those impressions in broad outlines. Board members are laymen and they control the direction of education as well as the educational professional.

In order that a school system exist it must have more than a legal foundation and a legislative consent to have policy. It must have

guidelines of function, purpose, and policy for administrators to follow and board members to adhere. Those school systems with no policy, or with some policy, or with complete, stated, and published policy have and do face the question of jurisdiction that arises between the administration and board. An administrator who is forced into an open debate with his board over a matter of jurisdiction usually is on his way out. In the final analysis the principal holds office only through the tolerance of the board of education. The dismissal of the principal will, undoubtedly, have been felt in the community as well as in the classroom. When a district's school board begins to concern itself with the responsibilities of school lunch programs, building maintenance, individual complaints, building programs, rental of additional school buildings, and the selecting of staff members as being its primary function, they will be so busy that little or no time can be used in order to establish policy statements that would enable these many details to be carried out by the administration within the skeleton of policy.

It is proper that the local school board use the training and the wisdom of the professionally trained administrator in outlining the statements of policy. This is reasonable because of the amount of training that rests with the administrator and also due to the fact that the administrator will be the one person that executes the finished product, i.e. the policy. By involving the use of the administrator and his ideas, the policy will usually be more effective and will recognize educational aims and not just the immediate pleasures of a school board.
Homblam states:  

"The board of education is the supreme education authority for the local school community. From the viewpoint of the state, its primary responsibility is to put into effect the educational plan. In terms of the local school district the board assumes a different aspect. It not only accepts mandatory state law but also deliberates upon the acceptance or nonacceptance of permissive legislation. It makes its own rules and is subject only to the will of the people and to the state educational authority as provided by law. It is empowered to exercise all duties essential to the successful operation of the schools. From the district viewpoint, the board of education is considered as the local legislative body to which are entrusted, by law, the responsibilities for planning, executing and appraising the district educational program."

It is true that the board of education does legislate; but it cannot escape the responsibility of seeing that the school administrator achieves the desired results of this legislation. Thus, the school board is also responsible for the execution of school policy. The board must see to it that the administrator fulfills his responsibilities.

The chief school administrator of a central school district is appointed by the local board of education, usually through the recommendation of the district superintendent, to carry out the directives of the same board of education. However, it is not wise to think of the functions of administration as that of just being a follower of board policy. The administrator deals with the public, the school staff, the pupils, as well as the board. Each has its own

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1Homblam, B. Arthur, School Administration, Houghton Mifflin Company, Boston, 1940, p. 201.
special administrative level and approach. It is reasonable to assume that school policy be general in nature. For these reasons, i.e., administrating pupils, staff and informing the public, the administrator uses his professional training and with the board's confidence, uses his discretionary authority in order to administrate the public school.

The board policies of Brockport Central School are said not to be detailed but rather general statements. The board seems to feel confident in its staff of administrators to the degree of administrating wisely. Mickelson states, "... in that capacity he (administrator) is also, by virtue of appointment, supposed to initiate new policies and to act with some independence in the interpretation of existing policies."1

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Chapter III

Procedure

In order to obtain administrative and board member viewpoints on their respective responsibilities the writer constructed and mailed a questionnaire to eight past and present public school administrators in Monroe County, (see Appendix E) and to seven school board members, past and present, of the Brockport Central School District No. 1, (See Appendix F)

The questionnaire consisted of two pages, (See Appendix D)

Page one was comprised of ten realistic and common situations faced by a school system. This page was not given to the individual board members, because it dealt with situations that were presented solely to administrators for their considerations. The administrator circled a number - 1, 2, or 3 - which best expressed his feelings in the administration to these situations. If the administrator felt that the decision to the item was the sole responsibility of the school board, number one was circled. If he felt that the decision was vested solely in the administrator, he then would circle number three. Number two was circled if he felt that the decision rested upon a combined decision of board and administration. The solutions to all of the ten items rest legally with the board of education as provided by State education law. But would the administration, during an actual school day, be able to give a decision without first consulting with the school board? That is, would the functions and duties of the administration and board be so "spelled out" in board policy that the administrator would or could
give a sole decision to the situation or request? If not, then would be consult with the board for a combined decision, or would the board be given the sole responsibility for the decision without the advice of the administrator?

Items g, h, and j of page one were so written because of the present day feeling by so many small communities on sex education, which is a curriculum situation, separation of church and state, and anti-Americanism campaigns by certain community groups.

Stage number two was so constructed as to allow the interviewed administrator and/or school board member to write a brief explanation to broad questions concerning policy within his school system. Questions two and three sought statements of actual present day practice within one's school. Questions four and five tried to acquire expressed opinions in their answers.

The author received replies to the questionnaire from six of the eight administrators. These six administrators represented a total of one hundred one years of public school administrative service. Of the seven board members to whom the author mailed questionnaires five replied. These five board members represented a total of fifteen years nine months of public school service. Each member had served a term on the Board of Education of the Brockport-Central School District.

The author has no way of identifying the received questionnaires to a particular board member or administrator. This was done intentionally in order that each recipient could feel free to express an opinion without
being identified to the readers of this paper. By allowing this freedom
the author hoped to receive ideas, beliefs, and attitudes that might other-
wise be withheld.

The author believes that the total amount of responses is ample due
to the primary objective set forth in the questionnaire (i.e., obtain
realistic administrative and board member viewpoints). As such he has
not tried to interpret their personal feelings, attitudes and/or actual
situations. The author has used their beliefs and ideas in order to
illustrate a limited area of administrative and board function.
Chapter IV

Analysis of Data

At the present time there is no formal published board policy or school bylaws for Brockport Central. However, the formation of such policy is in the process of being completed. As such, the present school policy and statements of bylaws will be a combined agreement of the board of education and administration. "The board of education is working with and through the chief school administrator, Mr. Karlton Davis. The reasons for this were primarily because he has more time to devote to this area than board members. Most of us work at a fulltime job," quoted Mr. Reynolds.

The school board members and administrators, for the most part, agreed that the construction of policy is the board's responsibility and the administration of the schools is the responsibility of the administrator. This is, of course, an over-simplification. Just reading the statements of policy and setting standards of conduct accordingly will not summarize the professional position of an effective administrator.

From the responses on page one of the questionnaire only one of the questioned areas, use of school property, was considered by the majority of the administrators to be an area of sole board action. This is due in part to the questionable nature of the request for the use of the school property. Even in this area one of the six responding administrators felt that sole decision could be his.

Items d (dismisses personnel), e (established pupil progress report procedure), f (introduces new teaching methods), g (gives decision on
request of church group to use school auditorium), h (expands curriculum to include "sex education"), i (okay's college lecture series for senior high pupils), and j (grants permission for an "anti-American" speaker to present a discussion to pupils of a social studies club) have high positive correlation. The author believes the reason for this is that the administration took to "safe ground", i.e. calling for a combined board-administration decision on all but items e, f, and i, which are relatively minor decision-seeking items. Items d, g, h, and j are decisions seeking items that could and probably would bring in divided public opinion.

In some cases, within certain districts, the opinion would be a vehement protest. Thus, the administrators probably felt more secure with a combined board-administrative decision.

Items a (gives decision on request of radio station to broadcast local athletic event from the school grounds) and b (establishes a regular procedure for taking the school census) are not in agreement by the administrator. However, in these two cases the administrators haven't split from a sole board decision to a sole administrative decision. Rather it is a sole decision by the administration or a combined decision.

Item e (okay's expenses for teachers to attend a professional meeting) is the only item which is answered by all three possible choices. See Appendix C.) The reason for this could be that a few administrators are granted the money by the board first and it's up to the chief school administrator to grant the specific expenses, while in other school systems the board and/or board-administration decision grants expenses to teachers.
To page two of the questionnaire the following beliefs were obtained:

1. All six administrators stated that their chief function was not that of policy making.

2. All six administrators replied that school policy is formed by suggestions and recommendations from both board members and administrators.

3. All six administrators felt that policy statements should be in a constant state of review.

4. Four of the six administrators felt that as a general rule, all policy should be general; but too often cases arise which would make specific policy statements very desirable.

Mr. Edward Kewin has stated to the author:

I like to think of a school board's policy program as an outline; i.e. the capital A, B, etc., while the specific application or narrowing limits of the program are the subtopics or small a, b, etc. As our school systems are becoming more complex all the time, it seems to me that there is no other way of running this vast business enterprise except by a set of procedures. Thus, the established policy decides issues rather than solving them as isolated items.

With no formal published board policy or school by-laws to guide their responses each returned questionnaire of the five responding board members answered question number two of page two in the affirmative. One member stated, "No, policy is the instrument we use in transacting school business, solving other problems, and to keep consistent."

To the author, this is the same as saying that the board's chief function is that of policy making.

The first area of disagreement among the polled board members was to question number five (should policy statements be very specific in reporting board and administrative functions). Four of the five
responding members felt that policy statements should be specific in reporting board and administrative functions.

The second area of disagreement between the board members was to question number four (should policy be in a constant state of review). One member felt that school policy should not be in a constant state of review. This member replied, "No, for reasons of being consistent." The remaining four members felt that it is necessary to keep policy in a review state.

To the questions which allowed room for explanations, notably questions three (how is policy formed) and five (should policy statements be very specific in reporting board and administrative functions), the following general agreements were reached by the polled board members:

1. Policy is formed by a careful and unbiased study of both administration and board.

2. Policy statements are to be plainly stated and arranged in published book form, yet allowing the administration a degree of policy interpretation.

3. Communication between board and administration and disregard for policy by either board and administration lead to board-administrative difficulties.

Most of the polled administrators felt that their primary function within their school system to be that of managing the actual day by day management and not of making policy. However, each administrator and each board member felt that a combined board-administrative agreement is necessary for workable policy. The board is the primary policy making group. The administration lends its ideas, professional feelings, and desires to the board for consideration of acceptance or rejection.
With the board rests the final decision and wording of the published policy.

Although the administrator of the Brockport Central School has certain specified duties prescribed in stated board policy, he is usually called upon to take part in the school's policy decision.

In general, the polled board members and administrators agreed that policy should be in a constant state of review. As one member stated, "The administrator is able to keep policy in front of the board members by setting up a routine of putting possible items for consideration in the board members folders for each meeting." Thus, if a policy needed to be changed in order to render a favorable decision for the district it could be accomplished with less effort and less frustrations to administrators and board members. Also Donald J. McCarty states that, "In the second place, board meetings should focus on defining or redefining the purposes of the school system and evaluating how well these purposes are being met. In other words, the ends rather than the means should be considered more frequently."1

Interestingly the majority of the interviewed administrators and board members listed similar difficulties in regard to the reporting of board and administrative functions. Each group indicated the reluctance

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of some board members to alter or change their "thinking" on conducting school business in today's type of educational society. Each group also felt that certain administrative and board personnel had "pet" ideas to accomplish prior to attempting board solutions to panoramic educational problems. One board member stated, "Inability of some board members to understand that they (board members) are policy-makers and not administrators."

Two administrators felt that it takes about three years to get a board member out of administration. Finally, an administrator stated that, "Difficulties arise when board members do not know that as an individual, they cannot act." These all point to the fact that areas of action for the board and administration are not too clear; except possibly with the older board members or principals. A possible explanation to these difficulties is stressed by Shaw.

"Most Board members meddle because they want to exercise the power and responsibility they see is theirs. Good administration means sharpening and focusing the policy issues so that the board may get the greater satisfaction, and the district the greater benefit, which comes from devoting their time and thought to things that really count."1

Both groups agreed to closer cooperation between the board and the

administration in solving problems that arise between themselves. A constant review by both groups in revising, deleting and adding to school policy should resolve large areas of board-administrative difficulties. One board member gave a very practical solution to board-administrative problems by stating that:

We should get each new board member to attend an institute on his new functions. The State School Boards Association runs at least one a year. If this is not feasible, then the district superintendent of schools or the cooperative board should be called upon to set up a local institute.
Chapter V

Summary and Conclusions

Summary

Through personal experiences the author has seen the results of school board-administrative conflicts over areas of jurisdiction. The outcome of many such conflicts could possibly have been prevented had these school districts charted the areas of board and administrative action. These common school district problems led the author to attempt to show the reader of this paper where school policy making ends and administration begins.

The author believed that a brief review of the formation of school districts within the State of New York was necessary in orientating the reader to the legal scope of the paper’s problem. In order that the reader may be exposed to various authors on the problems faced by school boards and administrators and their possible solutions the author has reviewed several excellent books which are listed in the bibliography and quoted within the paper.

This paper would have had little validity had not present and past school board members and administrators been interviewed. The author constructed and mailed a questionnaire to various local school board members and administrators in order to incorporate their personal suggestions and viewpoints on the problems of board policy and administration. Having compiled information received from State Education Law, a local school board, past and present school administrators, and various
authors, the author of this paper offers no recommendations to the solution of where board policy ends and administration begins. The author does offer several general conclusions on the basis of the evidence revealed in this research.

Conclusions

The author would, if it were only possible, like to make the final remarks of this paper's problems as concise as possible. This is not possible due to the complexity of the problem and the fact that we are dealing with humans and their own personal opinions and reactions. The writer will list those suggestions that were presented in this paper by and through the consent of those persons interviewed.

1. It is not easy to separate policy making from administration.

2. Policy should not and cannot be written overnight by inexperienced board members.

3. Administrators must help shape policy within the framework of tradition and law.

4. The board in the construction of policy should seek the advice of the chief school administrator.

5. School boards should have faith in the administration.

6. The administrator should appraise the work of the schools and suggest plans for improvement and expansion.

7. Board members should progress through the school years with the expectation that policies will be changed.

8. Common sense cooperation between the school administrator and the local board is necessary.

9. Basic desires of all to improve school curriculum and school plant operation would be desirable.

10. A strong public relation program will solve almost any public school problem.
11. Flexible policy and attitudes are desirable to the changing conditions of education and needs of the local school districts.

12. One hundred percent attendance at all board meetings by all administrative and board members is highly recommended.
Appendix A

Power and Duties of Boards of Education
Powers and Duties of Boards of Education

§1709 The said board of education of every union free school district shall have power, and it shall be its duty:

1. To adopt such by-laws for its government as shall seem proper in the discharge of the duties required under the provisions of this chapter.

2. To establish such rules and regulations concerning the order and discipline of the schools, in the several departments thereof, as they may deem necessary to secure the best educational results.

3. To prescribe the course of study by which the pupils of the schools shall be graded and classified, and to regulate the admission of pupils and their transfer from one class or department to another, as their scholarship shall warrant.

4. To prescribe the text-books to be used in the schools, and to compel a uniformity in the use of the same, pursuant to the provisions of this chapter, and to furnish the same to the pupils out of any moneys provided for that purpose.

5. To make provision for the instruction of pupils in all subjects in which instruction is required to be given under the provisions of article seventeen of this chapter.

6. To purchase sites, or additions thereto, for recreation grounds, for agricultural education purposes, and for schoolhouses for the district, when designated by a meeting of the district; and to construct such schoolhouses and other structures and additions thereto as may be so designated; and to operate the facilities provided and to market any surplus of farm products that might be so raised and as may be so designated; to purchase furniture and apparatus for such schoolhouses, and to keep the furniture and apparatus therein in repair; and, when authorized by such meeting, to purchase implements, supplies, and apparatus for agricultural, athletic, playground, and social center purposes.

7. To hire rooms in which to maintain and conduct schools when the rooms in the schoolhouses are overcrowded, or when such schoolhouses are destroyed, injured or damaged by the elements, and to equip and furnish such rooms in a suitable manner for conducting schools therein.

8. To insure the schoolhouses and their furniture, apparatus and appurtenances, and the school library, in some insurance company created by or under the laws of this state, or in some insurance company authorized by law to transact business in this state, and to comply with the conditions of the policy, and raise the sums required for premiums by district tax.

8a. In its discretion to insure pupils against damage occasioned because of accidental personal injuries sustained while participating in physical education classes, intramural and interscholastic sports activities, in such a company, and raise the sums required for premiums by district tax.

9. To take charge and possession of the schoolhouses, sites, lots, furniture, books, apparatus, and all school property within its district; and the title of the same shall be vested respectively in said board of education.

10. To alter and equip for use as a public library any former schoolhouse or part thereof, the title to which is vested in the board, when duly authorized by the qualified voters of the school district.

11. To sell, when authorized by a vote of the qualified voters of the school district, any former school site or lot, or any real estate the title to which is vested in the board, and the buildings thereon, and appurtenances or any part thereof, at such price and upon such terms as said voters shall prescribe, and to convey the same by deed to be executed by the board or a majority of the members thereof. Also to exchange real estate belonging to the district for the purpose of improving or changing schoolhouse sites.

12. To take and hold for the use of the said schools or of any department of the same, any real estate transferred to it by gift, grant, bequest or devise, or any gift, legacy or annuity, of whatever kind, given or bequeathed to the said board, and apply the same, or the interest or proceeds thereof, according to the instructions of the donor or testator.
13. To have in all respects the superintendence, management and control of said union free schools, and to establish therein, in conformity with the regents rules, an academic department, whenever in their judgment the same is warranted by the demand for such instruction; to receive into said union free schools any pupils residing out of said of district; and to regulate and establish the tuition fees of such non-resident pupils in the several department of said schools.

14. To provide fuel, furniture, apparatus and other necessaries for the use of said schools.

15. To appoint such librarians as they may from time to time deem necessary.

16. To contract with and employ such persons as by the provisions of this chapter are qualified teachers, to determine the number of teachers to be employed in the several departments on instruction in said school, and at the time of such employment, to make and deliver to teacher a written contract as required by sections three thousand eleven of this chapter, except as otherwise provided by sections three thousand eleven twelve and three thousand thirteen; and employ such persons as may be necessary to supervise, organize, conduct and maintain athletic, playground and social center activities, or few any one or more of such purposes; and to adapt rules and regulations governing the excusing of absences of all teachers and other employees and for the granting of leaves of absence to such employees either with or without pay. The regular teachers of the school may be employed at an increased compensation or otherwise, and by separate agreement, written or oral, for one or more of such purposes.

17. To fill any vacancy which may occur in said board by reason of the death, resignation, removal from office or from the school district, or refusal to serve, of any member or officer of said board; and the person so appointed in the place of any such member of the board shall hold his office until the next annual election of trustees.

18. To remove any member of their board for official misconduct. But a written copy of all charges made of such misconduct shall be served upon him at least ten days before the time appointed for a hearing of the same; and he shall be allowed a full and fair opportunity to refute such charges before removal.
19. To provide and maintain suitable and convenient water closets as provided in section four hundred eleven of this chapter.

20. To raise by tax upon the property of the district any moneys required to pay the salary of teachers employed.

21. To provide for the medical inspection of all children in attendance upon schools under their supervision and to pay any expenses incurred therefor.

22. To provide, purchase, lease, furnish and maintain buildings or other suitable accommodations for the use of teachers or other employees of the district when duly authorized by a meeting of the district and to raise by tax upon the taxable property of the district the moneys necessary for such purposes; and also, when so authorized, to provide, maintain and operate a cafeteria or restaurant service for the use of pupils and teachers while at school.

23. To provide milk for pupils within the limitations of an appropriation made therefor.

24. To provide transportation, home-teaching or special classes, as defined under sections forty-four hundred three, forty-four hundred six and forty-four hundred seven of this chapter for physically or mentally handicapped and delinquent children. Such transportation, home-teaching or special classes, when provided pursuant to this subdivision, shall be granted to all such children irrespective of the school they legally attend.

25. To purchase and maintain, when authorized by a vote of the qualified voters of the district, a motor vehicle or vehicles to be used for the transportation of the school children of the district. Such motor vehicles or vehicles may be leased to another school district when not needed for such transportation. Likewise when not so needed such motor vehicle or vehicles may be leased to a school district or a municipality as defined in section two of chapter five hundred fifty-six of the laws of nineteen hundred forty-five, for the purpose of transporting children and instructors in connection with (a) a recreation project or a youth service project operated by one or more municipalities or by a school district, if such project authorized and approved by the state youth commission, or (b) a youth bureau or agency or activity or project of a county, town, city or village which is devoted to the welfare of youth therein or to providing leisure time activities for youth or assistance to children, as authorized in section ninety-five of the general municipal law, or (c) one or more
playgrounds and neighborhood recreation centers operated and maintained by one or more cities except New York, Buffalo, and Rochester, counties except Erie and the counties within the city of New York, towns or villages, whether or not any school board or district joins in such operating and maintaining, as authorized in section two hundred forty-four-b of the general municipal law. In any case when such motor vehicle shall be leased as provided in this subdivision, public liability and property damage insurance, fire insurance and compensation insurance of drivers shall be provided in the amounts stated in section thirty-six hundred twenty-seven of this chapter and collision insurance shall be provided in the amount of the value of the vehicle, to protect the lessee. The additional costs of such insurance shall be paid by the lessees. No part of the costs and expenses resulting from operation, maintenance and repair of such vehicles during the leasing thereof shall be included in determining the amount of any form of state aid received by such school district.

26. To pay any judgment levied against the school district and in the event there are no moneys otherwise available, to levy a tax upon the taxable property of the district to pay the same.

27. To contract with any person, corporation or other school district for the conveyance of pupils residing within the district, when authorized to do so under subdivision nineteen of section two thousand fifteen, by vote of the inhabitents of the district entitled to vote, in accordance with such rules and regulations as such board of education may establish, consistent with the regulations of the commissioner of education. Upon authorization by a school district meeting, every such contract of transportation may be made for a period not exceeding five years, notwithstanding any provision of any other law inconsistent herewith.

28. To furnish lighting facilities, janitorial care and supervision for highway underpasses when authorized to do so by vote of a district meeting under the provisions of subdivision twenty of section two thousand fifteen of this chapter.

29. To establish a petty cash fund for the use of the superintendent, principals or clerk of the school district for the payment, in advance of authorization, of properly itemized bills for materials, supplies or services furnished to the school district under conditions calling for immediate payment to the vendor upon delivery of any such materials or supplies or the rendering of any such services. The amount of such a petty cash
fund and the method of handling same shall be in accordance with regulations established by the commissioner of education.

30. (See also subd. 30 below) To provide, in its discretion, compensation to a speaker or speakers at commencement day exercises in such amount as may be determined by the board.

31. (See also subd. 30 above) To reimburse candidates for teaching positions for actual travel and other necessary expenses incurred by them in appearing for purposes of interview or observation with respect to such positions, when such appearance is made upon the request of any authorized representative of the board and when such reimbursement is deemed appropriate and proper by the board, in its discretion, to aid in the obtaining of qualified persons for such positions.
Appendix B

Functions of The Typical Board of Education And Local School Administrator
The American Association of School Administrators published the following list of functions, of course incomplete, in its Twenty-fourth Yearbook of the typical board of education and local school administrator.1

I. General Functions

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

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

II. Functions in Connection with Major Phases of the System

A. Professional and nonprofessional employees

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

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

B. Curriculum offerings

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

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

C. Finances

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

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

D. Plant

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

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

E. Pupils

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

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

F. Public relations

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

Superintendent: Directs a program for reaching the citizens of the community with adequate information about the activities of the schools, the reasons for the activities, and the results obtained; interprets the schools and the policies back to them.
in addresses before civic groups when called upon and as available time permits; works with parents' organisations and other groups interested especially in school welfare and progress; fits himself, with his family, into the civic, social, and religious life of the community in a constructive way.
Appendix C

Lines of Authority and Responsibility in the Brockport Central School System.
The following diagram was presented to the author by
Mr. Edward J. Kervin, a past board member of the Brockport School District.

No. 1.
Appendix D

Questionnaire that was Presented to Past and Present School Board Members and Administrators.
April 13, 1962

Brockport, New York

Dear Sirs,

I am a teacher in the Campus School at Brockport State Teachers' College. I hope to complete the requirements for a Master's degree this June. My final course requirement is to set up and complete a thesis on some form of administrative problem. I have selected to write upon the problem of just where board policy ends and administration begins. This would include the functions and responsibility of both board and administration.

I have finished extensive reading on the subject and wish very much now to include your realistic experiences on this subject. Without your help I'm sure this paper will not be very valid nor reliable.

Enclosed is a questionnaire(s) and a stamped envelope. I would appreciate it if you would answer, to the best of your ability, the questionnaire(s) and return it via mail as soon as possible. I have left room on the questionnaire for your comments and statements.

Thank you very much for any assistance you may be able to extend.

Sincerely yours,

John G. Lindberg
Listed below are several items faced by a central school system. After each I have placed the numbers 1, 2, and 3. Please circle the number following each statement which best expresses your response.

Circle number:

1 - if you feel it's the sole decision by the "board",

2 - if you feel it's the combined decision of "board" and administration,

3 - if you feel it's the sole decision by the administrator.

a. Gives decision on request of radio station to broadcast local athletic event from the school grounds. 1 2 3

b. Establishes a regular procedure for taking the school census. 1 2 3

c. Okays expenses for teachers to attend a professional meeting. 1 2 3

d. Dismisses personnel. 1 2 3

e. Establishes pupil progress report procedure. 1 2 3

f. Introduces new teaching methods. 1 2 3

g. Gives decision on request of church group to use school auditorium. 1 2 3

h. Expands curriculum to include "sex education." 1 2 3

i. Okays college lecture series for senior high pupils. 1 2 3

j. Grants permission for an "anti-American" speaker to present a discussion to pupils of a social studies club. 1 2 3
1. Years as a board member or as an administrator:

2. Are your chief functions policy making?

3. How is a policy formed?
   a. Plan of board
   b. Plan of administration

4. Should policy be in a constant state of review?

5. Should policy statements be very specific in reporting board and administrative functions?
   a. What are some areas of difficulties in this regard?
   b. How may some of these difficulties be resolved?
Appendix E

Eight Past and Present Public School Administrators that Were Interviewed by the Author.
Present and Past Administrators Interviewed

Allen, Gordon  Brockport, New York
Bancker, Edward  Brockport, New York
Canuteson, Richard  Albion, New York
Daley, Raymond  Brockport, New York
Davis, Karlton  Brockport, New York
Dye, Robert  Brockport, New York
Lawrence, Elwood  Brockport, New York
Lybarger, Herman  Brockport, New York
Appendix F

Seven Past and Present Local School Board Members that were Interviewed by the Author.
Board Members Interviewed via Questionnaire

Gretton, Avery
Senica, Dean
Kewin, Edward
Pepper, Robert
Reynolds, Robert
Stephenson, William
Willis, Warren

Clarkson, New York
Brockport, New York
Brockport, New York
Brockport, New York
Brockport, New York
Brockport, New York
Appendix G

Histogram of the Administrators' Responses to the Questionnaire
Histogram

Administrative Responses To Page One

R e s p o n s e

\(|\)
\(0\)
\(1\)
\(2\)
\(3\)
\(4\)
\(5\)
\(6\)

123 123 123 123 123 123 123 123 123 123

Situation \(A\) \(B\) \(C\) \(D\) \(E\) \(F\) \(G\) \(H\) \(I\) \(J\)
BIBLIOGRAPHY

Books


Miscellaneous


