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AN ANALYSIS OF PERSONNEL PRACTICES IN SELECTED  
SCHOOL SYSTEMS OF THE SOUTHWEST REGION

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AN ANALYSIS OF PERSONNEL PRACTICES IN SELECTED  
SCHOOL SYSTEMS OF THE SOUTHWEST REGION

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AN ANALYSIS OF PERSONNEL PRACTICES IN SELECTED  
SCHOOL SYSTEMS OF THE SOUTHWEST REGION

CHAPTER I

INTRODUCTION

The unique nature of schools in our democracy--their purposes, functions, and organizational structure--accentuates the importance of human relations. The role of the teacher in the educative process is so significant that these staff members must be provided with conditions of service that are conducive to their professional effectiveness and personal welfare. Considerable attention and study must be given to personnel administration for it is not merely a facet of administration but it is the very core of successful school administration.

The importance of personnel administration is stressed by Cooke, who states:

. . . no problem in administration and supervision should be given preference over the problems involved in personnel management. Weakness here renders strength in other aspects of administration and supervision futile. Strength here reduces problems along the whole frontier of administration.<sup>1</sup>

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<sup>1</sup>Dennis H. Cooke, Administering the Teaching Personnel (Chicago: Benjamin H. Sanborn & Company, 1939), p. 23.

## Significance and Background of the Study

### Importance of the Problem

During the past half century school administration has grown and developed in scope and efficiency and administrators have diligently endeavoured to provide better schools. The evidence of their efforts has been seen in quantitative improvements--better buildings, better equipment, and better instructional materials. A further manifestation of educational leadership has been the tremendous expansion of curricular offerings and educational services which have likewise improved the quality of education. However important these factors may be it becomes more apparent that "in the final analysis . . . the real test of the quality of education is in effective teaching."<sup>1</sup> Effective teaching is to a considerable degree dependent upon the development of a strong professional staff working cooperatively under conditions which provide high morale and individual well-being. The development of such a situation requires hard work, basic understandings, sound recruitment and selection of teachers, and skill in human relations.

For a number of years industry and public service have known the important place which personnel administration should occupy and have worked toward its development, but

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<sup>1</sup>Personnel Policies for Schools of the Future, Washington Conference Report (Washington, D. C.: National Education Association, 1957), p. 9.

educational administration has been quite slow to recognize its great importance.

Chandler and Petty, in speaking of personnel administration, state:

It was and is a field of great promise because it deals with the most important resource available to our nation--the human resource.

The term 'personnel administration' did not appear in the early literature of educational administration; even now it is seen infrequently. This indicates something of the slowness of the field of education in adapting and applying this important tool of management to its problems. Rarely has there been a planned program of personnel administration in public school systems. The personnel function has usually been performed in connection with various other administrative operations, and in such performance it has been subordinated to the other operations. This situation suggests that in public school organization increased attention should be given to personnel management.<sup>1</sup>

The demands placed upon education are greater today than ever before; the struggle between democracy and communism in which we are engaged and from which we cannot withdraw directly challenges us to improve our total educational efficiency.

The Washington Conference Report on personnel policies makes the following statement:

Many forces are at work in present day society which have important implications for schools and for those who teach in them. . . . The conditions under which teachers work, as well as the interpersonal relationships which prevail, affect the quantity and quality of educational service. . . . As the requirements made of

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<sup>1</sup>B. J. Chandler and Paul V. Petty, Personnel Management in School Administration (New York: World Book Company, 1955), p. 3.

teachers become more rigorous, a greater premium is placed upon the importance of having better personnel policies and procedures.<sup>1</sup>

The need for emphasizing specialization in the personnel field is pointed out by Moore and Walters.

Competence as an administrator is not enough in this field; a point of view or attitude toward the broad concept of conserving human resources, or working effectively with people . . . are factors that influence good personnel leadership. There is perhaps no greater challenge to administrative leadership for the future than the one involving successful administration of the personnel field. It is an axiom in most organizations where success is essentially involved with human services that the best leadership should be in that area. To apply such a point of view to public education will require that boards of education, school administrators, and even the profession itself reorder its thinking. If it were done, however, the returns from the services of educational personnel might be materially improved, to the end that many other professional problems would be solved or brought nearer solution.<sup>2</sup>

#### Need for the Study

There are a few areas of personnel administration such as selection of teachers, salary schedules and tenure where considerable research has been undertaken. However, research is needed concerning formulation and revision of personnel policies, transfer and promotion of teachers, leaves of absence, and separation from service. Personnel practices are the responsibility of the local school district

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<sup>1</sup>Personnel Policies for Schools of the Future, p. 3.

<sup>2</sup>Harold C. Moore and Newell B. Walters, Personnel Administration in Education (New York: Harper and Brothers, 1955), pp. 455-56.

but they should compare favorably with those in similar school systems. If teaching effectiveness is increased to meet the challenges placed upon the educational system, constant study by administrators and staff members is necessary to determine the needs of the staff and to improve conditions that are disturbing to the staff.

There is need for research concerning the existing personnel practices in Oklahoma and the other states of the Southwest Region. There have been no means by which practicing administrators could compare the personnel practices in their school systems with those in schools of comparable size within this region. A study is needed which will discover the evaluations of school administrators regarding many personnel practices. The primary purpose of personnel administration is to promote teacher well-being and effectiveness. There is need to identify those areas of personnel administration in which the practices materially affect teacher morale.

It is hoped that this study may be helpful to professors, students, and practitioners of school administration in the improvement of personnel administration.

### The Problem

#### Statement of the Problem

The problem is, "What practices in certain areas of personnel administration are in effect in selected school

systems of the Southwest Region and what is the value of these practices?"

The purposes of the study are to discover existing practices in certain areas of personnel administration in the selected schools and to compare these personnel practices with the value judgments of the superintendents and with the principles and practices as presented in the literature. A further purpose is to discover those areas of personnel administration in which the practices materially affect teacher morale.

#### Delimitation of the Study

The study was limited to school systems in the Southwest Region including the states of Arkansas, Colorado, New Mexico, Oklahoma, and Texas. It included only those school systems employing at least 100 teachers and maintaining a single white high school. By limiting the study to school systems of this size, it is assumed that a similar administrative structure will exist. With such similarity in structure, it would seem that the personnel practices would be comparable. Analysis of existing practices concerning personnel in the following areas of personnel administration was undertaken:

1. Formulation, revision, and publicity of personnel policies.
2. Assignments, transfers, and promotions.
3. Leaves of absence, including personal, profes-

sional, and sick leave.

4. Separation from service, including resignations, dismissals, and retirement.

Additional areas of personnel administration such as recruitment, selection, salaries, staff evaluation, and in-service training were not included in this study.

#### Definition of Terms

For the purposes of this study the following definitions are used:

"Personnel practices" are those practices designed to secure and maintain a competent, confident, and efficient staff of certificated professional teachers.

The term "assignment" refers to a designation of particular duties and responsibilities of a given teacher within the school system.

"Transfer" concerns those practices which relate to the privilege and obligation involved in the assignment of a teacher to another position within the system.

"Leaves of absence" are those periods of time when a teacher is absent from his assigned responsibilities involving a day or an extended period of time. These absences may be due to illness or for personal or professional reasons.

"Promotion" refers to the change in duty assignment from that of a teacher to an administrative position.

When the term "dismissal" is used, it means the termination of the duty status of a teacher initiated by the

employer because of unsatisfactory service.

"Retirement" concerns the permanent withdrawal of the teacher from regular duty status by reason of age or length of service.

"Teacher-group" refers to a classification of teachers according to experience, one to four years, five to nine years, or ten or more years teaching experience.

### The Data

#### Nature and Sources of Data

Information on personnel administration was obtained from secondary sources in the general literature. Primary sources of original data were the responses from superintendents of schools on a questionnaire indicating (1) the existing personnel practices and (2) their value judgments concerning those practices. Other primary sources were the responses of classroom teachers and superintendents to a questionnaire concerning the areas of personnel administration which materially affect teacher morale, including those which improve morale and those which are detrimental to teacher morale.

Education directories were requested from the State Superintendents of Public Instruction in each of the five states: Arkansas, Colorado, New Mexico, Oklahoma, and Texas. From this source the names and addresses of the superintendents of schools in districts employing at least 100 teachers



and maintaining a single white high school were obtained. This research included the total population of 176 school systems which are listed in Appendix A.

#### Method of Research and Treatment of Data

The survey method of research was used in the study. Using the questionnaire technique, information concerning practices in certain areas of personnel administration was obtained from superintendents of schools and classroom teachers within the selected schools. The questionnaire was the check-list type. A systematic review was made of the literature in the field of personnel administration including textbooks, dissertations, periodicals, pamphlets, encyclopedias, research reports, and other printed materials made available through the resources of the University of Oklahoma and through inter-library loan. A thorough search was made of all general guides and other sources with particular attention to information since 1950. These sources included: Encyclopedia of Educational Research, Dissertation Abstracts, Review of Educational Research, The Education Index, Readers' Guide to Periodical Literature, Research Studies in Education published by Phi Delta Kappa, and Doctoral Dissertations Accepted by American Universities published by the H. W. Wilson Company.

From a review of the literature practices in the four areas of personnel administration under consideration were selected for use in the survey instrument. A tentative

questionnaire was constructed and submitted to faculty members and resident graduate students of the College of Education, University of Oklahoma, who made suggestions and criticisms for its improvement. This preliminary questionnaire was sent to a limited number of superintendents of schools in Oklahoma who were well-known to the writer with the request that they offer suggestions and criticisms for its improvement and that they record the amount of time required for the completion of the questionnaire. A final form of the questionnaire was constructed using the suggestions and criticisms to refine and improve the instrument.

Part One of the questionnaire contained fifty-eight personnel practices in the four selected areas of personnel administration which included: (1) formulation, revision and publicity of personnel policies; (2) assignment, transfer, and promotion of staff; (3) leaves of absence; and (4) separation from service. It was sent to all superintendents of schools in Arkansas, Colorado, New Mexico, Oklahoma, and Texas serving in districts employing at least 100 teachers and maintaining a single white high school with the request that they give two responses to the items. Provision was made for the respondents to indicate the existence of each personnel practice in his school system. A second response was also requested to indicate the value of each of these practices in the judgment of the superintendent. He encircled the appropriate number to designate his rating:

3--high value, 2--moderate value, and 1--little or no value.

Questionnaires were sent to 176 superintendents of schools in the five states and there were 107 responses or 61 per cent. The number of participating schools by states are: Arkansas, seven; Colorado, ten; New Mexico, nine; Oklahoma, thirteen; and Texas, sixty-eight. A copy of the questionnaire is included in Appendix C.

Part Two of the questionnaire was also a check-list type on which classroom teachers and superintendents indicated their judgments concerning those areas of personnel administration in which the practices have considerable effect on teacher morale. A total of eleven areas were listed with instructions to check the three in which existing personnel practices do the most to improve teacher morale and conversely the three in which existing personnel practices are most detrimental to teacher morale. A sampling technique was used to secure the teachers' responses. The superintendents were requested to give questionnaires to teachers on the basis of experience, selecting two with the least experience, two with the most experience, and two with approximately five years experience. The responses from the teachers were returned directly to the author.

The questionnaires concerning teacher morale were sent to 1056 teachers in the five states and 507 responses, or 48 per cent, were returned. The number of participating teachers is shown by states: Arkansas, forty-six; Colorado,

fifty-eight; New Mexico, fifty-two; Oklahoma, seventy; and Texas, 281. Responses were received from ninety-eight, or 56 per cent, of the superintendents. A copy of the questionnaire is included in Appendix C.

#### Treatment of Data

The data obtained from the respondents were analyzed by individual states as well as within the region as a whole and each of the four areas of personnel administration was considered separately. It was recognized that the respondents represented 61 per cent of the districts surveyed and that the findings of the study and the conclusions drawn could be justified only for the responding schools. However, since over 50 per cent of the districts of similar size responded from each state, there is no reason to believe that a consensus of their responses is not typical of the total population.

An analysis of the data was made to discover:

1. The practices which are in effect in these areas of personnel administration in the selected schools.
2. The similarities and differences that exist in the personnel practices within the selected schools of the respective states included in the Southwest Region.
3. The extent to which the current personnel practices are consistent with the value judgments of the superintendents and with the literature dealing with personnel

administration.

4. The areas of personnel administration in which the practices significantly affect teacher morale.

5. The extent to which there is agreement between superintendents' judgments and teachers' judgments regarding the effect of existing practices in personnel administration.

In order to determine the level of significance of difference between the existence and non-existence of selected practices and the level of significance of difference of the value judgments of the superintendents, the data were tested by the Chi-square formula.<sup>1</sup> It was found that a response varying by more than 14 per cent from the expected frequency was significant at or beyond the .05 level of confidence in either group of data. Therefore, presence of practices in 64 per cent or more of the districts and value judgments held in common by 47 per cent or more of the respondents are significant at or beyond the .05 level of confidence.

The responses indicating the existence of the selected personnel practices are presented in tabular form showing the numbers and the percentages. The responses from superintendents indicating their value judgments of these practices are also presented in tabular form showing the percentages that are rated "high value," "moderate value," and "little

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<sup>1</sup>Quinn McNemar, Psychological Statistics (New York: John Wiley and Sons, Inc., 1949), p. 186.

or no value." Comparisons were made of the personnel practices in effect, the value judgments of the superintendents concerning these practices, and the principles and practices set forth in the literature.

The responses from classroom teachers were categorized in three groups on the basis of teaching experience: those with one to four years experience, five to nine years, and ten or more years experience. Responses are also presented according to those personnel practices which improve teacher morale and those which are detrimental to morale. Responses from the superintendents were also considered with these data. Comparisons were made of the responses in the three teacher groups and also between the classroom teachers' responses and those of the superintendents concerning the effect of the personnel practices on teacher morale.

#### Related Studies

Studies have been made in certain areas of personnel administration such as salaries and salary schedules and selection and retention of teachers but very few studies were found that related to the areas of personnel administration in the problem under investigation. Sources consulted were reviews of research, textbooks, periodicals, research reports, and other printed materials.

In 1953 Green<sup>1</sup> investigated personnel administration by surveying the written policies in a number of areas including: (1) organization for personnel administration, (2) eligibility for employment, (3) selection and orientation of public school personnel, (4) in-service education, (5) leaves of absence and substitute service, (6) financial and salary policies, and (7) tenure and termination of services. This national study attempted to discover existing policies as indicated through a questionnaire and a study of printed personnel policy handbooks.

Green concluded that personnel administration should be (1) regarded as a major function of administration; (2) continuous, as most personnel problems that exist are continuous; and (3) based on written policies, concisely stated and distributed to all personnel.

Phillips<sup>2</sup> surveyed the policies and practices of personnel administration in seventy-four city school districts in North Carolina. He attempted to show the extent to which personnel administration exists in a positive way in these school districts. Information was also secured

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<sup>1</sup>John Albert Green, "The Policies and Practices of Personnel Administration in the Public School Systems of Cities between 10,000 and 30,000 Population" (Ed.D. dissertation, University of Colorado, 1953).

<sup>2</sup>Andrew Craig Phillips, "Personnel Policies and Practices in the City School Administrative Units of North Carolina" (Ed.D. dissertation, University of North Carolina, 1956).

from selected school systems throughout the United States for the purpose of comparison. Phillips concluded that the total lack of formal organization was a deterrent to improved personnel administration in North Carolina and that those systems which have proper organization normally provide a better program. Many school systems had not developed sound personnel policies in written form and there was an apparent need for considerable improvement in personnel administration involving the combined efforts of colleges and universities, the State Department of Education, and local school districts.

In 1952 Carroll<sup>1</sup> studied personnel administration in 104 school systems of cities with populations of 60,000 or more in the 1950 census. This study identified the administrative functions and organizational set-up for performing these responsibilities. Forty-six districts had personnel departments and personnel directors were found to be responsible for: (1) recruitment, (2) selection, (3) assignment, (4) evaluation, (5) termination of service, (6) administering the salary schedule, (7) personnel files, and (8) morale activities.

Salyer<sup>2</sup> surveyed 318 school districts in Washington

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<sup>1</sup>Thomas Wesley Carroll, "Teacher Personnel Administration in Larger City School Systems," Abstracts of Doctoral Dissertations, The University of Nebraska, 1952, pp. 188-96.

<sup>2</sup>Rufus Coleman Salyer, Jr., "A Study of Certain Current Washington State School District Personnel Policies and Their Administration" (unpublished Ph.D. dissertation, University of Washington, 1955).



and twenty-four districts in Oregon, Idaho, and Montana to determine (1) the procedures and methods used by school districts in the selection of classroom teachers and principals and (2) the procedures and methods used in evaluation of classroom teachers. He found that members of the local teaching staff were often given preference in the selection for principalships and that men were given preference in both elementary and secondary principalships. In the majority of cases the superintendent made multiple nominations and the board of education made the selection. It was recommended that the best candidate be selected for the principalship without preference to those on the teaching staff and that the Master's degree be a requirement. It was further recommended that superintendents nominate only one candidate to the board for their approval or rejection. Salyer favored administrators placing more emphasis on teacher evaluation for (1) improving the total instructional program and (2) providing a sound basis for administrative decisions concerning personnel. He stated that all personnel should participate in the development of criteria and procedures for the evaluation of classroom teachers' work.

McClure<sup>1</sup> made a study in 1952 investigating the personnel practices and policies that were directed toward

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<sup>1</sup>Warner Elliot McClure, "A Survey of Certain Aspects of Personnel Policies in Michigan Public School Systems" (unpublished Ph.D. dissertation, University of Michigan, 1952).

making the working relationships of teachers more desirable. Through interviews he surveyed the related personnel policies of forty of the larger school systems in Michigan. He found that a little over one-third of these schools had written personnel policies; one-third had some of their policies in writing, and that a little less than one-third had no written personnel policies. He concluded that there was a need for written policies and for staff participation in development of those policies which directly affect teachers.

The National Education Association has conducted periodic studies on various aspects of personnel administration. The importance of personnel administration is emphasized in one of these studies:

Boards of education, school administrators, and classroom teachers can work together to develop the plans needed in each community to implement these principles of personnel administration. There are few communities where public opinion, if really informed, would not support the board of education in a personnel program designed to select teachers on the basis of professional qualification, pay them adequate salaries, encourage them in professional growth, and treat them fairly throughout their period of service.<sup>1</sup>

Textbooks in school administration have devoted limited attention to personnel administration and many articles have appeared in professional periodicals. Within recent

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<sup>1</sup>National Education Association, "Teacher Personnel Procedures, 1950-51: Employment Conditions in Service," Research Bulletin, XXX (April, 1952), p. 63. Hereafter cited as N.E.A., "Teacher Personnel Procedures."

years a few textbooks have been written dealing entirely with personnel administration. These sources are quoted throughout the study and are considered only briefly here. Elsbree and Reutter<sup>1</sup> presented topics including assignment, load and transfer, leaves of absence, morale, retirement, tenure, and in-service education.

Chandler and Petty<sup>2</sup> have incorporated research findings from public administration and from business and industry in their presentation of personnel management as it applies to school administration.

The book by Moore and Walters<sup>3</sup> presents both basic principles and practical techniques for effective personnel administration and considers many aspects of the total personnel program. The yearbook of the American Association of School Administrators in 1955<sup>4</sup> dealt with staff relations and was based upon the thesis that school administration must be a "cooperative enterprise."

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<sup>1</sup>Willard S. Elsbree and E. Edmund Reutter, Jr., Staff Personnel in the Public Schools (New York: Prentice Hall, Inc., 1954).

<sup>2</sup>Chandler and Petty, op. cit.

<sup>3</sup>Moore and Walters, op. cit.

<sup>4</sup>American Association of School Administrators, Staff Relations in School Administration, Thirty-third Yearbook (Washington, D. C.: National Education Association, 1955). Hereafter cited as A.A.S.A., Staff Relations.

### Organization of the Study

Following the introductory chapter, the nature and scope of administration and the nature and scope of personnel administration are presented. This chapter presents a background for consideration of personnel practices as a responsibility of administration. Chapters III through VI are devoted to the analysis of each of the areas of personnel administration included in this study, one chapter dealing with each area. The existing practices are identified and compared with the judgments of the superintendents concerning their value. They are also compared with the principles and practices found in the literature.

The data identifying the areas in which personnel practices significantly affect teacher morale are presented in Chapter VII. Chapter VIII is composed of a general summary of the study, conclusions, and recommendations.

Following the chapters are the selected bibliography and appendices.

## CHAPTER II

### THE NATURE, SCOPE, AND PRINCIPLES OF PERSONNEL ADMINISTRATION

#### Introduction

A knowledge of general administration provides the background for a thorough understanding of personnel administration. Considerable progress has been made in the understanding of the art and science of administration although it has been recognized and studied for comparatively few years. Late in the nineteenth century Henri Fayol, in France, first classified the functions of administration and directed attention to the need for studying the science of administration. In the United States, Gulick and Urwick<sup>1</sup> collected a series of essays concerning administration and made a significant contribution to the study of this "science." The importance of administration is stressed by Gulick:

More and more throughout the world, thoughtful men are realizing that the development, if not the survival of civilization depends on organization, coordination and the responsible and purposeful handling of human affairs; that is, on the science and practice of

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<sup>1</sup>Luther Gulick and L. Urwick, Papers on the Science of Administration (New York: Institute of Public Administration, 1937).

administration.<sup>1</sup>

It is the purpose of this chapter to form a background for presentation of the findings in the study by briefly discussing the basic functions of general administration, considering these elements of administration and their significance in personnel administration, and defining some principles upon which sound personnel programs are based. The importance of human relations and good personnel practices in school administration are also discussed.

#### Functions of Administration

The authorities in this field recognize that there are common functions in all administration whether it be military, business, church, public, or education. This is not to suggest that training for one type of administration adequately prepares one for service in another field, but the same broad functions or responsibilities of administration are present in all of these enterprises.

Urwick, in considering the functions of administration quotes from Fayol's explanation:

To plan means to study the future and arrange the plan of operations.

To organize means to build up the material and human organization of the business, organizing both men and materials.

To command means to make the staff do their work.

To coordinate means to unite and correlate all activities.

To control means to see that everything is done in

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<sup>1</sup>Ibid., Foreword.

accordance with the rules which have been laid down and the instructions which have been given.<sup>1</sup>

Other analyses of the functions of administration have been made, but basically they all have many points of similarity.

Although leaders in industry and government assumed the initiative in studying the science of administration, educational authorities have followed closely these earlier writers in presenting the functions of educational administration. Sears,<sup>2</sup> in discussing the administrative process, listed five kinds of activity: planning, organizing, directing, coordinating, and controlling. He also stated in his analysis:

The idea that administration is a unified thing, not a number of separate independent elements, must be regarded as a basic idea. If it is basic, then the nature of each of the elements is to be found not only in the element itself, but in the relation that element bears to each of the others.<sup>3</sup>

The objective of administration is to facilitate the achievement of the purposes for which the enterprise was established. It has no intrinsic value but its worth is determined by the degree to which it promotes the total effectiveness of the organization.

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<sup>1</sup>Ibid., p. 119.

<sup>2</sup>Jesse B. Sears, The Nature of the Administrative Process (New York: McGraw-Hill Book Company, 1950), p. 32.

<sup>3</sup>Ibid.

Chandler and Petty give a meaningful definition of administration:

Administration, as the term is commonly used, means management. Management may cover either materials or persons, or both. An objective is always implied in administration and management; that is, some goal is to be reached. For industry, the goal or ultimate objective which may be production of particular items of material which will go into trade channels. In government, public administration has as its objective the performance of certain services for the public. The objective of the educational organization is to produce efficient and worthy citizens for our country. All efforts of school administration, therefore, should be focused directly or indirectly upon the accomplishment of that objective--an objective that is more nearly realized when administration is efficient.<sup>1</sup>

The American Association of School Administrators yearbook for 1955 speaks of administration as a "way of working with people."<sup>2</sup>

Administration may be defined as the total of the processes through which appropriate human and material resources are made available and made effective for accomplishing the purposes of an enterprise. It functions through influencing the behavior of persons.<sup>3</sup>

The challenge to educational administration to utilize all available human resources in the accomplishment of its purposes is without equal in other forms of endeavour. These factors significantly affect the manner in which the

<sup>1</sup>B. J. Chandler and Paul V. Petty, Personnel Management in School Administration (New York: World Book Company, 1955), p. 4.

<sup>2</sup>American Association of School Administrators, Staff Relations in School Administration, Thirty-third Yearbook (Washington, D. C.: National Education Association, 1955), p. 16.

<sup>3</sup>Ibid., p. 17.



administrative functions are performed indicating the desirability for active staff participation. This principle is in evidence in the presentation of the functions of administration by the American Association of School Administrators:

Planning or the attempt to control the future in the direction of the desired goals thru decisions made on the basis of careful estimates of the probable consequences of possible courses of action.

Allocation or the procurement and allotment of human and material resources in accordance with the operating plan.

Stimulation or motivation of behavior in terms of the desired outcomes.

Coordination or the process of fitting together the various groups and operations into an integrated pattern of purpose-achieving work.

Evaluation or the continuous examination of the effects produced by the ways in which the other functions listed here are performed.<sup>1</sup>

#### Functions of Administration in Personnel Administration

The five functions of administration are discussed here, indicating their significance in personnel administration.

Planning is the first administrative responsibility; it is essential in determining the methods for accomplishing the purposes of the enterprise. The selection of competent personnel is of great importance and must be preceded by adequate planning. The needed services of the potential employees should be determined as well as the best ways to utilize their abilities in the accomplishment of the organi-

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<sup>1</sup>Ibid.

zational purposes. Careful planning relative to the methods of selection will facilitate the securing of the best possible personnel. Fiscal planning is necessary prior to employment of staff to ascertain revenues, to provide for salaries, and to determine other necessary expenditures. Orientation, in-service training, teacher evaluation, and recruitment are personnel responsibilities in which there is need for wise planning.

In the absence of adequate planning some administrators may resort to arbitrary and autocratic methods; in some cases expediency and hastily developed procedures may result. Staff participation in planning is desirable; yet, it too must be carefully developed and then judiciously evaluated, considering the staff time involved and the effect on teaching efficiency and morale. A proper balance of staff participation in planning will result in better acceptance and support of the plans developed, as well as utilizing combined ability and insight.

Allocation naturally follows planning, being the first step in the implementation of carefully laid plans. Allocation is responsible for the assignment of personnel, the budgeting of resources, and the determination of duties and responsibilities. This aspect of personnel administration should receive careful study for the assignment of personnel into effective working units is often rather difficult, requiring consideration of individual capabilities,

equitable work loads, personal interests and preferences, and institutional purposes. Skill in human relations and understanding of people is most essential in the allocation of resources. There must be clear and definite understanding as to responsibilities and duties as well as proper lines of authority. Personnel administration has a great responsibility because all aspects of allocation affect teacher morale.

. . . The selection and assignment of personnel should take into account (a) the wishes, interests, abilities, and growth potential of the person to be assigned; (b) the feelings and needs of those with whom the new staff member is to be most closely associated, and (c) the requirement of the job itself; and the job's actual and potential contribution to the purposes of the total enterprise.<sup>1</sup>

Stimulation--This element of administration has also been identified as "commanding" and as "directing" but in school administration the importance of democratic leadership is evidenced through the stimulation of effort toward the accomplishment of the purposes of the schools. It has the connotation of active administrative leadership functioning through an arrangement in which the individuals concerned actively participate in the determination of the operation. The significance of this element of administration--the stimulating and channelling of activity toward the organizational purposes--is obvious. This involves such activities as in-service training, teacher evaluation--both

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<sup>1</sup>A.A.S.A., Staff Relations, p. 19.

formal and informal, salaries, recognition, and promotions.

A nationwide study indicates that classroom teachers rank dynamic and stimulating leadership by the building principal and by the superintendent of schools near the top among factors contributing to satisfaction in teaching. . . . The most important characteristics of professional leadership appear to be those which are seen as contributing to creative activity and growth of staff members. These include vision, friendliness, sympathetic understanding, and appreciation of the good work of the staff members.<sup>1</sup>

Coordination--The factor of coordination is important in all areas of administration and it is quite significant in personnel administration. The task of coordination in terms of personnel is that of "keeping the many diverse elements, both within and without the personnel function, working together in a manner that will provide unity of effort toward the accomplishment of the ultimate objective."<sup>2</sup>

The development of proper personnel relations and the promotion of a good school program involve a high degree of coordination of persons, materials, time, and facilities. Administrative skill is required in carrying out this responsibility effectively; without formal and informal communication operating in two directions--both up and down--it cannot be accomplished. The absence of coordination is rather easily detected in any organization although determination of the reasons may be somewhat more difficult. In assignment, selection, orientation, and in other areas of personnel

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<sup>1</sup>Ibid., p. 20.

<sup>2</sup>Chandler and Petty, op. cit., p. 14.

administration, coordination is essential. The larger the organization, the more important it becomes.

Coordination can be effected through the use of controls which govern the flow of resources--both human and material--and through the timing of operations. The most effective coordination, however, is that which arises from mutual understanding and acceptance of common purposes.<sup>1</sup>

Evaluation--The fifth basic function of administration is that of evaluation. Evaluation is of great importance as it must be applied to each of the other functions of administration; because of it, improvement and progress can be made in planning, allocating, stimulating, and coordinating. The growth and development of staff members and the status of their morale as well as the accomplishment of the purposes of the enterprise should be considered in the evaluation process. Through a comprehensive program of evaluation in which staff members are encouraged to participate individually and collectively, it is possible to build better staff morale. This process should not be left entirely to administrators.

Each staff member should be encouraged to become intelligently self-critical and join with his colleagues in the evaluation of the activities of the immediate work team to which he belongs, and to review from time to time the progress made by the entire school system in achieving its major objectives.<sup>2</sup>

Judicious evaluation, taking into consideration the worth

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<sup>1</sup>A.A.S.A., Staff Relations, p. 21.

<sup>2</sup>Ibid., pp. 21-22.

and dignity of each individual, relates directly to the purposes of personnel administration.

### Basic Principles in Personnel Administration

#### Democratic Practices and Procedures in Administration

Autocratic or dictatorial administration is not consistent with the principles of good personnel administration in the educational enterprise. Teachers, unlike subordinates in the classical line and staff organization, must assume their rightful responsibilities and share in the total task of administration and administrators must provide proper leadership within the concept of democratic administration. As a part of this concept the respect for human values--the worth and importance of the individual teacher and student--becomes of greatest significance.

Democracy . . . has to do with a way of life and participation as a process of stimulation and growth. In no sense does this principle conflict with the need for careful planning and organization, creative leadership, and competent administration.<sup>1</sup>

The formulation of policies through cooperative effort of the staff results in better acceptance and support of policies as well as improving the quality of the policies. Individuals should have some voice in determining procedures and making decisions that affect their personal welfare.

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<sup>1</sup>Harold C. Moore and Newell B. Walters, Personnel Administration in Education (New York: Harper and Brothers, 1955), pp. 455-56.

This does not mean that the responsibility of all participating groups is identical, but the combined efforts of all persons concerned will produce personnel policies that are more readily accepted and supported.

#### Selection and Appointment of Highly Competent and Professionally Trained Staff Members

The superintendent contributes to the development of an instructional program of high quality when he selects competent teaching personnel. No other duty of the administrator is more important than that of ensuring that the children and youth of his community will be taught by teachers of intelligence, integrity, and pleasing personality.<sup>1</sup>

Other factors involved in selection are: recruitment, salaries, professional training, and professional status. Individual school systems cannot completely solve this problem at the local level, but the united profession and society in general must face it objectively and vigorously. At the local level care should be exercised to secure the best possible personnel within the existing financial limitations. In order to meet the challenge placed upon public education superior personnel must be attracted in greater numbers. As enrollments increase requiring more teachers, this principle will be placed under greater stress.

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<sup>1</sup>American Association of School Administrators, The Superintendent as Instructional Leader, Thirty-fifth Yearbook (Washington, D. C.: National Education Association, 1957), p. 57. Hereafter cited as A.A.S.A., The Superintendent.

Employee inefficiency inevitably has bad effects, indirectly if not directly, on the quality of education provided children. Hence, an aggressive policy of recruitment and selection is essential for ensuring well qualified employees . . . in the public schools.<sup>1</sup>

#### Adoption and Publicity of Personnel Policies

Unless personnel policies are specifically determined and reduced to writing, there is great probability that inconsistency will result. There is need for school boards to carefully review their policies and provide for coverage of all phases of personnel administration.

Policies make it possible to operate on the same basis in similar situations and to treat all staff members with the same consideration under similar circumstances. . . . After policies have been agreed upon and adopted officially, all concerned are adequately informed about them. Good communication, in this case, is imperative.<sup>2</sup>

It is desirable to present personnel policies in some published form which can be made available to staff members, board members, and others. This provides the basis for clear understanding and consistency in personnel management. Periodic evaluation and revision is more likely to result when policies are in printed form. Statements of policy must not only be developed wisely but they must also be properly administered. Excellent policies improperly administered are of little or no benefit.

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<sup>1</sup>Willard S. Elsbree and E. Edmund Reutter, Jr., Staff Personnel in the Public Schools (New York: Prentice Hall, Inc., 1954), p. 5.

<sup>2</sup>A.A.S.A., The Superintendent, p. 54.



The alternative to reliance upon sound policies is decision by whim, expediency, or pressure. The school administrator simply either operates on principles and policies or caters to personalities and politics.<sup>1</sup>

#### Definition of Authority and Responsibility

It is essential that all staff members clearly understand their responsibilities and their relationships to other members of the staff. The lines of authority and the responsibilities of respective supervisors, principals, consultants, and classroom teachers should be plainly delineated for the edification of all concerned. Many potential problems will be eliminated in this manner. In presenting arguments for establishing personnel practices on a firm policy basis, the American Association of School Administrators' Thirty-fifth Yearbook states that "they tend to fix responsibility by eliminating personalities from procedural decisions."<sup>2</sup>

#### Good Two-way Communications

Although written policies are essential in successful personnel administration, other forms of communication should be maintained. Oral communications are essential and significant. Provision should be made for formal and informal avenues of expression from all staff members. It is not sufficient for the administrative staff to "inform" teachers about the program and procedures of the school system;

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<sup>1</sup>Ibid., p. 54.

<sup>2</sup>Ibid.

conversely, much should be learned from classroom teachers. Administrators who are sensitive to the wishes, anxieties, suggestions, and criticisms of teachers have established the foundation on which to build a good personnel program.

#### Continuous In-service Education

Any real improvement in the education program comes through the improvement of classroom teachers. Any practice that contributes to the competency and security of classroom teachers is reflected in better teaching and learning. A sense of personal growth and a feeling of satisfaction derived from one's work are key factors in good morale and self-improvement.<sup>1</sup>

Stimulation and encouragement of all staff members toward constant improvement and development is an important facet of personnel administration. No organization or procedure should be continued that causes a static situation within the staff. This factor is emphasized by Moore and Walters:

The organization must permit growth and development in procedure, understanding, and performance. This proposition applies to both the considerably experienced staff and the staff being newly inducted . . . <sup>2</sup>

#### Staff Welfare and Morale

The efficiency of the staff is closely related to welfare and morale. Those factors which cause the staff to be optimistic, happy, interested, active, and enthusiastic are closely related to this element of personnel administra-

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<sup>1</sup>Ibid., p. 53.

<sup>2</sup>Moore and Walters, op. cit., p. 15.

tion. Fringe benefits are provided within this area of responsibility. The importance of such things as leaves of absence, progressive salary schedules, reasonable work loads, retirement, tenure or other provisions for security of positions are reflected in personnel welfare. Encouragement of teachers, recognition of their services, and also kindly correction and counsel where improvement is needed will result in stimulation and improved morale of teachers. The attitude of the administrative staff toward teachers and the relationship that exists between administrators and teachers directly affects morale.

#### Effective Administrative Leadership

The significance of developing leadership within the staff is strongly emphasized by educational authorities; the broader concept of school administration involving other employees is highly important. However, this is no substitute for high quality, aggressive leadership by the administrative staff.

It takes leadership at the top to create or release leadership in the ranks. The vision, the intelligence, and the spirit of those in administrative and supervisory posts determine, in no small measure, what happens in classrooms and conditions the quality of the educational program.<sup>1</sup>

The leadership of the administrators in the development of a sound program of personnel administration is basic

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<sup>1</sup>Elsbree and Reutter, op. cit., p. 9.

to the entire program. Without high quality leadership and professional interest by the administration, the personnel principles considered here cannot properly operate to promote the efficiency of the total teaching staff.

It is not so important how far the school system has moved in developing a good personnel program as it is whether something is being done about it. The basic task is to build and promote a total program of personnel administration which will promote increased effectiveness and happiness on the job.<sup>1</sup>

The principles of personnel administration are based upon the premise that human values--the growth and development of students and staff--are of greatest importance in American public education.

. . . The purpose of the school is to facilitate learning, and that in effectively doing so human values in both children and staff must be preserved and extended . . .<sup>2</sup>

### The Challenge of Human Relations

Since human relations in business (and in other areas of human endeavor, too) are so pervasive, it is easy to understand why, in recent years, so much attention has been directed to the consideration of problems arising in this area. . . . more attention will be directed to them in the coming years . . . more and more groups, as well as the individuals themselves, are realizing that there is no greater challenge than that of learning how to live and work together in greater harmony and with greater satisfaction to all concerned.<sup>3</sup>

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<sup>1</sup>Personnel Policies for Schools of the Future, Washington Conference Report (Washington, D. C.: National Education Association, 1957), p. 9.

<sup>2</sup>Moore and Walters, op. cit., p. 14.

<sup>3</sup>Michael J. Jucius, Personnel Management (Homewood, Ill.: Richard D. Irwin, Inc., 1955), p. 1.

Upon the public schools rest a great responsibility and a sacred trust--that of developing future citizens of sufficiently high quality to meet the challenges and solve the problems thrust upon them.

The 'world of tomorrow' will require schools to do many things and do them better. The implementation of society's demand on schools will become the task of teachers. Flexibility, and capacity to think and do it creatively, and the ability to adjust to new and varied conditions will be required of young people. These skills will come about as teachers are enabled to do a better job--as they come to understand better the teaching process in a complex world. This will call for a greater professionalization of teaching, and the development of a sound program of personnel policies and procedures is one of the basic steps in achieving this goal.<sup>1</sup>

The report of the Washington Conference continues:

If the educational program is to meet the needs of children and improve the quality of community living, personnel policies and practices must first meet the needs of the teacher by creating an atmosphere conducive to professional competence.<sup>2</sup>

There are great opportunities as well as problems and responsibilities for administrative leadership both at the local level and from the profession at large for developing human relations through personnel administration. The effectiveness of the school system depends to a considerable degree upon the human resources available and the professional productivity of the human resources is greatly affected by good personnel practices cooperatively developed and equitably

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<sup>1</sup>Personnel Policies for Schools of the Future, p. 22.

<sup>2</sup>Ibid., p. 68.

administered.

The discussion presented in this chapter has included the five functions of administration, the nature and scope of personnel administration, and basic principles upon which a sound personnel program is built. With this background the next four chapters of the study will analyze specific personnel practices; one chapter will be devoted to each of the four selected areas of personnel administration. From the literature desirable principles, practices, and procedures are set forth and from the survey those personnel practices which are currently in effect in each of the five states surveyed and the value judgments of the superintendents of schools relative to these practices are presented.

## CHAPTER III

### FORMULATION, REVISION, AND PUBLICITY OF PERSONNEL POLICIES

#### Introduction

There is wide variation in the adequacy of personnel administration in respective school systems. In some schools very complete and comprehensive personnel policies and procedures have been developed, while others have rather modest and limited programs. The development of a good personnel program should be continuous, providing for study and review of existing policies and consideration of new policies.

Personnel policies whether written or unwritten form the framework upon which the personnel program operates. The importance of formally adopted policies, presented in written form, cannot be over-emphasized; the larger the enterprise, the more comprehensive and detailed the written policies need to be. In a large organization it is obviously impossible to deal with each employee on an individual basis; if this were possible, the need for personnel policies would be greatly reduced. Specific policies in writing are essential for smooth operation of the public schools.

The need for policy is found in the need for order, stability, continuity, clear purpose, and the sense of security and permanence in the conduct of the schools.<sup>1</sup>

Sears also states:

Written policies are a means of informing the school staff and the public of what the board of education is trying to accomplish and what it expects of its executives and other employees. . . . With the school staff, policy facilitates action throughout the system; it rationalizes administration, it affords a basis for common understanding, which, in turn, provides a foundation for staff morale; and it provides a basis for intelligent planning of the details of daily work. With the public, it affords a basis for understanding and for judging of schools and it is the soundest possible foundation for proper public relationships.<sup>2</sup>

The purpose of this chapter is to present information concerning formulation, revision, and publicity of personnel policies. It includes such factors as official adoption of personnel policies by boards of education, the areas of personnel administration included in formally adopted policies, the presence of "personnel policy committees," and evidence of teacher membership on these committees. The question of which groups and individuals participate in the formulation of personnel policies will be considered as well as the provisions that are made for the publicity of personnel policies. The current practices in personnel administration are compared with the value judgments of the responding superintendents.

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<sup>1</sup>Jesse B. Sears, The Nature of the Administrative Process (New York: McGraw-Hill Book Company, 1950), p. 315.

<sup>2</sup>Ibid., pp. 319-20.



### Formulation and Revision of Policies

The board of education is a policy-making body and as such it gives direction to the school system. It is not the responsibility of the members of the board of education, however, to develop personnel policies themselves; this is the duty of the professional staff. Until comparatively recent years, a rather widely held concept of the position of the superintendent of schools was that he should determine policies, recommend them to the board of education, execute the adopted policies, and evaluate them. However, democratic school administration seeks to involve representatives from all groups in the development of personnel policies and procedures. The principle of staff participation in policy making and planning is "so fundamental to the operation of the public education force in a democratic society that its soundness may be assumed when its use is tempered by common sense and good judgment."<sup>1</sup>

Moore and Walters also state:

The goal of staff participation is to bring to bear the best professional judgment and information that can be obtained in the solution of educational problems and to achieve at the same time a morale that will make the solution effective.<sup>2</sup>

The involvement of staff members in the formulation

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<sup>1</sup>Harold C. Moore and Newell B. Walters, Personnel Administration in Education (New York: Harper and Brothers, 1955), p. 39.

<sup>2</sup>Ibid.

of policies is of the essence of the democratic process and is based on sound psychological principles.

Our insistence on the right of the individual to participate in the making of decisions that concern himself grows out of our regard for individual personality and our sense of justice; it is based, too, on our knowledge born of long experience, that democracy can function in no other way.<sup>1</sup>

The principle is re-emphasized by the American Association of School Administrators.

Wise boards rely upon the assistance and advice of the superintendent of schools in analyzing problems and formulating policies. They also create opportunities for teachers and citizen groups to take part in policy formulation and review. In framing policies, they seek to provide the guidelines which are needed to coordinate activities.<sup>2</sup>

The report from the Washington Conference defines the board's responsibility.

After the policy or procedure is developed . . . it is the responsibility and obligation of the board of education to review it and to see if it corresponds with the basic philosophy of the school system and if it is likely to be a desirable policy or procedure. After due consideration, the board then gives its approval to the policy or procedure.<sup>3</sup>

There is need for the development of maximum staff participation in policy formulation. Some form of organiza-

<sup>1</sup>American Association of School Administrators, Education for American Citizenship, Thirty-second Yearbook (Washington, D. C.: National Education Association, 1954), p. 59. Hereafter cited as A.A.S.A., Education for American Citizenship.

<sup>2</sup>Ibid., p. 25.

<sup>3</sup>Personnel Policies for Schools of the Future, Washington Conference Report (Washington, D. C.: National Education Association, 1957), p. 13.

tion which will provide a meaningful representation of all members of the organization in the development and revision of policies should be provided. Teacher participation in administration is of interest to superintendents. The Thirtieth Yearbook of the American Association of School Administrators<sup>1</sup> states that 36.1 per cent of the urban and 35.7 per cent of the rural superintendents who responded to an inquiry of the Association were "making systematic efforts to increase the degree of participation by classroom teachers in developing school policies."<sup>2</sup>

The success of staff participation in these matters requires shared responsibility for their implementation, evaluation, and effectiveness. Administrators must recognize that teachers need training and experience--an opportunity to develop the competency needed for this obligation. A formal plan of organization wherein the teachers association cooperates with the administration in personnel studies and the existence of an established committee to consider personnel problems and policy revision are desirable means of providing for staff participation in personnel administration. The personnel policy committee is a very successful aid in improving personnel administration in many school

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<sup>1</sup>American Association of School Administrators, The American School Superintendency, Thirtieth Yearbook (Washington, D. C.: National Education Association, 1952). Hereafter cited as A.A.S.A., American School Superintendency.

<sup>2</sup>Ibid., p. 165.

systems.

Chandler and Patty consider eight questions as evidence of democratic methods and practices of participation:

1. Is participation on a voluntary basis? Intelligent and uncoerced consensus can result only if deliberation is voluntary.
2. Does it aid the staff in arriving at a consensus? Consensus resolves itself in commitments rather than into triumphs and surrenders.
3. Does each person affected by a decision have an opportunity, insofar as possible, to participate in making the decision? A sincere regard for each individual means that he must have a chance to be a participant in decisions that are likely to affect him. A regard for individuals protects minorities.
4. Is each idea given a fair hearing? Democratic systems are not perfected systems, but improving systems. If participation results in bettering systems it must develop and use the potentialities of its members. Full utilization of human resources produces satisfying and enduring policies.
5. Are the members of the group committed to the policies developed? Teachers who participate in making policy must accept the responsibilities that accompany such participation. Participants assume obligations for the success of co-operatively formulated policies.
6. Does leadership usually come from within the group? Effective leadership is largely situational. It is a function rather than a person and will come from within the group.
7. Is one measure of success what happens to people? Results are always important but so are the human beings that make up a group.
8. Is some provision made for reviewing policies? In a dynamic school a need for review of policies is not uncommon.<sup>1</sup>

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<sup>1</sup>B. J. Chandler and Paul V. Petty, Personnel Management in School Administration (New York: World Book Company, 1955), pp. 66-67.

Public education with its well-qualified and highly trained professional staff has a rather unique opportunity to develop democratic administration through staff participation. This is particularly true in the area of personnel administration.

School systems with at least 100 teachers were surveyed in Arkansas, Colorado, New Mexico, Oklahoma, and Texas; it was discovered that practically all boards of education have officially adopted personnel policies relating to teachers. When 64 per cent or more of the respondents indicated the presence of various personnel practices, this was found to be significant at or beyond the .05 level of confidence as determined by the Chi-square test of significance. Table 1 shows that only three school systems studied in the entire Southwest Region, comprising 3 per cent of the respondents, do not have officially adopted personnel policies. This is quite important when compared with the findings of a survey conducted by the National Education Association<sup>1</sup> in 1955 which states that 70 per cent of the boards of education have adopted personnel policies. The importance of this practice is evidenced in the value judgments of the superintendents of schools shown in Table 2, as 81 per cent of them rated it "high value" and none considered it to be

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<sup>1</sup>National Education Association, Research Division, Special Memo (Washington, D. C.: N.E.A., June, 1956), p. 4. Hereafter cited as N.E.A., Special Memo.

TABLE 1

PRACTICES RELATING TO FORMULATION AND  
REVISION OF PERSONNEL POLICIES

Practice	Schools using practice	Number	Per cent
Board of Education has officially adopted personnel policies relating to teachers.	Arkansas	6	83
	Colorado	8	80
	New Mexico	9	100
	Oklahoma	12	92
	Texas	67	99
	SW Region	104	97
These policies cover <u>all</u> areas of personnel administration.	Arkansas	2	28
	Colorado	4	40
	New Mexico	5	55
	Oklahoma	5	38
	Texas	37	54
	SW Region	56	52
A "personnel policy committee" considers personnel problems and policy revision.	Arkansas	3	43
	Colorado	4	40
	New Mexico	2	22
	Oklahoma	2	15
	Texas	24	35
	SW Region	35	33
"Personnel policy committee" includes teachers.	Arkansas	3	100
	Colorado	4	100
	New Mexico	2	100
	Oklahoma	2	100
	Texas	14	58
	SW Region	25	71
The Board of Education participates in the formulation of personnel policies.	Arkansas	7	100
	Colorado	9	90
	New Mexico	9	100
	Oklahoma	11	85
	Texas	65	96
	SW Region	101	94
The superintendent participates in the formulation of personnel policies.	Arkansas	7	100
	Colorado	9	90
	New Mexico	9	100
	Oklahoma	11	85
	Texas	65	96
	SW Region	101	94

TABLE 1--Continued

Practice	Schools using practice	Number	Per cent
Other administrative personnel participate in the formulation of personnel policies.	Arkansas	7	100
	Colorado	8	80
	New Mexico	8	89
	Oklahoma	11	85
	Texas	62	91
	SW Region	96	86
Teachers participate in the formulation of personnel policies.	Arkansas	7	100
	Colorado	8	80
	New Mexico	6	67
	Oklahoma	10	77
	Texas	46	68
	SW Region	77	72
Lay citizens participate in the formulation of personnel policies.	Arkansas	5	71
	Colorado	1	10
	New Mexico	2	22
	Oklahoma	3	23
	Texas	11	16
	SW Region	22	21
Representation of all staff members provides a definite voice in developing personnel programs.	Arkansas	6	86
	Colorado	8	80
	New Mexico	4	44
	Oklahoma	7	54
	Texas	44	65
	SW Region	69	64
Local teachers association cooperates with the administration in personnel studies.	Arkansas	5	71
	Colorado	8	80
	New Mexico	5	55
	Oklahoma	9	69
	Texas	46	68
	SW Region	73	68

TABLE 2

VALUE OF PRACTICES RELATING TO FORMULATION  
AND REVISION OF PERSONNEL POLICIES

Practice	Per cent		
	High value	Moderate value	Little or no value
Board of Education has officially adopted personnel policies relating to teachers.	81	19	-
These policies cover <u>all</u> areas of personnel administration.	60	30	10
A "personnel policy committee" considers personnel problems and policy revision.	39	44	17
Personnel policy committee includes teachers.	47	42	11
The following participate in the formulation of personnel policies:			
Board of Education	91	9	-
Superintendent	93	7	-
Other Administrative Personnel	83	17	-
Teachers	76	23	1
Lay Citizens	30	40	30
Representation of all staff members provides a definite vote in developing a personnel program.	68	23	9
Local teachers association cooperates with the administration in personnel studies.	59	32	9



of little or no value. Application of the Chi-square test revealed that when 47 per cent or more of the respondents agreed on a value judgment, this was significant at or beyond the .05 level of confidence.

It is apparent, however, that the personnel policies cover only limited areas of personnel administration in many of the school systems. The data in Table 1 indicate that the schools in Texas and New Mexico have more comprehensive written policies than those in the other three states; 54 per cent of the respondents in Texas and 55 per cent in New Mexico stated that all areas of personnel administration are included in the officially adopted policies of the board of education. It was discovered that in one-half of the school systems studied of the Southwest Region, the official policies cover all areas of personnel administration. The importance of this practice is emphasized by the American Association of School Administrators:

Personnel practices must be developed for every major phase of administration that involves the work and welfare of staff members, from initial employment of the staff member to his ultimate retirement from service.<sup>1</sup>

This principle is well accepted by the administrators in this study; less than 10 per cent indicated that this factor was of little or no value. A number of superintendents stated that their policies were being revised and that more

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<sup>1</sup>A.A.S.A., The Superintendent, p. 56.

comprehensive coverage of personnel matters was being undertaken.

The existence of personnel policy committees for the purpose of considering personnel problems and policy revision is generally accepted by the respondents as being of considerable value. Although 83 per cent rated this as being of moderate or high value, it was found that only one-third of the school systems have such committees currently in effect. In some schools these committees are selected for specific duties when policies need to be revised or studies need to be undertaken; in other school systems there are standing personnel policy committees. In those schools having such committees, the membership is comprised of classroom teachers in most cases; in four of the five states teachers have membership in all existing personnel committees. In Texas, however, teachers are members of these committees in approximately one-half of the school systems where they are in operation. Nearly 90 per cent of the superintendents recognize the importance of having classroom teachers as members of such committees.

It has been stated that all teachers who are personally affected by administrative and personnel policies should have opportunity to participate in the formulation of such policies. In approximately 90 per cent of the schools, members of the board of education, the superintendent of schools, and other administrative personnel participate in

the formulation of personnel policies in all of the states of the Southwest Region. It is of interest to note that although teachers do not participate in policy formulation as much as administrators, they are represented in approximately three-fourths of the school systems. In Arkansas teachers participate in all reporting schools, whereas they participate in two-thirds of the schools in New Mexico and Texas. The significance of having participation of the board of education, the superintendent, other administrative personnel, and classroom teachers is recognized by the superintendents of schools in all cases. Very few school systems have lay citizens participating in the formulation of personnel policies; one exception is Arkansas which reported lay participation in 71 per cent of the schools; other states range from only 10 per cent to 23 per cent. Lay participation in policy formulation is regarded as being of lesser significance by superintendents in 30 per cent of the cases as they rated it of little or no value. It should be pointed out, however, that it rates higher in the superintendents' judgments than its existence in practice would indicate.

Effort is made in most of the school systems to secure representation of all staff members for providing a definite voice in the development of personnel programs; the results from Arkansas and Colorado indicate that such representation exists in over 80 per cent of the responding schools whereas this is true in only 44 per cent of the New Mexico schools.

It was discovered that even though approximately two-thirds of the schools in the entire region have such representation of staff members, this is considered to be of value by 91 per cent of the superintendents. A National Education Association<sup>1</sup> study in 1956 reported that teachers served on officially constituted personnel committees in forty-five per cent of the reporting schools.

In two-thirds of the schools studied, the local teachers associations cooperate with the administration in undertaking personnel studies; this is a very valuable practice in the judgments of the superintendents. The National Education Association<sup>2</sup> study in 1956 reported that in approximately one-half of the schools cooperative studies were undertaken by the administration and the local teachers association.

The practices surveyed relating to formulation and revision of personnel policies are of rather significant value as is indicated by the judgments of the superintendents which are shown in Table 2. In many instances there is a marked difference between the existence of these practices and the value placed upon them by the superintendents. This would indicate that superintendents recognize the need for improvement in personnel administration through establishing certain personnel practices. Write-in comments were made by some respondents that although the practices were not in effect, they were desirable and should be initiated.

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<sup>1</sup>N.E.A., Special Memo, p. 5.

<sup>2</sup>Ibid.

Publicity of Policies

Even though the basic principles of personnel administration are carefully followed and excellent policies are developed, if the information is not made available to the staff, the policies will be relatively ineffective. Chandler and Petty discuss the importance of "disseminating information on personnel policies":

An elaborate array of policy statements can have little meaning if complete information is not provided for the employees. . . . The first step in doing this is to have all statements of policy in writing and incorporated in the official acts of the organization's policy-making body . . . After the complete statement of policies has been formulated, those relating to personnel should be segregated and compiled into a separate pronouncement. A handbook on personnel policies could serve this purpose.<sup>1</sup>

Such a handbook of personnel policies, covering all areas of personnel administration, is helpful to all staff members and to prospective staff members as well. The distribution to some lay persons may prove worthwhile as some improvements in personnel administration can be attained much more readily with the assistance of properly informed lay persons. Not only is the issuance of such a handbook desirable but complete understanding of its provisions is necessary.

The need for communication of policies is also stressed in the Washington Conference Report:

. . . Regardless of what kind of policies and practices we have, they should be communicated adequately

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<sup>1</sup>Chandler and Petty, op. cit., p. 18.

and constantly. They must be known and understood. Mediocre or even bad policies which are understood clearly are better than good policies which are communicated poorly . . . It would be difficult to estimate the damage that has been done to morale in many school systems because of the lack of understanding on the part of personnel as to what policies and practices actually are.<sup>1</sup>

When personnel policies are printed and issued to staff members, they are much more likely to be kept up-to-date through periodic revision than if they are merely entered in the minutes of the board of education or kept in the superintendent's office. After personnel policies have been adopted and issued to teachers, they should be the basis of decisions until they are revised or replaced.

Data concerning the publicity of personnel policies in the school systems that were studied are presented in Table 3. Personnel policies are a matter of record in board of education minutes in 86 per cent of the responding institutions. Although most of the respondents stated this was of high value, Table 4 shows that 5 per cent of them believe the recording of personnel policies in board of education records is of little or no value. Approximately the same number of school systems have policies printed in a separate bulletin as record them in the board of education minutes.

The value of printing policy bulletins and recording policies in board minutes is shown in Table 4. While the knowledge of personnel policies and the need for publication

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<sup>1</sup>Personnel Policies for Schools of the Future, p. 109.

TABLE 3

## PUBLICITY OF PERSONNEL POLICIES

Practice	Schools using practice	Number	Per cent
Policies are a matter of record in board minutes.	Arkansas	7	100
	Colorado	9	90
	New Mexico	9	100
	Oklahoma	11	85
	Texas	57	84
	SW Region	93	87
Policies are printed in a separate bulletin.	Arkansas	6	86
	Colorado	7	70
	New Mexico	7	78
	Oklahoma	10	77
	Texas	60	88
	SW Region	90	84
Printed policies are available for reference only in the superintendent's office.	Arkansas	1	14
	Colorado	-	-
	New Mexico	1	11
	Oklahoma	3	23
	Texas	8	12
	SW Region	13	12
Printed policies are given to each teacher.	Arkansas	6	86
	Colorado	8	80
	New Mexico	6	67
	Oklahoma	6	67
	Texas	51	75
	SW Region	81	76
Printed policies are available for potential staff members and lay citizens.	Arkansas	5	71
	Colorado	5	50
	New Mexico	7	78
	Oklahoma	10	77
	Texas	55	81
	SW Region	82	77

TABLE 4

## VALUE OF PUBLICITY OF POLICIES

Practice	Per cent		
	High value	Moderate value	Little or no value
Policies are a matter of record in board minutes.	84	11	5
Policies are printed in a separate bulletin.	81	16	3
Printed policies are available for reference only in the superintendent's office.	39	20	41
Printed policies are given to each teacher.	87	9	4
Printed policies are available for potential staff members and lay citizens.	55	36	9

is one of the fundamental principles upon which personnel administration is based, it was discovered that printed policies are given to members of the teaching staff in only 67 per cent of the schools in the State of New Mexico and in only 76 per cent of the schools in the entire Southwest Region. Of the superintendents, 95 per cent believe the practice of issuing printed policies to members of the teaching staff is of value and 87 per cent rate it of "high value." A number of respondents noted that their personnel policies were being printed and would be made available to staff



members as soon as revision was completed.

The practice of giving copies of printed policies to potential staff members and to interested lay citizens is followed by approximately three-fourths of the respondents. This practice is of moderate or high value in the opinions of 91 per cent of the reporting superintendents.

#### Personnel Areas Included in Printed Policies

Twelve areas of personnel administration were listed on the survey instrument and respondents were requested to check those areas which were included in their written policies. The data in Table 5 show that nine of the twelve areas are included in the written policies of at least 65 per cent of the school systems in the Southwest Region. These nine areas include: selection of staff members, assignment, transfer, salaries and salary schedules, in-service education, resignations, retirement, dismissal, and leaves of absence. "Tenure" is included in the written policies of 55 per cent of the schools, "promotions" are included in 46 per cent of the schools, and "staff evaluation" is included in the written policies of 25 per cent of all of the schools participating in this study. There were no written policies relative to tenure and staff evaluation in any of the schools surveyed in Arkansas. All of the participating schools in Colorado had written policies on assignment, salaries and salary schedules, tenure, retirement, and dismissal.

TABLE 5

## PERSONNEL AREAS INCLUDED IN PRINTED POLICIES

	No.	Per cent		No.	Per cent
<u>Selection</u>			<u>In-service Education</u>		
Arkansas	3	43	Arkansas	4	57
Colorado	7	70	Colorado	9	90
New Mexico	6	67	New Mexico	5	56
Oklahoma	8	62	Oklahoma	10	77
Texas	55	81	Texas	44	65
SW Region	79	74	SW Region	72	67
<u>Assignment</u>			<u>Resignations</u>		
Arkansas	4	57	Arkansas	1	14
Colorado	10	100	Colorado	6	60
New Mexico	7	78	New Mexico	7	78
Oklahoma	11	85	Oklahoma	8	62
Texas	52	76	Texas	52	76
SW Region	84	79	SW Region	74	69
<u>Transfer</u>			<u>Retirement</u>		
Arkansas	2	29	Arkansas	5	71
Colorado	9	90	Colorado	10	100
New Mexico	7	78	New Mexico	8	89
Oklahoma	10	77	Oklahoma	10	77
Texas	42	62	Texas	44	65
SW Region	70	65	SW Region	77	72
<u>Promotion</u>			<u>Dismissal</u>		
Arkansas	1	14	Arkansas	2	29
Colorado	6	60	Colorado	10	100
New Mexico	6	67	New Mexico	8	89
Oklahoma	7	54	Oklahoma	9	69
Texas	29	43	Texas	50	74
SW Region	49	46	SW Region	79	74

TABLE 5--Continued

	No.	Per cent		No.	Per cent
<u>Salaries</u>			<u>Staff Evaluation</u>		
Arkansas	5	71	Arkansas	-	-
Colorado	10	100	Colorado	2	20
New Mexico	8	89	New Mexico	4	44
Oklahoma	9	69	Oklahoma	2	15
Texas	47	69	Texas	19	28
SW Region	79	74	SW Region	27	25
<u>Tenure</u>			<u>Leaves of Absence</u>		
Arkansas	-	-	Arkansas	5	71
Colorado	10	100	Colorado	9	90
New Mexico	8	89	New Mexico	6	67
Oklahoma	6	46	Oklahoma	6	46
Texas	35	51	Texas	45	66
SW Region	59	55	SW Region	71	66

A study of Table 5 also reveals that the school systems in Colorado have more comprehensive printed personnel policies than any one of the four other states. Conversely, the schools in Arkansas have fewer areas included in their printed personnel policies.

Table 6 presents the average number of personnel areas included in the printed policies of all schools within each state and within the Southwest Region. These data are based upon the twelve areas listed in the survey instrument. If every school within a given state had included all twelve areas in their printed policies, the table would show "12" and "100 per cent" for that state.

TABLE 6

NUMBER OF AREAS INCLUDED IN PRINTED  
PERSONNEL POLICIES

State	Average number of areas	Per cent
Arkansas	3.8	32
Oklahoma	7.4	61
Texas	7.6	63
New Mexico	8.9	74
Colorado	9.8	82
Southwest Region	7.5	62

Summary

Personnel policies have been officially adopted by practically all the school systems in the study; these policies cover only limited areas in many cases, but a number of school systems included all twelve areas that were designated in the survey. The formulation of policies is the responsibility of school board members, the superintendent of schools, and other administrative personnel with high participation by these groups but with somewhat less participation by classroom teachers. Teachers participate in about three-fourths of the schools and lay citizens participate in relatively few school systems. Teachers are involved in personnel matters by cooperating with the administration in personnel studies through the local teachers' associations. The

publicity of personnel policies is adequately cared for by most of the schools; "policy handbooks" are issued to all teachers as well as to potential staff members and interested lay citizens in at least three-fourths of the reporting schools. Approximately 10 per cent of the school systems that have policies recorded in the official records of the board of education do not make them available to classroom teachers in a printed bulletin.

Generally speaking those practices which are in effect in most school systems were also rated by the superintendent as being of value. Those practices that are in effect in the lesser number of schools, particularly those relating to involvement of classroom teachers and lay citizens, were judged by the superintendents to be of more value than their existence would indicate. In the area of formulation, revision, and publicity of personnel policies there was no evidence of practices being widely used that were felt to be of little or no value.

## CHAPTER IV

### ASSIGNMENT, TRANSFER, AND PROMOTION OF STAFF PERSONNEL

#### Introduction

It has been stated that no other duty of the administrator is more important than the selection of competent teaching personnel. It follows, logically, that no school system is any better than the teachers it selects and assigns to staff the classrooms.

After the teachers have been selected, recommended by the chief administrative officer, and employed by the school board, there is still one major step in the placement process--assignment. . . . Assignment means getting the right teacher in the right job and bringing him and his responsibilities into a satisfactory relationship.<sup>1</sup>

Although there is considerable variation among the different schools in regard to assignment, transfer, and promotion of staff members, the school system which carefully analyzes its needs and judiciously fulfills this important function of administration has taken an important step forward in the development of a competent staff working

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<sup>1</sup>B. J. Chandler and Paul V. Petty, Personnel Management in School Administration (New York: World Book Company, 1955), p. 155.

in a professional manner and building an outstanding educational system.

This chapter presents personnel practices relative to assignment, transfer, and promotion of staff members including data from 107 schools in the Southwest Region that cooperated in the study. In the area of assignments such factors are considered as balance of faculty strength, teachers' requests, previous experience, and teacher planning periods for elementary and secondary teachers. Attention is given to transfers of teachers within a school system, when transfers shall be permitted, and the personnel responsible for decisions about transfers. The promotion of staff members to administrative positions, determination of eligibility of candidates, the procedure to be followed, and provisions for in-service training of potential administrators are also presented in this chapter.

#### Assignment

The problem of assigning new teachers to the positions in which they can best serve the interests of the school district is important in all school systems. Careful analysis of the school system and its needs prior to the selection of teachers will help simplify this problem. Chandler and Petty speak of the staff as an "entity" stating:

A good staff is more than a collection of individuals; therefore, the qualifications and characteristics of candidates should be evaluated in terms of staff patterns. Staff patterns grow out of the composition of

the school system's faculty.<sup>1</sup>

These authors in speaking of an "entity" suggest that selections and assignments should be made with understanding of the characteristics and qualities of the present staff. A balance of staff is to be desired and consideration should be given to the following factors: age, sex, marital status, training, teaching experience, localism, and special talents.<sup>2</sup>

In making assignments the most important consideration is the effectiveness of the school system; however, the interests and welfare of teachers should also be kept in mind. The American Association of School Administrators lists some basic principles for making assignments:

The teacher's preferences should be respected whenever this is feasible . . . a candidate's interest in a subject matter area may be a determining factor in his success. . . .

Whenever possible the lighter load should be reserved for beginning teachers . . . most inexperienced teachers are ill-equipped to deal with problem children or to manage exceptionally large classes . . . too often new teachers are given the difficult assignments which experienced teachers are anxious to avoid.<sup>3</sup>

The Washington Conference in its Personnel Policies for Schools of the Future also deals with the matter of assignment:

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<sup>1</sup>Ibid., p. 117.

<sup>2</sup>Ibid.

<sup>3</sup>American Association of School Administrators, Staff Relations in School Administration, Thirty-third Yearbook (Washington, D. C.: National Education Association, 1955), pp. 44-45. Hereafter cited as A.A.S.A., Staff Relations.



Sound policies of selection and assignment should take into account the following: (1) Wishes, interests, abilities, and growth potential of the person; (2) feelings and needs of those with whom the new staff members are to be closely associated; (3) requirements of the job itself and the job's actual and potential contribution to the purposes of the total enterprise.<sup>1</sup>

In those school systems which have a large number of vacancies each year, the problem of assignment becomes quite difficult. Frequently teachers are selected because their specific grade level or subject matter areas have been determined. It is common practice in large school systems to employ teachers before vacancies actually exist; thus it is not possible to determine the exact position to which the teacher will be assigned. Good practice calls for determining the probable assignment as nearly as possible at the time the teacher is employed; as soon as the exact assignment has been determined, the teacher should be advised.

A candidate for a position wants to know what his new job consists of, who is his principal, what kind of neighborhood the school is in, and the specific grade or subject he will be expected to teach. It will serve the best interests of both the new teacher and the school system to respect his teaching preferences whenever possible.<sup>2</sup>

Teaching load, which is involved in the problem of assignments, is often a source of poor teacher morale; it is

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<sup>1</sup>Personnel Policies for Schools of the Future, Washington Conference Report (Washington, D. C.: National Education Association, 1957), pp. 136, 139.

<sup>2</sup>American Association of School Administrators, The Superintendent as Instructional Leader, Thirty-fifth Yearbook (Washington, D. C.: National Education Association, 1957), p. 59. Hereafter cited as A.A.S.A., The Superintendent.

a concern of many teachers, and administrators should give this problem serious attention in determining assignments.

As hard and important as the task of assigning teachers is, it doesn't compare in difficulty with the problem of adjusting the load of employees to the satisfaction of teachers and administrators.<sup>1</sup>

Since the assignment of teachers so vitally affects the efficiency of the school system and the morale of teachers, it should be determined cooperatively with the teacher wherever possible.

Table 7 indicates the practices in effect relating to assignment of teachers by states in the Southwest Region and Table 8 summarizes the opinions of administrators as to the value of each practice. Careful consideration is given to balance of faculty strength, individual teacher requests, salary adjustments for special assignments, extra-class duties, teaching load, and previous experience. The superintendents rated all of these practices as being of significant value.

Only thirty-three school systems out of 107 studied in the five-state region gave consideration to beginning teachers by assigning lighter loads to them. No state has such a practice in existence in more than 38 per cent of the schools, and in Colorado no responding institution has such a practice in effect. However, 78 per cent of the respondents

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<sup>1</sup>Willard S. Elsbree and E. Edmund Reutter, Jr., Staff Personnel in the Public Schools (New York: Prentice Hall, Inc., 1954), p. 96.

TABLE 7

## PRACTICES RELATING TO ASSIGNMENT OF TEACHERS

Practice	Schools using practice		
	State	Number	Per cent
In making assignments consideration is given to balance of faculty strength.	Arkansas	7	100
	Colorado	9	90
	New Mexico	7	78
	Oklahoma	12	92
	Texas	61	90
	SW Region	85	79
In making assignments consideration is given to individual teacher requests.	Arkansas	7	100
	Colorado	8	80
	New Mexico	9	100
	Oklahoma	11	85
	Texas	60	88
	SW Region	95	89
In making assignments consideration is given to beginning teachers by assigning lighter loads.	Arkansas	2	29
	Colorado	-	-
	New Mexico	2	22
	Oklahoma	5	38
	Texas	24	35
	SW Region	33	31
In making assignments consideration is given to salary adjustments for special assignments.	Arkansas	6	86
	Colorado	7	70
	New Mexico	7	78
	Oklahoma	10	77
	Texas	53	78
	SW Region	83	78
In making assignments consideration is given to extra-class duties.	Arkansas	3	43
	Colorado	8	80
	New Mexico	6	67
	Oklahoma	9	69
	Texas	56	82
	SW Region	84	79

TABLE 7--Continued

Practice	Schools using practice		
	State	Number	Per cent
In making assignments consideration is given to teaching loads.	Arkansas	6	86
	Colorado	6	60
	New Mexico	7	78
	Oklahoma	9	69
	Texas	52	76
	SW Region	80	75
In making assignments consideration is given to previous experience.	Arkansas	6	86
	Colorado	9	90
	New Mexico	6	67
	Oklahoma	11	85
	Texas	60	88
	SW Region	92	86
Some tentative assignments are made early in the year subject to change when exact needs are determined.	Arkansas	5	71
	Colorado	7	70
	New Mexico	7	78
	Oklahoma	9	69
	Texas	57	84
	SW Region	85	79
All changes in assignments are discussed with the teacher concerned.	Arkansas	7	100
	Colorado	9	90
	New Mexico	9	100
	Oklahoma	11	85
	Texas	64	94
	SW Region	100	93
Assignments for extra curricular activities are agreed upon with the teacher at the time of employment.	Arkansas	6	86
	Colorado	8	80
	New Mexico	6	67
	Oklahoma	10	77
	Texas	49	72
	SW Region	79	74

TABLE 7--Continued

Practice	Schools using practice		
	State	Number	Per cent
Most elementary teachers have a planning period during the day.	Arkansas	1	14
	Colorado	6	60
	New Mexico	3	33
	Oklahoma	2	15
	Texas	48	71
	SW Region	60	56
Secondary teachers normally teach in only one or two subject matter areas.	Arkansas	7	100
	Colorado	9	90
	New Mexico	9	100
	Oklahoma	12	92
	Texas	62	91
	SW Region	99	93
Assignments for secondary teachers are made in major field of preparation with few exceptions.	Arkansas	7	100
	Colorado	9	90
	New Mexico	9	100
	Oklahoma	12	92
	Texas	66	97
	SW Region	103	96
Secondary teachers are never assigned where they are not adequately prepared to teach--even in areas of teacher shortage.	Arkansas	4	57
	Colorado	6	60
	New Mexico	6	67
	Oklahoma	10	77
	Texas	44	65
	SW Region	70	65
Most secondary teachers have a planning period during the day.	Arkansas	5	71
	Colorado	8	80
	New Mexico	9	100
	Oklahoma	4	31
	Texas	64	94
	SW Region	90	84

TABLE 8

VALUE OF PRACTICES RELATING TO  
ASSIGNMENTS OF TEACHERS

Practice	Per cent		
	High value	Moderate value	Little or no value
In making assignments consideration is given to:			
Balance of faculty strength	84	13	3
Individual teacher requests	60	38	2
Beginning teachers by assigning lighter loads	32	46	22
Salary adjustment for special assignments	54	43	3
Extra-class duties	53	42	5
Teaching loads	64	33	3
Previous experience	63	35	2
Some tentative assignments are made early in the year subject to change when exact needs are determined.	44	52	4
All changes in assignments are discussed with the teacher concerned.	88	12	-
Assignments for extra curricular activities are agreed upon with the teacher at the time of employment.	70	19	11
Most elementary teachers have a planning period during the day.	64	34	2

TABLE 8--Continued

Practice	Per cent		
	High value	Moderate value	Little or no value
Assignments of secondary teachers:			
They normally teach in only one or two subject matter areas.	91	9	-
Assignments are made in major field of preparation with few exceptions.	94	6	-
Teachers are never assigned where they are not adequately prepared to teach--even in areas of teacher shortage.	88	11	1
Most secondary teachers have a planning period during the day.	87	11	2

indicated that the practice of assigning lighter loads to beginning teachers is of value while 22 per cent believe it is of little or no value.

In all of the states except Arkansas careful consideration is given to extra-class duties when assignments are made; this is practiced by only 43 per cent of the schools reporting from Arkansas. In Texas and Colorado four-fifths of the schools consider extra-class duties in determining assignments.

Many schools find it necessary to make tentative assignments early in the year and adjust these assignments when the exact needs are determined; this procedure is more commonly followed in larger school systems. The importance of discussing any changes in assignments with teachers concerned is indicated both by the rating of the responding superintendents and by the existence of the practice; 93 per cent of the schools in the entire region currently follow this practice and all of them recognize the value of such a practice.

The advisability of having a planning period during the day for elementary teachers is indicated by the fact that 98 per cent of the respondents stated this practice is of value. The school administrators in Texas adjust the schedules of elementary teachers to permit planning periods in 71 per cent of the schools but only one school in Arkansas and two in Oklahoma reported such an arrangement.

Secondary teachers have planning periods during the day in most of the schools of Arkansas, Colorado, and Texas, and in all of the schools of New Mexico; but in only 31 per cent of the Oklahoma schools is the scheduling so arranged as to give them a planning period. Ninety-eight per cent of the superintendents indicated that it was desirable to have a planning period during the day for secondary teachers but 2 per cent of them believed this to be of little or no value.

In practically all of the schools, 96 per cent,



secondary teachers are assigned in their major fields of preparation, and assignments involve only one or two subject-matter areas in all but eight of the participating schools. However, in areas of teacher shortage over one-third of the schools assign teachers where they are not adequately prepared. Table 7 shows that in 65 per cent of the schools secondary teachers are never assigned where they are not adequately prepared to teach--even in areas of teacher shortage. This figure compares quite favorably with a study of the National Education Association<sup>1</sup> in 1956 which revealed that only 41 per cent of the school systems studied held to this standard in teacher assignment. The Arkansas respondents violate this principle most frequently, following it in only 57 per cent of the cases; the Oklahoma respondents follow this principle in 77 per cent of the schools. It is important to assign only adequately prepared teachers even in the areas of teacher shortage and 99 per cent of the superintendents stated that this practice was of significant value.

#### Transfer of Personnel

The assignment of staff personnel is not confined to the initial placement of new personnel. It often becomes necessary to transfer teachers within the school system or perhaps to another grade or another department within the specific school; such transfers are made in the interest of

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<sup>1</sup>National Education Association, Research Division, Special Memo (Washington, D. C.: N.E.A., June, 1956), p. 17.

total efficiency of the school system and for the benefit of the individual teachers.

The problems involved in transferring teachers from school to school within a unified system frequently assume major proportion--problems involving tensions, resentments and feelings of insecurity . . . The job of transferring teachers to fill gaps, and of relocating teachers who ask for transfer, throws open a range of problems--vested membership on school faculties, necessities of school staffing, individual maladjustments to certain school environments, attempts to settle grievances by escape, status conditions in certain schools, restlessness and desire for change on the part of teachers, too high a concentration of teachers within a school in terms of age or sex.<sup>1</sup>

Requests for transfers may be initiated by teachers or by the school administration. The opportunity for transferring teachers is greater in larger school systems but here detailed policies governing transfers are desirable if not essential.

. . . In most districts it is highly important that the conditions under which transfer may be made and the procedures to be followed in administering it be determined and made known to all concerned.<sup>2</sup>

Elsbree and Reutter warn against the harm that may result when the transfer of individual teachers is placed on a personal or "opportunistic" basis and they state:

The administrative difficulties relating to transfer are considerable, and a wise board of education will try to anticipate transfer problems by establishing well defined policies bearing on every contingency imaginable.<sup>3</sup>

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<sup>1</sup>Leon Mones, "Teachers Transfer without Tears," The School Executive, LXXVIII (December, 1958), p. 54.

<sup>2</sup>A.A.S.A., Staff Relations, p. 45.

<sup>3</sup>Elsbree and Reutter, op. cit., p. 106.

Such factors as the following must be considered in developing transfer policies:

Who is responsible for handling transfer requests; what time of year may transfers be made; what steps should be taken once a request has been filed; what priority, if any, is to be given to experienced teachers; what safeguards should be established to protect both teacher and administration . . .<sup>1</sup>

The problem of reviewing requests for transfers and passing on their approval is the responsibility of the superintendent of schools or his appointed assistant. However, transfers vitally affect the respective principals and they should participate in determining transfer assignments.

This point is emphasized by Elsbree and Reutter:

Since the two individuals, other than the teacher himself, who are certain to be the most concerned with a transfer are the principals in the two schools involved, every effort should be made to secure their cooperation . . . They should also be encouraged to interview the teacher, and if the transfer is not acceptable to either principal, an opportunity should be afforded to discuss the matter with the superintendent of schools . . . In large city systems it will be wise to define the specific steps to be taken to ensure protection to both teacher and the principals involved.<sup>2</sup>

Decisions must be made as to the time of year when transfers are permitted. In some school systems it may be desirable to permit transfers only at the beginning of a school year, while other conditions may dictate the necessity of transfers during the school year. Another question that should be considered is the matter of seniority in

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<sup>1</sup>A.A.S.A., Staff Relations, pp. 45-46.

<sup>2</sup>Elsbree and Reutter, op. cit., pp. 107-08.

teacher-requested transfers. While teachers with long tenure in a given school system may be entitled to some preferences, yet the most important factor is providing the best possible education for the children and youth in the entire school system. Basically the same principles which apply to the initial assignments of teachers will likewise apply in the consideration of transfers.

The responsibility for the approval of transfers is vested in the superintendent of schools; all transfers are either approved by him or his appointed assistant in practically all of the schools participating in this survey. This responsibility, however, is jointly assumed with respective principals involved in the decisions as is indicated in Table 9. It should be pointed out that in nearly one-fourth of the Oklahoma schools the sending and receiving principals did not have an opportunity to discuss the transfer of teachers, but this practice was carefully followed in Arkansas, New Mexico, and Texas. Although a few schools did not involve principals in transfer decisions, Table 10 reveals that only one reporting institution in the entire Southwest Region indicated that this practice was of little or no value.

Teacher-requested transfers are honored "occasionally" or "frequently" in all but one school included in the survey; approximately one-third of the school systems honored teacher-requested transfers occasionally, and slightly less

TABLE 9

## PRACTICES RELATING TO TRANSFERS OF TEACHERS

Practice	Schools using practice		
	State	Number	Per cent
All transfers are approved by the superintendent or his appointed assistant.	Arkansas	7	100
	Colorado	9	90
	New Mexico	9	100
	Oklahoma	12	92
	Texas	65	96
	SW Region	102	95
All transfers are discussed with sending and receiving principals.	Arkansas	7	100
	Colorado	8	80
	New Mexico	9	100
	Oklahoma	10	77
	Texas	65	96
	SW Region	99	93
Teacher-requested transfers are honored frequently.	Arkansas	2	29
	Colorado	9	90
	New Mexico	4	44
	Oklahoma	8	62
	Texas	39	57
	SW Region	62	58
Teacher-requested transfers are honored occasionally.	Arkansas	5	71
	Colorado	1	10
	New Mexico	5	56
	Oklahoma	4	31
	Texas	26	38
	SW Region	41	38
Teacher-requested transfers are seldom or never honored.	Arkansas	-	-
	Colorado	-	-
	New Mexico	-	-
	Oklahoma	-	-
	Texas	1	2
	SW Region	1	1

TABLE 9--Continued

Practice	Schools using practice		
	State	Number	Per cent
Transfers are permitted only at the beginning of the year.	Arkansas	6	86
	Colorado	6	60
	New Mexico	8	89
	Oklahoma	8	62
	Texas	46	68
	SW Region	74	69
Transfers are permitted at the beginning of either semester.	Arkansas	1	17
	Colorado	2	20
	New Mexico	-	-
	Oklahoma	1	8
	Texas	12	18
	SW Region	16	17
Transfers are permitted at any time during the year.	Arkansas	-	-
	Colorado	1	10
	New Mexico	1	11
	Oklahoma	3	23
	Texas	5	7
	SW Region	10	9

than two-thirds honored them frequently. Generally transfers are permitted only at the beginning of the year, although 9 per cent of the schools permit transfers at any time during the year and approximately one-sixth of the schools permit transfers at the beginning of either semester.

The value judgments of superintendents which are presented in Table 10 indicate that transfers at any time during the year are undesirable; better practice is to permit them only at the beginning of the school year. The importance of

TABLE 10  
 VALUE OF PRACTICE RELATING TO  
 TRANSFERS OF TEACHERS

Practice	Per cent		
	High value	Moderate value	Little or no value
All transfers are approved by the superintendent or his appointed assistant.	95	5	-
All transfers are discussed with sending and receiving principals.	93	6	1
Teacher-requested transfers are honored.	59	39	2
Transfers are permitted:			
Only at the beginning of the year.	81	17	2
At the beginning of either semester.	33	30	37
At any time during the year.	19	19	62

honoring teacher-requested transfers is evidenced by the fact that 98 per cent of the respondents rated this practice as being of value.

#### Promotion

When teachers accept positions of leadership as principals or in other administrative capacities it is generally considered to be a promotion for it carries additional

prestige, increased salary, and greater responsibility and authority. The methods by which teachers are selected for promotions should be carefully studied.

Unfortunately many school systems have no established policies or plans for handling promotions when opportunities arise. In 1951 nearly 85% of the teachers in over 1,500 cities indicated that in their own school systems there were no established procedures for handling problems of promotion. Most of the teachers felt that promotions were handled on an individual, informal basis by the administrator; only 16% reported that promotions were made according to a well-developed plan which involved submission of credentials, examination of credentials, or establishing promotional lists. The existence of any type of real planning seemed to be directly proportional to the size of the school system . . .<sup>1</sup>

Weber strongly advocates specific policies in this area:

. . . There is a great need for establishment of clear-cut policies to govern promotions. Such policies should be thoroughly understood by teachers within the system and by those who might be considered but who are not in the system . . . Teachers, principals, supervisors, superintendents, and board of education should work together to develop principles, policies, and plans of action for granting promotions.

The selection of persons to fill administrative and advisory posts should be done with great care. Carefully drawn specifications should be prepared, candidates should be screened according to the specification and all professional personnel affected should have opportunity to share in both of these operations.<sup>2</sup>

The selection of persons for administrative positions is a very important responsibility; it cannot be assumed that a person who has been successful as a classroom teacher will

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<sup>1</sup>Clarence A. Weber, Personnel Problems of School Administrators (New York: McGraw-Hill Book Company, 1954), p. 184.

<sup>2</sup>Ibid., p. 185.



likewise be equally successful as a principal or in another administrative position. Certain responsibilities inherent in administrative work such as the ability to work with teachers, to organize and undertake the administrative functions requisite in the job, or in contacts with the public, as well as handling routine matters, are qualities and capabilities which can probably be determined only through some type of practical situation such as an assistantship or an internship.

Authorities do not entirely agree relative to the selection of staff members for promotion to administrative positions. Some advance arguments for selecting all persons for promotions from the present staff and there are others who believe that while many should be selected from the staff, the objective should be to select the best qualified persons for the jobs regardless of their present status.

Elsbree and Reutter state:

Serious consideration should always be given to local candidates, since promotion from within the ranks is usually preferable when qualifications comparable to those possessed by outside candidates are assured. Seldom, however, is a board of education justified in limiting its consideration to local candidates. The welfare of children demands that the best man be chosen wherever he may reside.<sup>1</sup>

A study of the National Education Association<sup>2</sup> indi-

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<sup>1</sup>Elsbree and Reutter, op. cit., p. 89.

<sup>2</sup>National Education Association, "Teacher Personnel Procedures, 1950-51: Employment Conditions in Service," Research Bulletin, XXX (April, 1952), p. 61.

cated that teachers in service were given preference for promotions in 62 per cent of the school systems and that 79 per cent of the schools made efforts to recruit candidates by announcing positions and soliciting applications. Only 16 per cent of the schools in the study reported that some standard procedure was followed; most promotions were handled by administrators on an informal and individual basis.

Larger school systems have opportunity to select local staff members for training, through assistantships or internships, in preparation for administrative positions. Advantages of such programs are evident and it is strongly advocated by some administrators.

A typical school system can train its own candidates for administrative and supervisory assignments . . . For morale purposes, it is generally most satisfactory to plan for promotion within the staff . . .

From a list of eligible candidates select several to work as an assistant in the area of his interest . . . While in training give him a variety of experiences typical of those he will encounter if assigned to a similar task . . .

Give the trainee a variety of experiences. Sometimes it may be desirable to shift him from one training post to another. . . . During the training period, evaluate the performance of each trainee. Give him carefully prepared statements of his strength and weaknesses . . . Finally, place the trainee in an administrative or supervisory spot as soon as a vacancy for which he is qualified occurs.<sup>1</sup>

Table 11 presents the data received from the respondents relative to existing practices in promotion of staff

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<sup>1</sup>Alex Jardine, "Staff Training for Administrators," The Nation's Schools, LXII (October, 1958), p. 69.

TABLE 11

## PRACTICES RELATING TO PROMOTION OF STAFF MEMBERS

Practice	Schools using practice		
	State	Number	Per cent
In filling administrative positions all selections are made from within the staff.	Arkansas	-	-
	Colorado	-	-
	New Mexico	-	-
	Oklahoma	3	23
	Texas	10	15
	SW Region	13	12
In filling administrative positions selections are generally made from within the staff.	Arkansas	5	71
	Colorado	4	40
	New Mexico	6	67
	Oklahoma	9	69
	Texas	34	50
	SW Region	58	54
In filling administrative positions preference is given to teachers within the staff.	Arkansas	7	100
	Colorado	7	70
	New Mexico	4	44
	Oklahoma	5	38
	Texas	36	53
	SW Region	59	55
In filling administrative positions preference is given no one--staff members and outsiders are given the same consideration.	Arkansas	-	-
	Colorado	1	10
	New Mexico	2	22
	Oklahoma	-	-
	Texas	6	9
	SW Region	9	8
No standard procedure is followed in making a selection among candidates for promotion--promotion is on informal and individual basis.	Arkansas	6	86
	Colorado	7	70
	New Mexico	9	100
	Oklahoma	11	85
	Texas	59	87
	SW Region	92	86

TABLE 11--Continued

Practice	State	Number	Per cent
A definite plan is followed in making a selection among candidates for promotion with individuals submitting credentials and promotion lists being established.	Arkansas	1	14
	Colorado	2	20
	New Mexico	-	-
	Oklahoma	1	8
	Texas	7	10
	SW Region	11	10
Assistantships and internships are available for regular staff members as promotions to administrative positions are considered.	Arkansas	3	50
	Colorado	3	30
	New Mexico	5	56
	Oklahoma	7	54
	Texas	33	49
	SW Region	51	48
Announcements are made of prospective job openings.	Arkansas	3	43
	Colorado	5	50
	New Mexico	4	44
	Oklahoma	4	31
	Texas	28	41
	SW Region	46	43
Men are given preference in filling administrative positions in senior high schools.	Arkansas	6	83
	Colorado	6	60
	New Mexico	8	89
	Oklahoma	11	85
	Texas	63	93
	SW Region	94	88
Men are given preference in filling administrative positions in junior high schools.	Arkansas	6	86
	Colorado	5	50
	New Mexico	8	89
	Oklahoma	11	85
	Texas	59	87
	SW Region	89	83
Men are given preference in filling administrative positions in elementary schools.	Arkansas	3	43
	Colorado	3	30
	New Mexico	4	44
	Oklahoma	10	77
	Texas	41	60
	SW Region	61	57

members. Very few school systems fill all the administrative positions from members of their own staff, although this was found to be the case in three Oklahoma school systems and ten Texas Schools. The survey revealed that selections for administrative positions are generally made from within the staff; preference is given to teachers who are members of the local school staff. All of the Arkansas schools studied give preference to teachers within the staff in filling administrative positions but in Oklahoma this is true in only one-third of the schools. Within the Southwest Region it was discovered that 55 per cent of the schools give preference to teachers within the staff and 54 per cent indicated that selections are generally made from within the staff. It was also discovered that only eight per cent of the schools in the five states give outsiders the same consideration as they do local staff members in filling administrative positions.

Interpretation of Table 12 indicates that the practice of making all selections for administrative positions from within the staff was not felt to be too important as 42 per cent of the respondents indicated that it had little or no value. Likewise the plan of giving equal consideration to outsiders and to local staff members was not considered to be of value by most of the superintendents. Giving preference to local teachers was rated as being of significant value by 94 per cent of the superintendents.

TABLE 12

## VALUE OF PROMOTION PRACTICES

Practice	Per cent		
	High value	Moderate value	Little or no value
In filling administrative positions:			
All selections are made from within the staff.	30	28	42
Selections are generally made from within the staff.	72	24	4
Preference is given to teachers within the staff.	81	13	6
No preference--staff members and outsiders are given the same consideration.	22	22	56
Procedure followed in making selection among candidates for promotion:			
No standard procedure is followed--promotion is on informal and individual basis.	44	53	3
A definite plan is followed with individuals submitting credentials and promotion lists being established.	43	32	25
Assistantships and internships are available for regular staff members as promotions to administrative positions are considered.	55	34	11
Announcements are made of prospective job openings.	48	30	22
Men are given preference in filling administrative positions.	70	26	4

The actual procedure followed in making selections among candidates for promotion is generally on an informal and individual basis; 86 per cent of all the schools included in this study follow this procedure. Very few schools use a definite plan in making selections among candidates for promotions such as having individuals submit credentials and promotional lists being established; although the desirability of such a definite procedure was mentioned by three-fourths of the superintendents.

As has been stated, the majority of administrative positions are filled from within the staff; to improve the quality of administrative personnel approximately one-half of the school systems have set up in-service training programs consisting of assistantships or internships for regular staff members as promotions to administrative positions are considered. These in-service training opportunities were found to exist in approximately the same proportions in all five states; assistantships and internships were considered to be of value by 89 per cent of the respondents.

In response to an inquiry concerning the preference for men in filling administrative positions, 96 per cent of the superintendents stated this practice was of value. Men are given preference for administrative positions in senior high schools in 88 per cent of the districts and in junior high schools in 83 per cent of the districts. In Colorado men are given preference for junior high school administra-

tive positions in one-half of the school systems but all other states indicate a much higher percentage of preference for men. In the elementary schools the situation is somewhat different, however, as the states of Arkansas, Colorado, and New Mexico give preference to men for elementary administrative positions in less than one-half of the reporting schools. However, when the data for all five of the states are considered, men are preferred for elementary positions in 57 per cent of the school systems.

#### Summary

In making assignments of teachers, sound principles of personnel administration are followed by practically all of the school systems that were studied in the Southwest Region; these are districts with at least 100 teachers and the findings apply only to them. Consideration is given to such things as balance of faculty strength, individual teacher requests, salary adjustment for special assignments, extra-class duties, teaching loads, and previous experience. A high proportion of school systems give secondary teachers a planning period during the day and this is found to be true for most elementary teachers in over half of the reporting schools. Planning periods for elementary teachers are provided in many Texas elementary schools but in very few in Arkansas and Oklahoma. Also, Oklahoma has fewer schools with planning periods for secondary teachers than were found in the other states.



Nearly all school systems grant teacher-requested transfers either occasionally or frequently. The respective principals are involved in decision-making relative to transfers but the superintendent or his appointed assistant approves all transfers within the school system. Transfers are normally effective at the beginning of the school year but some school systems permit them at the beginning of either semester and a few permit transfers at any time during the year.

In selecting administrative personnel preference is given to local staff members in more than half of the school systems; a comparable number provide assistantships and internships for in-service training of potential administrative personnel. No standard procedure is followed in making selection among candidates for promotion to administrative positions but promotion is on an informal and individual basis. Men are preferred in most school systems for junior and senior high school administrative positions and are preferred for elementary positions by more than half of the schools in the Southwest Region.

## CHAPTER V

### LEAVES OF ABSENCE

#### Introduction

The purpose of all personnel administration is improvement in the efficiency of the school system in providing educational opportunities for children and youth. A very important part of a personnel program is the provision for leaves of absence for teachers.

A plan for the administration of leaves of absence should not be considered a concession granted to the staff, but rather a plan designed to help maintain service at its highest level of quality and efficiency. The best criterion for judging a particular leave of absence procedure is whether, in the long run, it will contribute to the improvement of service.<sup>1</sup>

Basically there are three reasons for providing leaves of absence for teachers: the health of teachers, the emotional stability of teachers, and the intellectual development of teachers.

Weber discusses the purposes for granting leaves of absence and the justifiable reasons for which leaves should be granted.

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<sup>1</sup>Harold E. Moore and Newell B. Walters, Personnel Administration in Education (New York: Harper and Brothers, 1955), p. 302.

Plans should include leaves for the purpose of recovering from illness, accident, disease, and injury; they should include leaves for the purpose of guaranteeing teachers needed rest and relaxation following serious emotional disturbances; and they should provide leaves designed to aid teachers in their own self-improvement of an intellectual nature . . .

Undoubtedly the most important reason for teacher absence is personal illness of the teacher. But there are other important reasons for absences such as death in the family, illness in the family, important events of family living, and maternity. Similarly, there are professional reasons for absence of teachers. Teachers are asked to attend meetings, to participate in professional organizational work, and perform important civic duties.<sup>1</sup>

Moore and Walters classify leaves of absence into those of short duration and those for extended periods of time.

(a) Brief leaves of absence, including those resulting from unexpected illness or other personal emergency, school visitation, attendance at professional meetings, religious holidays, court summons, and the like; and (b) extended leaves of absence, including prolonged illness, professional study, travel, exchange teaching, military service and the like.<sup>2</sup>

In recent years considerable attention has been directed towards the development of adequate provisions for leaves of absence for teachers; this important aspect of personnel administration has been studied by superintendents, boards of education, state departments of education, state legislatures, the professional associations, and groups of lay citizens. More attention has been centered on sick

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<sup>1</sup>Clarence A. Weber, Personnel Problems of School Administrators (New York: McGraw-Hill Book Company, 1954), p. 193.

<sup>2</sup>Moore and Walters, op. cit., p. 302.

leave than other types of leave and most school districts have developed some form of sick-leave program.

It is the purpose of this chapter to consider leaves of absence in three categories: (1) personal leave including such factors as illness in the immediate family or death in the family, emergencies, and maternity leave; (2) professional leave for short periods of time including visitation of schools and attendance at professional meetings and for extended time, including sabbatical leave and exchange teaching; and (3) sick leave. The chapter also includes information concerning the extent to which the schools in the Southwest Region make provision for teacher leaves of absence in these three categories, the extent of salary benefits during leaves, and financial support to encourage professional improvement.

#### Personal Leave

The morale of the staff is greatly improved when provisions are made for granting short leaves of absence, without loss of pay, for personal reasons other than illness of the teacher. It is necessary to carefully define the specific provisions for such leave; caution should be exercised not to include too many kinds of paid absence nor to permit too many days of personal leave with full pay.

Moore and Walters stress the desirability of personal leave.

A business demand, an obligation as an officer of an organization, a wedding in the family, or other numerous instances require an employee once in a while to be absent from his work. When consideration is given to those special demands of employees with records of faithfulness to their work, it is deeply appreciated. The small cost of a substitute is more than justified as a means of developing happy and loyal personnel.<sup>1</sup>

According to Elsbree and Reutter, leave is granted for personal reasons in many school systems.

Almost all districts make allowances for death in the immediate family. Illness in the immediate family is excuse for absence in many systems. About half allow pay for time lost answering court summons. Some permit brief leaves for religious observances. A few districts specify such reasons as family weddings, quarantine, graduations of family members, moving to a new residence, and 'emergencies.'<sup>2</sup>

Table 13 shows that the school systems surveyed in the Southwest Region permit teachers to be absent for a brief period of time without loss of pay for a number of personal reasons and Table 14 indicates the value of these practices. In Table 13 there are seven such reasons listed and three of these are recognized by a majority of the school systems reporting. The first reason listed, illness in the immediate family, was recognized by 78 per cent of the schools. In Oklahoma only 31 per cent of the schools recognize this reason for teacher absence without loss of pay while more than 85 per cent of the schools in Texas, New

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<sup>1</sup>Moore and Walters, op. cit., p. 312.

<sup>2</sup>Willard S. Elsbree and Edmund E. Reutter, Jr., Staff Personnel in the Public Schools (New York: Prentice Hall, Inc., 1954), pp. 174-75.

TABLE 13

## PRACTICES RELATING TO PERSONAL LEAVE

Practice	State	Schools using practice			
		With pay		Without pay	
		No.	Per cent	No.	Per cent
Personal leave is granted for the following:					
Illness in the immediate family.	Arkansas	4	57	3	43
	Colorado	9	90	-	-
	New Mexico	8	89	1	11
	Oklahoma	4	31	5	38
	Texas	58	85	7	10
	SW Region	83	78	16	15
Death in the family	Arkansas	6	86	1	14
	Colorado	9	90	-	-
	New Mexico	9	100	-	-
	Oklahoma	10	77	-	-
	Texas	64	94	3	4
	SW Region	92	98	4	4
Civic duty (Court, political office, etc.)	Arkansas	1	14	3	43
	Colorado	9	90	-	-
	New Mexico	6	67	1	11
	Oklahoma	7	54	3	23
	Texas	45	66	15	22
	SW Region	68	64	22	21
Religious observances	Arkansas	1	14	6	86
	Colorado	6	60	3	30
	New Mexico	1	11	6	67
	Oklahoma	3	23	6	46
	Texas	10	15	44	65
	SW Region	21	20	65	61
Emergencies	Arkansas	2	29	5	71
	Colorado	6	33	2	20
	New Mexico	3	33	3	33
	Oklahoma	2	15	7	54
	Texas	28	41	28	41
	SW Region	41	38	45	42

TABLE 13--Continued

Practice	State	Schools using practice			
		With pay		Without pay	
		No.	Per cent	No.	Per cent
Personal reasons at the teacher's discretion	Arkansas	-	-	7	100
	Colorado	1	10	7	70
	New Mexico	-	-	7	78
	Oklahoma	-	-	9	69
	Texas	2	3	46	68
	SW Region	3	3	76	71
Maternity	Arkansas	-	-	7	100
	Colorado	3	30	6	60
	New Mexico	-	-	8	89
	Oklahoma	1	8	8	62
	Texas	13	19	38	56
	SW Region	16	15	67	63

Mexico, and Colorado grant personal leave for illness in the immediate family.

Absences due to a death in the teacher's family are recognized by more than nine-tenths of the schools studied in the Southwest Region, but Oklahoma is low in this category with only 77 per cent of the schools recognizing such absences without loss of pay. A study by the National Education Association<sup>1</sup> in 1952 states that 94 per cent of the schools recognize absences due to death in the teacher's immediate family and 61 per cent recognize illness in the

<sup>1</sup>National Education Association, "Teacher Personnel Procedures, 1950-51: Employment Conditions in Service," Research Bulletin, XXX (April, 1952), p. 44.

TABLE 14

## VALUE OF PERSONAL LEAVE PRACTICES

Practice	Per cent		
	High value	Moderate value	Little or no value
Personal leave is granted for the following:			
Illness in the immediate family	87	11	2
Death in the family	93	7	-
Civic duty (Court, political office, etc.)	66	30	4
Religious observances	38	36	26
Emergencies	59	34	7
Personal reasons at the teacher's discretion	32	40	28
Maternity	47	32	21

immediate family. Illness in the immediate family and death in the family as causes of teacher absence are rated as being of high value by practically all of the responding superintendents.

In Arkansas only one school granted personal leave with pay for civic duty including such things as jury duty and political office, but 90 per cent in Colorado granted this leave, and approximately two-thirds of the schools in



the Southwest Region provided it with pay. The value of permitting teachers to absent themselves from their regular duties in the discharge of civic duties and obligations is evidenced by the fact that only 4 per cent of the respondents rated this to be of little or no value.

Religious observances and holidays are recognized as valid reasons for teacher absence with pay in one-fifth of the schools and such absences are permitted without pay by two-thirds of the districts. Although 71 per cent of the responding school systems in the Southwest Region permit teacher absence without pay for personal reasons at the teacher's discretion, it was discovered that only three schools throughout the five states granted such leave with pay. Absences for emergencies are recognized by 38 per cent of the total schools studied and range from only 15 per cent in Oklahoma to 60 per cent in Colorado.

Since many married women have entered the teaching profession there is a distinct need for granting leaves of absence for maternity. In discussing maternity leave, Elsbree and Reutter state:

Until relatively recently, maternity leave was not of much concern to many school boards because of the widespread idea that married women in general should not be employed as teachers and that it was even less desirable to employ mothers. With the breaking down of this point of view came the need to consider leaves for child birth. In 1951, half of the cities granted leave for maternity. The prevalence of the practice, however, decreased markedly as the size of the city decreased.

Although leaves for maternity may be more difficult to administer than other types, they are an integral part of a leave program . . . Although provisions for maternity leave must be designed so as not to discriminate against married women teachers, yet these teachers should not be afforded privileges to the disadvantage of the pupils or of other teachers.

Most regulations on the subject provide that application for maternity leave be made at a specified period before confinement . . . Usually rules state minimum and maximum period that the teacher may remain out after the birth of the child.<sup>1</sup>

Two-thirds of the schools in the Southwest Region currently recognize teachers' absences for maternity without pay and one-sixth grant maternity leave with pay; a total of 78 per cent make provisions for maternity leave with or without pay. Although no information was collected as to the minimum or maximum duration of maternity leave, many authorities agree that it should extend for a year or more.

Personal leave with pay is granted more liberally in Colorado, New Mexico and Texas than in Arkansas and Oklahoma. In a high percentage of cases, however, Arkansas grants personal leave without pay for religious observances, emergencies, maternity, and at the discretion of the individual teacher. Table 14, indicating the value of granting personal leave, shows that all of these practices were recognized as being of value by approximately three-fourths or more of the superintendents.

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<sup>1</sup>Elsbree and Reutter, op. cit., p. 173.

Professional Leave

A comprehensive program of in-service education will give consideration to professional leave. Short-term leave for participating in educational conventions, attending professional meetings, visiting schools, or engaging in other professional activities is generally accepted as being desirable practice.

Participation in educational conventions and conferences is a safe-guard against provincialism. Through them local school personnel can keep themselves apprised of developments elsewhere and at the same time make a contribution to such meetings. The cross-fertilization of minds made possible through conventions is to be encouraged.<sup>1</sup>

Weber<sup>2</sup> lists six purposes for which short leaves of absence for professional reasons should be granted: (1) to attend educational meetings, (2) to visit other schools, (3) to participate on programs within the community or outside of it, (4) for accepting professional responsibilities as officers in organizations or as committee members, (5) to discharge special assignments made by administrative officers, and (6) other short-term leaves which are in the best interests of the schools.

The granting of short-term leaves of absence with pay for professional reasons permits the in-service growth

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<sup>1</sup>B. J. Chandler and Paul V. Petty, Personnel Management in School Administration (New York: World Book Company, 1955), p. 199.

<sup>2</sup>Weber, op. cit., pp. 203-04.

of some staff members and provides opportunity for the improvement of the profession; some provision for professional expenses while participating in professional meetings and activities will result in encouraging many more staff members to participate. The financing of school systems with limited budgets presents a difficult problem yet reasonable provisions for professional expenses should be incorporated into school policies. The need for such budgetary consideration is stated by Chandler and Petty.

A modern school budget includes money for expenses of classroom teacher representatives who attend certain regional, state, and national conventions and conferences. School board policies also make provisions for substitute service for the absent teachers. The exact amount of money budgeted for travel and convention expense will vary according to the size and financial resources of a school and the philosophy of administrators and the board of education. Perhaps more important than the amount (if it is reasonably adequate) is the tangible encouragement of teachers to avail themselves of opportunities to participate in professional meetings . . .

The personnel policies of a school system should contain guidance for the expenditure of money for professional meetings. Within board policy, procedures should be established by a staff for determining who should go to what meetings and how often members may attend.<sup>1</sup>

The number and per cent of schools in this study in which professional leave is granted are shown in Table 15; data are also presented regarding the provisions for payment of expenses of classroom teachers and administrators. Table 16 indicates the value of these practices according to the superintendents. Short-term leave with pay is granted to

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<sup>1</sup>Chandler and Petty, op. cit., pp. 198-99.

TABLE 15

## PROFESSIONAL LEAVE PRACTICES

Practice	Schools using practice		
	State	Number	Per cent
Short-term leave with pay is granted to teachers for attending professional meetings.	Arkansas	7	100
	Colorado	9	90
	New Mexico	9	100
	Oklahoma	11	85
	Texas	60	88
	SW Region	96	90
Short-term leave with pay is granted to teachers for visiting other schools.	Arkansas	7	100
	Colorado	7	70
	New Mexico	8	89
	Oklahoma	9	69
	Texas	55	81
	SW Region	86	80
Short-term leave with pay is granted to teachers for other professional activities.	Arkansas	5	71
	Colorado	8	80
	New Mexico	8	89
	Oklahoma	10	77
	Texas	50	74
	SW Region	81	76
Leave is granted for exchange teaching.	Arkansas	3	43
	Colorado	3	30
	New Mexico	6	67
	Oklahoma	4	31
	Texas	17	25
	SW Region	33	31
Sabbatical leave is granted.	Arkansas	-	-
	Colorado	3	30
	New Mexico	1	11
	Oklahoma	2	15
	Texas	19	28
	SW Region	25	23
Sabbatical leave is granted with full pay.	Arkansas	-	-
	Colorado	-	-
	New Mexico	-	-
	Oklahoma	-	-
	Texas	-	-
	SW Region	-	-

TABLE 15--Continued

Practice	Schools using practice		
	State	Number	Per cent
Sabbatical leave is granted with part pay.	Arkansas	-	-
	Colorado	3	30
	New Mexico	-	-
	Oklahoma	-	-
	Texas	2	3
	SW Region	5	5
Sabbatical leave is granted without pay.	Arkansas	-	-
	Colorado	-	-
	New Mexico	2	22
	Oklahoma	3	23
	Texas	21	31
	SW Region	26	24
Teachers are encouraged to attend professional meetings and activities.	Arkansas	6	86
	Colorado	7	70
	New Mexico	7	71
	Oklahoma	9	69
	Texas	48	71
	SW Region	77	72
Substitutes are provided so teachers can attend professional meetings.	Arkansas	7	100
	Colorado	7	70
	New Mexico	9	100
	Oklahoma	11	85
	Texas	61	90
	SW Region	95	89
Partial expense is paid (e.g. mileage) so teachers can attend professional meetings.	Arkansas	5	71
	Colorado	4	40
	New Mexico	5	56
	Oklahoma	8	62
	Texas	35	51
	SW Region	57	53
Full expense accounts are allowed for teachers to attend professional meetings.	Arkansas	4	57
	Colorado	5	50
	New Mexico	2	22
	Oklahoma	4	31
	Texas	29	43
	SW Region	44	41

TABLE 15--Continued

Practice	Schools using practice		
	State	Number	Per cent
No expense is paid for teachers to attend professional meetings.	Arkansas	1	14
	Colorado	1	10
	New Mexico	-	-
	Oklahoma	-	-
	Texas	4	6
	SW Region	6	6
Administrators are encouraged to attend professional meetings.	Arkansas	6	86
	Colorado	8	80
	New Mexico	7	72
	Oklahoma	9	69
	Texas	53	78
	SW Region	83	78
Partial expense is paid (e.g. mileage) when administrators attend professional meetings.	Arkansas	4	57
	Colorado	-	-
	New Mexico	5	56
	Oklahoma	3	23
	Texas	21	31
	SW Region	33	31
Full expense accounts are allowed administrators to attend professional meetings.	Arkansas	5	71
	Colorado	9	90
	New Mexico	5	56
	Oklahoma	10	77
	Texas	51	75
	SW Region	80	75
No expense is paid when administrators attend professional meetings.	Arkansas	1	14
	Colorado	-	-
	New Mexico	-	-
	Oklahoma	-	-
	Texas	3	4
	SW Region	4	4

TABLE 16

## VALUE OF PROFESSIONAL LEAVE PRACTICES

Practice	Per cent		
	High value	Moderate value	Little or no value
Short-term leave with pay is granted to teachers for:			
Attending professional meetings.	90	9	1
Visiting other schools.	72	24	4
Other professional activities.	70	23	7
Leave is granted for exchange-teaching.	53	33	14
Sabbatical leave is granted:	21	48	31
With full pay.	9	53	38
With part pay.	19	49	32
Without pay.	16	49	35
Teachers are encouraged to attend professional meetings and activities.			
Substitute is provided.	91	8	1
Partial expense is paid (e.g. mileage).	83	16	1
Full expense accounts are allowed.	59	23	12
No expense is paid.	67	24	9
	21	26	53



TABLE 16--Continued

Practice	Per cent		
	High value	Moderate value	Little or no value
Administrators are encouraged to attend professional meetings.	92	8	-
Partial expense is paid (e.g. mileage).	50	39	11
Full expense accounts are allowed.	89	7	4
No expense is paid.	13	15	72

teachers for attending professional meetings, visiting other schools, and other professional activities. Attending professional meetings was recognized by 90 per cent of the school systems; visiting other schools, 80 per cent; and for other professional reasons, 76 per cent. The granting of short-term leave with pay, for professional reasons, is of moderate or high value according to the judgments of 93 per cent of the superintendents.

Classroom teachers and administrators are encouraged to attend professional meetings and engage in the activities of the profession in approximately three-fourths of the school systems studied. There is no appreciable difference among the five states in this practice and only one reporting

institution stated that this was of little or no value. Administrative participation is encouraged in six per cent more of the schools than is true of classroom teacher participation. Teachers and administrators are encouraged to participate in professional affairs through provision of substitutes, payment of partial expense or full expense accounts. Substitutes are provided for classroom teachers in 89 per cent of the schools.

A marked difference in the expense allowance of classroom teachers and administrators was discovered; 75 per cent allow full expense accounts for administrators and 41 per cent allow full expense accounts for classroom teachers--57 per cent being the greatest number in any one state. Partial expense for participating in professional activities is provided by 41 per cent of the schools for classroom teachers and 31 per cent for administrators. Some schools allow full expense accounts for some professional activities and partial expense for other professional activities. Six schools in Texas, Colorado, and Arkansas encourage participation in professional meetings but allow no expense for teachers and four schools in Texas and Arkansas provide no expense for administrators.

Table 16 shows the superintendents' judgments relative to the value of providing professional leave for staff members. It is of interest to note the difference in value judgments relating to full expense accounts for administra-

tors and for classroom teachers. Eighty-nine per cent rated full expense accounts for administrators high value compared with 67 per cent for classroom teachers. Also a greater number look with disfavor on failure to allow any professional expenses for administrators than they do for classroom teachers.

Exchange teaching is permitted in only one-third of the school systems studied but in New Mexico it is granted by two-thirds of the districts. Although the percentage granting leaves for exchange teaching is rather low, it should be pointed out that 86 per cent rated it as being of high or moderate value.

Approximately two-thirds of the respondents believed that the granting of sabbatical leave is a valuable practice but only one-fourth actually grant such leave. It was discovered that only six schools in Arkansas, Colorado, New Mexico, and Oklahoma grant sabbatical leave; that none of the 107 schools studied in the entire region grant such leave with full pay; that a total of five grant it with part pay; and that twenty-six schools grant it without pay. The problem of sabbatical leaves has been dealt with almost entirely by local boards of education rather than by state regulation. Some states do have permissive legislation, but the right to sabbatical leave has not been granted by statutory provision as has been the case in some states for sick leave. The granting of sabbatical leaves is a major problem

but it is one that the profession should carefully analyze.

This practice is discussed by Elsbree and Reutter, who state:

Policies regarding leaves of a semester or a year for professional growth need to be studied carefully both in theory and practice. Here is an example of a personnel policy that seems to have great possibilities but is not gaining very rapidly in practice. Some figures even indicate that its prevalence may be decreasing slightly. The benefit of such sabbatical leaves to the individuals having them is recognized rather generally. To gain acceptance for the idea, however, it must be demonstrated that the granting of such leaves particularly with pay will improve the educational program of a school district to an extent worthy of the trouble and expense.

The authors believe extended leaves with favorable salary arrangements can bring overwhelming dividends to a school system if proper provisions are made for deciding the kinds of leave-activities acceptable, for determining which requests should be granted each year, and for assuring that the teachers given leaves with pay return to the system for a minimum period so that the curriculum can profit from their experience.<sup>1</sup>

#### Sick Leave

Leaves of absence for reason of personal illness is the most common of all types of leaves. Board of education regulations which make it possible for teachers to be absent from school because of illness without financial penalty serve as a double protection to the health of pupils and teachers.

Increasingly, school systems of all sizes are taking action on granting sick-leave benefits to their teachers, some by establishing such programs for the first time, others by reorganizing existing plans to better accomplish intended purposes. A survey report issued by the National Education Association in 1952 revealed that,

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<sup>1</sup>Elsbree and Reutter, op. cit., p. 176.

of 1,613 school systems in cities of 2,500 and over, ninety-eight per cent had some form of sick-leave program in operation. The report noted that there had been substantial increases between 1931 and 1951 in the percentage of the systems surveyed that had added the granting of sick leave with full pay. Likewise, there had been a striking increase in those providing cumulative leave.<sup>1</sup>

The quality of teaching is directly related to the health of the teacher and some school boards in recent years have required physical examinations of new applicants and in some instances have required periodic medical examinations. The number of schools granting annual sick leave with and without pay and the number granting cumulative sick leave are shown in Table 17 and the value of these practices is presented in Table 18. Annual sick leave is granted to teachers in 94 per cent of the schools surveyed, and it is provided in no less than 85 per cent of the schools in any given state. Some sick leave with part pay is provided by some districts and a combination of the two plans is also found in some instances. It is agreed by all of the superintendents that annual sick leave with full pay should be provided for members of the teaching staff. It was discovered that cumulative leave for reasons of illness is in effect in over two-thirds of the schools but in Oklahoma it is in effect in only 38 per cent of the schools. The need for providing indefinite leave for extended illness with full or

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<sup>1</sup>A.A.S.A., Administering a Sick Leave Program for School Personnel (Washington, D. C.: National Education Association, 1954), p. 5.

TABLE 17

## SICK-LEAVE PRACTICES

Practice	Schools using practice		
	State	Number	Per cent
Annual sick leave is granted for teachers.	Arkansas	6	86
	Colorado	8	80
	New Mexico	8	89
	Oklahoma	12	92
	Texas	67	96
	SW Region	101	94
Annual sick leave with full pay is granted for teachers.	Arkansas	6	86
	Colorado	9	90
	New Mexico	8	89
	Oklahoma	11	85
	Texas	67	96
	SW Region	101	94
Annual sick leave with part pay is granted to teachers.	Arkansas	3	43
	Colorado	1	10
	New Mexico	5	56
	Oklahoma	5	38
	Texas	16	24
	SW Region	30	28
Sick leave is cumulative.	Arkansas	6	86
	Colorado	8	80
	New Mexico	8	89
	Oklahoma	5	38
	Texas	48	71
	SW Region	75	70
Indefinite leave for extended illness is granted with full or part pay in some cases.	Arkansas	1	14
	Colorado	4	40
	New Mexico	4	44
	Oklahoma	4	31
	Texas	24	35
	SW Region	37	35

TABLE 18  
VALUE OF SICK-LEAVE PRACTICES

Practice	Per cent		
	High value	Moderate value	Little or no value
Annual sick leave is granted for teachers.	98	2	-
With full pay	96	4	-
With part pay	60	23	17
Sick leave is cumulative.	89	6	5
Indefinite leave for extended illness is granted with full or part pay in some cases.	39	41	20

part pay in some situations is not so evident; this provision was found to be in effect in 35 per cent of the school districts and 20 per cent of the superintendents considered it to be of little or no value.

The number of days of annual and cumulative leave granted by the schools in the five states that were surveyed is presented in Table 19. The mean number of days of sick leave granted annually with pay in all the schools of the Southwest Region was 7.9; the mean number of days without pay was 15.0, and the mean number of days of cumulative sick leave granted was 28.7. Among the five states the mean number of days of cumulative leave granted ranged from 19.6

TABLE 19

NUMBER OF DAYS OF ANNUAL AND CUMULATIVE  
SICK LEAVE GRANTED TEACHING PERSONNEL

Type of Leave	Number of Days					
	Ark.	Colo.	N. Mex.	Okla.	Texas	SW Region
<u>Annual Sick Leave</u>						
With full pay:						
Mean	7.5	7.4	8.1	7.9	7.9	7.9
High	10	10	10	30	30	30
Low	5	5	5	3	3	3
With part pay:						
Mean	10.0	9.0	23.3	18.8	13.4	15.0
High	10	9	40	30	30*	30*
Low	10	9	10	14	5	5
<u>Cumulative Sick Leave</u>						
Mean	25.0	38.0	26.7	19.6	29.2	28.7
High	30	90**	30	30	90	90**
Low	10	20	15	14	9	9

\*Also listed "indefinite" and "unlimited."

\*\*Also listed "unlimited."



in Oklahoma to 38 in Colorado.

The lowest number of days of sick leave granted annually with pay was three in Oklahoma and Texas, and the highest number was thirty days also in Oklahoma and in Texas. The lowest number of days of cumulative leave granted was nine in one school in Texas and the highest number was ninety days in Colorado and in Texas. One school in Colorado stated that the number of days of cumulative sick leave was unlimited.

#### Summary

Personal leave for reasons of death in the immediate family, illness in the immediate family, or civic duty is granted with full pay by most of the school districts in the Southwest Region which employ 100 or more teachers. Teacher absences are allowed without pay in the majority of the schools for maternity, personal reasons at the teacher's discretion, and religious observances. Absences because of emergencies are recognized with about 40 per cent granting leave with pay and the same number without pay.

Short-term leave with pay for professional purposes, including visiting other schools, attending professional meetings, and participating in other professional activities is granted to teachers by most of the school districts; approximately three-fourths of the reporting schools encourage teachers to attend professional meetings and engage in

activities of the profession. In the event of teacher absence for professional reasons, substitutes are provided and partial expense or full expense is allowed for teachers in nearly every school. Most institutions encourage administrators to participate in professional activities which require their absence from their regular responsibilities and partial or full expense is allowed in nearly every school. Short-term professional leaves are more readily accepted for administrators than for classroom teachers; nearly twice as many school systems allow full expense accounts for administrators as do for classroom teachers.

Extended professional leave for exchange teaching and sabbatical leave are recognized by relatively few school systems; less than one-third of the respondents indicated provision was made for such leave.

Of the 107 schools surveyed in the Southwest Region, all but six made provision for annual sick leave with full pay; sick leave ranged from three to thirty days annually with an average of approximately eight days. Sick leave is cumulative in over two-thirds of the school systems ranging from a total of nine to ninety days and averaging approximately twenty-nine days. About one-third of the districts provide indefinite leave for extended illness, with either full or partial pay, in some individual situations.

Nearly all of the practices included in the questionnaire relative to personal leave, professional leave, and

sick leave were judged as being of value by the reporting superintendents. The practices having the least support from these administrators were: personal leave for religious observances, maternity, and at the teacher's discretion; sabbatical leave; and indefinite leave for extended illness.

## CHAPTER VI

### RESIGNATIONS, DISMISSALS, AND RETIREMENT

#### Introduction

In building a professional staff, school administrators not only must employ good teachers and make provisions for their continued growth and development, but careful consideration and study should be given to the factors relating to separation from service, including resignations, dismissals, and retirement. Personnel administration is challenged to find ways of retaining desirable staff members and also of eliminating those that are not fit for teaching and replacing them with competent teachers. Chandler and Petty speak to this point:

Every reasonable effort should be made to retain capable teachers. On the other hand, unfit or incompetent teachers should be separated as expeditiously as possible . . . It must be recognized that even today many people enter teaching as a stop-gap proposition . . . Fully prepared, competent teachers with wholesome attitudes toward teaching should be employed as quickly as possible to replace those who are unprepared or incompetent, or who are marking time until something 'better' comes along. The welfare of each child must be the guiding criterion for the personnel administrator in staffing the schools.<sup>1</sup>

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<sup>1</sup>B. J. Chandler and Paul V. Petty, Personnel Management in School Administration (New York: World Book Company, 1955), pp. 96-97.

The need for personnel policies covering resignations, dismissals, and retirement of teachers is set forth in a study of the National Education Association:

Thousands of vacancies are created each year by teachers who leave their positions voluntarily, and other vacancies result from dismissals and retirement. Personnel policies should provide for orderly procedures relating to termination of service to the end that the interests of all concerned shall be protected as far as possible.<sup>1</sup>

This chapter presents the conditions under which resignations are accepted both as to reason and time of year. The existing practices and procedures followed in dismissals of teachers are compared with the principles set forth in the professional literature. Data are also presented relative to the retirement benefits provided, compulsory retirement ages, utilization of retired teachers, and public recognition given to retiring teachers.

### Resignations

The reasons for which teachers tender their resignations fall into four categories: (1) to accept other teaching positions, (2) to enter some other vocation, (3) marriage, and (4) emergencies.

Resignations are of two types, those effective at the end of the school year and those effective during the school

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<sup>1</sup>National Education Association, "Teacher Personnel Practices, 1950-51: Appointment and Termination of Service," Research Bulletin (Washington, D. C.: N. E. A., 1951), p. 24.

year. Good employment practices call for the negotiation of a contract which offers mutual protection for the teacher and for the board of education. Once a contract has been negotiated it should be binding upon the teacher as well as on the board of education; however, there should be some circumstances under which the teacher could terminate the contract through resignation and there are existing provisions by which the board of education may dismiss teachers prior to the expiration of the contract. Regarding contracts, Chandler and Petty state:

Teachers or school boards may terminate a term contract by due process of law. Either party may be compelled legally to fulfill the terms of a legal contract or suffer penalty. However, neither can be forced to renew a contract once it has expired.<sup>1</sup>

In addition to the legal aspects of a contract there are moral obligations which are incumbent upon both parties calling for their fulfillment of the contract or mutual agreement to set it aside.

The National Education Association states:

A contract, once signed, should be faithfully adhered to until it is dissolved by mutual consent. Ample notification should be given both by school officials and teachers in case a change in position is to be made.<sup>2</sup>

Under legal tenure perhaps there are greater restrictions on teacher resignations. Moore and Walters indicate

<sup>1</sup>Chandler and Petty, op. cit., p. 344.

<sup>2</sup>National Education Association, NEA Handbook for Local and State Associations (Washington, D. C.: N. E. A., 1951), p. 350.

the restrictions for teachers under tenure and the obligations of teachers:

Tenure imposes obligation on the teacher as well as on the board of education. As the tenure teacher is protected from dismissal without cause, the board of education must be protected from the tenure teacher's resignation at a moment's notice. Many tenure laws prohibit teachers from quitting during the thirty-day period before the opening of school, and, at other times during the year, require a certain notice before the effective date of the resignation. This provision is fair and just. Teachers must realize that with every right there is a corresponding obligation.<sup>1</sup>

Certainly any professional teacher in submitting a resignation should give notice well enough in advance to permit the securing of an adequate replacement without adversely affecting the program of the school. In the event of an emergency it is quite understandable that such a procedure will not be feasible. Some school administrators honor resignations very freely believing it is inadvisable to hold a teacher to the terms of the contract against his will.

A superintendent of schools stated his views on "contract-jumping":

It has always been my policy to release a teacher from a contract when the position can be filled without lowering the level of instruction with an available replacement. . . . If employing officials would require a statement or a release from the district from where the teacher is presently under contract, the process of employment would be more ethical.

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<sup>1</sup>Harold E. Moore and Newell B. Walters, Personnel Administration in Education (New York: Harper and Brothers, 1955), pp. 275-76.

There is growing feeling that the school district has little protection under present conditions of scarcity and demand. Ours is, or should be, an ethical profession.<sup>1</sup>

Although policies and regulations should be developed covering teacher resignations, many such requests will have to be considered on their individual merits. Inequities and injustices will be greatly reduced if both parties consider the interests and welfare of the other, where resignations are concerned.

It is seen from Table 20 that most school systems are very lenient in accepting teachers' resignations. After teachers have signed contracts for the ensuing year, their resignations are accepted by 98 per cent of the respondents from the schools surveyed in the Southwest Region; it is further noted that teachers' resignations are accepted after July 1st and prior to the opening of school by 89 per cent. It is apparent that approximately two-thirds of the schools accept resignations after July 1st for many reasons and approximately one-third accept resignations after this date for a decided promotion or unusual circumstances only. The attitudes of school administrators and boards of education toward teacher resignations is further pointed out by the fact that 93 per cent of the reporting school districts accept teachers' resignations during the school year. Resignations of teachers during the school year are permitted by

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<sup>1</sup>Chester F. Miller, "Contract Jumping," The Nation's Schools, LIV (October, 1954), p. 8.



TABLE 20

## PRACTICES RELATING TO RESIGNATIONS OF TEACHERS

Practice	Schools using practice		
	State	Number	Per cent
After having signed a contract for the ensuing year teachers' resignations are accepted.	Arkansas	7	100
	Colorado	9	90
	New Mexico	9	100
	Oklahoma	12	92
	Texas	68	100
	SW Region	105	98
Resignations are accepted after July 1 and prior to the opening of school.	Arkansas	7	100
	Colorado	9	90
	New Mexico	8	89
	Oklahoma	12	92
	Texas	59	87
	SW Region	95	89
Resignations are accepted after July 1 and prior to opening of school for many reasons.	Arkansas	4	57
	Colorado	5	50
	New Mexico	5	56
	Oklahoma	6	46
	Texas	49	72
	SW Region	69	64
Resignations are accepted after July 1 and prior to opening of school for a decided promotion or unusual circumstances only.	Arkansas	3	43
	Colorado	4	40
	New Mexico	4	44
	Oklahoma	6	46
	Texas	24	35
	SW Region	41	38
Resignations are accepted during the school year.	Arkansas	7	100
	Colorado	9	90
	New Mexico	8	89
	Oklahoma	13	100
	Texas	63	93
	SW Region	99	93

TABLE 20--Continued

Practice	Schools using practice		
	State	Number	Per cent
Resignations are accepted during the school year for many reasons.	Arkansas	3	43
	Colorado	2	20
	New Mexico	4	44
	Oklahoma	5	38
	Texas	40	59
	SW Region	54	50
Resignations are accepted during the school year for a decided promotion or unusual circumstances only.	Arkansas	4	57
	Colorado	7	70
	New Mexico	5	56
	Oklahoma	8	62
	Texas	28	41
	SW Region	52	49
When resignations occur, effort is made to secure information regarding reasons.	Arkansas	7	100
	Colorado	8	80
	New Mexico	6	67
	Oklahoma	8	62
	Texas	57	84
	SW Region	86	80
When resignations occur, "exit" interviews are used to secure information regarding reasons for leaving.	Arkansas	6	86
	Colorado	9	90
	New Mexico	5	56
	Oklahoma	10	77
	Texas	56	82
	SW Region	86	80
When resignations occur, questionnaires are used to secure information regarding reasons for leaving.	Arkansas	-	-
	Colorado	-	-
	New Mexico	1	11
	Oklahoma	-	-
	Texas	1	1
	SW Region	2	2

TABLE 21

## VALUE OF RESIGNATION PRACTICES

Practice	Per cent		
	High value	Moderate value	Little or no value
After having signed a contract for the ensuing year, teachers' resignations are accepted.	40	49	11
Resignations are accepted after July 1 and prior to the opening of school.	41	47	12
Resignations are accepted during the school year.	44	47	9
When resignations occur, an effort is made to secure information regarding reasons for leaving.	53	39	8

one-half of these schools for many reasons and 49 per cent accept resignations during the school year for a definite promotion or unusual circumstances only.

The superintendents' estimates of value of practices concerning resignations are shown in Table 21. Approximately 10 per cent of the superintendents believe there is little or no value in accepting teachers' resignations after contracts have been signed, accepting resignations after July 1st and prior to the opening of school, and accepting resignations during the school year. However, nearly 90 per cent

rate these three practices as being of moderate or high value. The practices in effect seem to be quite consistent with the value judgments of the practicing superintendents.

The prime purpose of personnel administration is to build an effective, professional staff. An important question in this undertaking is to determine how good teachers can be retained in service; in this connection careful study of teacher turnover and its causes is essential. Chandler and Petty discuss the need for the study of causes of teacher turnover:

Industry is using the 'exit' interview and follow-up as one facet of a continuous study of turnover and causes. When an employee resigns, the personnel manager or a member of this staff interviews the employee in an effort to ascertain exactly why he is leaving and any suggestions he may have for improving job satisfaction. He is given a questionnaire during the exit interview and requested to complete and mail it to a third party (usually a consultant or a staff member of a research service) . . . The consultant or research service analyzes the returned questionnaires periodically and reports findings to the personnel office. These findings are valuable to the personnel manager in his efforts to devise plans for increasing job satisfaction.

When causes of excessive turnover have been ascertained, a positive program of action may be planned. It is not contemplated that the personnel administrator will in all cases be able to stem the tide of teacher turnover. However, he can provide leadership in removing, when possible, the causes for teachers' leaving the profession.<sup>1</sup>

Eight per cent of the superintendents stated that it was of little or no value to attempt to secure information regarding the reasons for teachers leaving when resignations

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<sup>1</sup>Chandler and Petty, op. cit., pp. 95-96.

are submitted and 92 per cent indicated that this practice was of value. Currently 80 per cent of the reporting institutions follow the plan of using exit interviews for the purpose of securing information relative to the reasons for teachers' resignations; but only two schools in the entire Southwest Region employ the device of questionnaires for this purpose.

The current practices of school administrators and boards of education relative to the resignations of teachers indicate a need for concerted effort and study to determine ways of retaining competent teachers and building stable professional staffs.

#### Dismissals

The problem of dismissals is one of the most troublesome of all personnel administration problems; it has been stated that more controversies rise because of the dismissal of teachers than for any other single reason. In consideration of the problem of dismissals of teachers it should not be restricted to include only the termination of service before the expiration of a contract but should include denial of re-employment. Weber suggests that dismissals should be considered from four points of view.

1. Dismissal before the contract term of service has been completed.
2. Dismissal effective at the end of the contract term of service.
3. Refusal to renew a contract after a probationary period of service has been completed.

4. Dismissal of a teacher who has continued contractual service status or tenure.<sup>1</sup>

This study considers dismissals in general with attention being given to the principles involved rather than the legal technicalities under various types of tenure. It has previously been stated that an obligation of personnel administration is to dismiss those who are not properly fitted for teaching responsibilities and replace them with competent personnel. Thorough and judicious evaluation, following carefully developed plans and procedures, is essential in dealing with this difficult problem.

The importance of developing carefully planned procedures is emphasized by McCann:

Well-considered, well-defined, dismissal procedures promote fair and even-tempered decisions upon questions of dismissing teachers. The use of competent professional legal service in conducting the hearing also promotes the objectives of fairness and public confidence. But there does not appear to be any fool-proof formula. No procedure can always be expected to give the teacher a fair hearing, or to insure decisions which are forever safe from legal attack, or to promote desirable public relations every time. Still, dismissals require 'a fair and open hearing' essential alike to the legal validity of the administrative regulations and to the maintenance of public confidence in the value and soundness of this important governmental process.<sup>2</sup>

In listing the principles to be considered relative to dismissal action, Romine states:

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<sup>1</sup>Clarence A. Weber, Personnel Problems of School Administrators (New York: McGraw-Hill Book Company, 1954), p. 187.

<sup>2</sup>Lloyd E. McCann, "Procedures for Dismissing Teachers," The American School Board Journal, CXXV (September, 1952), p. 41.

It is inevitable that occasions will arise when it seems necessary to dismiss a teacher. Care should be exercised that such a dismissal is justified. The fact that another teacher can be found should not be an excuse for dropping a competent instructor. Nor should the existence of tenure be considered a reason for holding an unsatisfactory one who feels that he is protected in his incompetency.<sup>1</sup>

Romine suggests some guiding principles for dismissal: (1) dismissal for legitimate cause only, clearly established; (2) retention or dismissal of teachers by the board of education should be upon the recommendation of the superintendent; (3) teachers should have opportunity for a hearing before the board of education; (4) the board of education should exercise fairness in matters of dismissal; (5) school law and regulations should be carefully followed; and (6) teachers being dismissed should be notified sufficiently early so they may make plans for other employment.<sup>2</sup>

After making a study of statutory provisions and court decisions, McCann<sup>3</sup> summarized the provisions that must be present during hearings: (1) the hearing notice should be timely and adequately state the charges, (2) the hearing must be fair protecting the rights of the defendant, and (3) facts must be ascertained satisfying the legal requirements for

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<sup>1</sup>Stephen Romine, "Teacher Supply, Tenure Legislation, and Dismissal Action," The American School Board Journal, CXXI (September, 1950), p. 27.

<sup>2</sup>Ibid., pp. 27-28.

<sup>3</sup>Lloyd E. McCann, "Statutes and Court Decisions Determine Requirements for Dismissal Hearings," The American School Board Journal, CXXV (July, 1952), p. 22.

dismissal.

The practices currently in effect relative to the dismissal of teachers are presented in Table 22. Tenure is somewhat related to retention and dismissal of teachers and data are presented which show that approximately one-third of the schools surveyed in the Southwest Region have legal tenure for their teachers. It should be pointed out that although four-fifths of the reporting superintendents stated a probationary period of service should be required before tenure is granted, less than one-third have this practice currently in effect.

There is apparently considerable disagreement among the administrators as to the merit of legal tenure; Table 23 shows that about one-third rated it in each of the categories--high value, moderate value, and little or no value. Approximately one-half of the schools have a spring notification type of continuing contract in effect. The superintendents favor spring notification type of continuing contract more than legal tenure as 84 per cent rate this practice as being of moderate or high value.

The extent to which schools dismiss unsatisfactory teachers is indicated by the fact that approximately two-thirds of the reporting schools stated that teachers with three or more years of service in the particular school system had been dismissed--or denied reemployment--because of unsatisfactory service; the range was from 30 per cent of



TABLE 22

## PRACTICES RELATING TO DISMISSAL OF TEACHERS

Practice			
	State	Number	Per cent
Legal tenure is in effect.	Arkansas	1	14
	Colorado	10	100
	New Mexico	9	100
	Oklahoma	3	23
	Texas	13	19
	SW Region	36	34
Spring notification type of continuing contract is in effect.	Arkansas	4	57
	Colorado	6	60
	New Mexico	8	89
	Oklahoma	11	85
	Texas	23	34
	SW Region	52	49
Annual election of teachers is in effect.	Arkansas	7	100
	Colorado	3	30
	New Mexico	9	100
	Oklahoma	8	62
	Texas	49	72
	SW Region	76	71
A probationary period of service is required before tenure is granted.	Arkansas	1	14
	Colorado	8	80
	New Mexico	9	100
	Oklahoma	1	8
	Texas	12	18
	SW Region	31	29
Teachers with 3 or more years of service has been dismissed (or denied re-employment) because of unsatisfactory service.	Arkansas	7	100
	Colorado	3	30
	New Mexico	7	78
	Oklahoma	7	54
	Texas	45	66
	SW Region	69	44
Dismissal has resulted because of misconduct or other evidence of personal unfitness	Arkansas	6	86
	Colorado	8	80
	New Mexico	5	56
	Oklahoma	10	77
	Texas	58	85
	SW Region	87	81

TABLE 22--Continued

Practice	Schools using practice		
	State	Number	Per cent
Teachers are normally transferred within the system in the hope of avoiding dismissal.	Arkansas	5	71
	Colorado	7	70
	New Mexico	1	11
	Oklahoma	12	92
	Texas	34	50
	SW Region	59	55
Teachers are given advance notice in <u>writing</u> of possible dismissal.	Arkansas	5	71
	Colorado	7	70
	New Mexico	6	67
	Oklahoma	7	54
	Texas	33	49
	SW Region	58	54
Reasons for dismissal are stated in writing to teachers.	Arkansas	3	43
	Colorado	7	70
	New Mexico	6	67
	Oklahoma	7	54
	Texas	28	41
	SW Region	51	48
Teachers facing dismissal may have a hearing before the Board of Education	Arkansas	7	100
	Colorado	9	90
	New Mexico	8	89
	Oklahoma	12	92
	Texas	58	85
	SW Region	94	88
Teachers may be represented by counsel at dismissal hearings.	Arkansas	3	43
	Colorado	7	70
	New Mexico	6	67
	Oklahoma	9	69
	Texas	34	50
	SW Region	59	55
Teachers are encouraged to resign to avoid dismissal.	Arkansas	5	71
	Colorado	10	100
	New Mexico	6	67
	Oklahoma	11	85
	Texas	59	87
	SW Region	91	85

TABLE 23

## VALUE OF DISMISSAL PRACTICES

Practice	Per cent		
	High value	Moderate value	Little or no value
Legal tenure is in effect in this school system.	32	31	37
Spring notification type of continuing contract is in effect.	65	19	16
Annual election of teachers is in effect.	51	28	21
A probationary period of service is required before tenure is granted. (Tenure applies to 1 & 2 above.)	52	29	19
Teachers with 3 or more years of service in this school have been dismissed (or denied re-employment) because of unsatisfactory service.	62	15	23
Dismissal has resulted because of misconduct or other evidence of personal unfitness.	70	25	5
Teachers are normally transferred within the system in the hope of avoiding dismissal.	32	41	27
Teachers are given advance notice in <u>writing</u> of possible dismissal.	76	19	5
Reasons for dismissal are stated in writing to teachers.	59	26	15

TABLE 23--Continued

Practice	Per cent		
	High value	Moderate value	Little or no value
Teachers facing dismissal may have a hearing before the Board of Education.	62	23	15
Teachers may be represented by counsel at dismissal hearings.	63	26	11
Teachers are encouraged to resign to avoid dismissal.	43	29	28

the schools in Colorado to 100 per cent in Arkansas. Approximately one-fourth of the superintendents indicated that the practice of dismissing teachers because of unsatisfactory service was of little or no value; whereas 95 per cent stated that dismissal because of misconduct or other evidence of personal unfitness was a desirable practice. The study revealed that 81 per cent of the reporting districts had dismissed teachers because of misconduct or other evidence of personal unfitness for the teaching profession. Rather extensive use is made of the practice of encouraging teachers to resign to avoid dismissal. Although 85 per cent of the districts follow this practice, 28 per cent stated it was of little or no value.

Six different procedures relating to the dismissals

of teachers are reported in Table 22. In more than one-half of the districts efforts have been made to avoid dismissals through transfers in school assignments; this practice was followed by 92 per cent of the Oklahoma schools but by only 11 per cent of the New Mexico schools. The percentage of schools in the Southwest Region that transfer teachers in an effort to avoid dismissal compares very favorably with the data presented in a study by the National Education Association<sup>1</sup> in 1956 which reported that 33 per cent followed this practice. In about one-half of the districts teachers are given advance notice in writing of possible dismissals and several respondents volunteered information that teachers were counseled verbally concerning the possibility of dismissal. Evidently this practice is felt to be of value by schools where it is not in effect as 95 per cent stated it was a desirable practice.

The National Education Association in setting forth principles to be followed in the dismissal of teachers stated: "If a teacher must be dismissed because of inefficiency, the teacher is given written notice in advance and if he desired it, a hearing before the board of education."<sup>2</sup>

Among the school districts of the Southwest Region

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<sup>1</sup>National Education Association, Research Division, Special Memo (Washington, D. C.: N. E. A., June, 1956), p. 14. Hereafter cited as N. E. A., Special Memo.

<sup>2</sup>N. E. A., "Teacher Personnel Practices, 1950-51," p. 30.

where teachers have been dismissed, 48 per cent reported that reasons for dismissal are stated in writing to teachers and 85 per cent of these schools indicated that this was a practice of value. In 88 per cent of the districts teachers have the right of a hearing before the board of education if they desire it; it seems significant, however, that 15 per cent of the responding superintendents believe the granting of a hearing before the board of education is of little value. A National Education Association<sup>1</sup> study in 1956 showed that 60 per cent of teachers facing dismissal had the right of a hearing before the board of education if they wished.

The right of a teacher to be represented by counsel at a hearing is guaranteed by some states which have legal tenure; however, it was discovered that teachers in only 55 per cent of the schools studied may be represented by counsel at dismissal hearings. It should be mentioned that 89 per cent of the superintendents believe this practice to be of value.

#### Retirement

In every school district in which satisfactory working conditions are maintained and where employees are continued in service with reasonable security in their positions, some members of the staff grow old in service and some develop handicaps, of one form or another, which either impair their efficiencies or make it impossible for them to continue in active service. Boards of

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<sup>1</sup>N.E.A., Special Memo, p. 14.

education cannot ignore these facts nor is the problem solved by refusing to make any provision for retirement of aged and disabled employees. To do so often leads to cruel injustice and unwarranted increase in public charity, or the retention of employees beyond the time they should retire.<sup>1</sup>

Basically the objective of any school system in adopting a retirement system is the improvement of its staff. according to Chandler and Petty this objective is accomplished in two ways.

Staff improvement is facilitated by a retirement system in two ways: an acceptable means is provided for the elimination of the superannuated and disabled; a sense of security, and thereby a morale boost, is given to all employees through knowing that some support is being provided for their later period in life.<sup>2</sup>

These authors also state:

Teacher retirement systems . . . are designed to eliminate the aged and incapacitated from the profession, to attract and retain desirable teachers, and to permit teachers to retire and continue to live in a manner befitting a professional person. . . .<sup>3</sup>

Although all states except South Dakota have state teacher retirement systems and some states also provide social security for teachers, this does not mean that boards of education and personnel administrators have completely discharged their responsibilities in regard to teacher retirement. Improvements are needed in the retirement programs

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<sup>1</sup>American Association of School Administrators, School Boards in Action, Twenty-fourth Yearbook (Washington, D. C.: National Education Association, 1946), pp. 126-27.

<sup>2</sup>Chandler and Petty, op. cit., p. 296.

<sup>3</sup>Ibid., p. 367.

for teachers, and local administrators and the profession at large must continue to work to provide needed improvements in teacher retirement. The technical and legal aspects of retirement programs and the administration of retirement systems is not included in this study; the human relations aspect of retirement with its provisions for the personal needs of teachers is presented.

There has been considerable difference of opinion within the profession relative to compulsory retirement at a given age. Arguments can be advanced either favoring the retirement at a specific age or opposing such a system; there are advantages and disadvantages to be found in this policy. Elsbree and Reutter discuss the matter of compulsory retirement age:

Many disapprove the establishment of a compulsory retirement age. They point out that different people age at different rates and that many are more energetic and capable of good teaching at a relative advanced age than are others who are considerably younger. If a person is physically fit, mentally alert, he should not be forced to retire according to this viewpoint. The argument gains force in a time of teacher shortage. A corollary suggestion frequently made is that older teachers be allowed to taper off their teaching activities rather than abruptly move from a full time work to no work at all. It is argued that not only would this make possible the continued use of the teacher's talent and experience, but it would avoid the harmful effects of such an abrupt change in his routine of living.

Such thinking is very convincing abstractly. Practical difficulties beset the implementation, however, and lead to cogent arguments favoring a compulsory age. The dilemma may be stated as: In the absence of an age for compulsory retirement, how and by whom will the decisions be made regarding retention or retirement of an aging teacher so as to attain the benefits claimed and yet exclude undesirable concomitants?



In theory, biological age would be an excellent basis for retirement. Unfortunately, no satisfactory method of measuring it has been discovered.

. . . A tapering-off process also presents difficulties, both in determining what tapering-off actually should mean in terms of a teacher's work and in establishing the time it should begin and end so that both the school system and the teacher would benefit.

. . . Use of a compulsory retirement age is recommended, not enthusiastically, as a good method, but rather as the least objectionable of known methods.<sup>1</sup>

A poll conducted among superintendents of schools indicated that two-thirds of them believed it was advisable for a school board to adopt a compulsory retirement age.

Most school administrators favor a compulsory retirement age for teachers rather than a scheme which allows for individual differences. As a Pennsylvania superintendent says: 'In theory I believe in adjusting retirement to physical and mental vigor, but in practice it just won't work . . .'

Even among administrators . . . there seems to be some doubt as to how compulsory is compulsory. Some of them pointed out that the school board should reserve the right to make an exception to forced retirement in cases where emergencies or issues of personal health and vigor arise. Many administrators favoring a preferred age of retirement for most teachers, say at 65, would allow others to continue for another five years. Then at age 70 retirement would be mandatory.<sup>2</sup>

The ability of retired teachers certainly does not cease immediately at retirement and neither is their interest in children or in the profession terminated. Concerted effort should be put forth to include retired teachers as members of the profession and utilize their interests and abilities in solving school problems and rendering service.

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<sup>1</sup>Elsbree and Reutter, op. cit., pp. 348-49.

<sup>2</sup>"Compulsory Retirement Age," The Nation's Schools, LIII (March, 1954), p. 81.

In discussing the obligation toward retired teachers, Elsbree and Reutter state:

Local school systems, as well as professional associations have a responsibility here. Retired teachers, if they are physically and mentally able may be used as consultants or may be engaged in connection with special projects. In times of teacher shortage, they may be used as substitutes.<sup>1</sup>

The organized profession also has an obligation to teachers in helping them prepare for the adjustment to retirement. There are some industrial concerns which have been experimenting with programs for the purpose of helping people prepare for retirement and their efforts have been rather successful. Chandler and Petty discuss this practice:

While relatively inadequate, the financial provisions of retirement systems are far superior to the sociological and psychological plans to facilitate adjustment of older people to retirement . . . All organizations have an obligation to retard or lessen retirement shock in every reasonable way . . . Retirement represents a major break in the life patterns of individuals. Constructive efforts should be made by employers to reduce the trauma of such a break. Intelligently conceived and wisely conducted preparation programs are essential.<sup>2</sup>

Public recognition of teachers at the time of their retirement is very rewarding to them as individuals, to the profession, and to the community, and some school districts have been quite active in this aspect of human relations.

In addition to state retirement some school districts

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<sup>1</sup>Elsbree and Reutter, op. cit., p. 365.

<sup>2</sup>Chandler and Petty, op. cit., pp. 378-80.

provide other benefits including social security and local retirement supplements. The extent of supplementary retirement benefits and the value of such practices are shown in Tables 24 and 25, respectively. Seven school systems in the Southwest Region reported that they have local retirement programs and twenty-four provide social security. None of the Arkansas or Colorado schools included in this study provide social security for teachers, but all of the responding schools in Oklahoma have social security in addition to the state retirement for teachers. Comparatively few schools in the Southwest Region provide any additional retirement benefits at the local level.

A compulsory retirement age is in effect in nearly two-thirds of all the schools surveyed, but in Texas only one-third of the schools have such a regulation. Eighty-six per cent of the respondents indicated that having a compulsory retirement age was a desirable practice, and a comparable number stated that retiring teachers should be notified at least one year in advance.

The practice of employing teachers on a year-by-year basis after retirement is not considered desirable by many school superintendents and is in effect in less than one-fourth of the schools. Retired teachers are used as substitutes and consultants by many schools in Colorado, New Mexico, and Oklahoma and by more than one-half in Arkansas but very few Texas schools use retired teachers in this

TABLE 24

## PRACTICES RELATING TO RETIREMENT

Practice	Schools using practice		
	State	Number	Per cent
Local retirement benefits are provided in addition to the state retirement.	Arkansas	1	14
	Colorado	3	30
	New Mexico	2	22
	Oklahoma	-	-
	Texas	1	1
	SW Region	7	7
Social Security benefits are provided in addition to the state retirement.	Arkansas	-	-
	Colorado	-	-
	New Mexico	5	56
	Oklahoma	13	100
	Texas	6	9
	SW Region	24	22
Other retirement benefits are provided in addition to the state retirement.	Arkansas	-	-
	Colorado	-	-
	New Mexico	-	-
	Oklahoma	-	-
	Texas	1	1
	SW Region	1	1
Retiring teachers are notified at least one year in advance.	Arkansas	4	57
	Colorado	9	90
	New Mexico	5	56
	Oklahoma	7	54
	Texas	28	41
	SW Region	53	50
A compulsory retirement age is in effect.	Arkansas	5	71
	Colorado	8	80
	New Mexico	6	67
	Oklahoma	10	77
	Texas	36	34
	SW Region	65	61
After retirement, teachers may be employed on a year-by-year basis.	Arkansas	1	14
	Colorado	2	20
	New Mexico	4	44
	Oklahoma	1	8
	Texas	16	15
	SW Region	24	22

TABLE 24--Continued

Practice	Schools using practice		
	State	Number	Per cent
Services of retired teachers are utilized as substitutes, consultants, etc.	Arkansas	4	57
	Colorado	8	80
	New Mexico	7	78
	Oklahoma	10	77
	Texas	22	21
	SW Region	51	48
Services are provided in helping teachers prepare for retirement.	Arkansas	1	14
	Colorado	2	20
	New Mexico	4	44
	Oklahoma	4	31
	Texas	30	44
	SW Region	41	38
Recognition is given to retiring teachers by teachers associations.	Arkansas	3	43
	Colorado	7	70
	New Mexico	7	78
	Oklahoma	10	77
	Texas	36	53
	SW Region	63	59
Recognition is given to retiring teachers by civic organizations.	Arkansas	1	14
	Colorado	2	20
	New Mexico	3	33
	Oklahoma	2	15
	Texas	21	31
	SW Region	29	27
Recognition is given to retiring teachers by the school district.	Arkansas	3	43
	Colorado	7	70
	New Mexico	7	78
	Oklahoma	11	85
	Texas	43	63
	SW Region	71	66
Recognition is given to retiring teachers through news media.	Arkansas	3	43
	Colorado	9	90
	New Mexico	8	89
	Oklahoma	10	77
	Texas	37	54
	SW Region	67	63

TABLE 25

## VALUE OF RETIREMENT PRACTICES

Practice	Per cent		
	High value	Moderate value	Little or no value
Retirement benefits are provided in addition to state retirement.	46	30	24
Retiring teachers are notified at least one year in advance.	70	15	15
A compulsory retirement age is in effect.	57	29	14
After retirement, teachers may be employed on a year-by-year basis.	24	36	40
Services of retired teachers are utilized as substitutes, consultants, etc.	50	31	12
Recognition is given to retiring teachers.	65	27	8

manner. A much higher percentage of superintendents recognize the value of utilizing the services of retired teachers as substitutes than actually employ the practice.

The importance of providing services to help teachers prepare for retirement is recognized by 88 per cent of the respondents and it should be noted that more than one-third of the school systems actually provide such services. Efforts are made to give recognition to retiring teachers in

many school districts and various methods are employed; approximately two-thirds of all of the schools included in this study do recognize retiring teachers through local teachers' associations, local news media, and by the school district. Recognition is accorded by such practices as granting honorary memberships in local teachers' associations, presenting meritorious awards and service pins, and having receptions honoring retiring teachers. Retiring staff members are sometimes platform guests at commencement exercises and special guests at civic clubs. One New England school granted a year's leave with pay to a teacher at retirement in appreciation of long and faithful service. A high percentage of superintendents consider such recognition to be highly desirable personnel practice. Personnel administration dealing with teacher retirement has received attention from administrators, the organized profession, and state legislatures in recent years and improved policies and practices have resulted.

#### Summary

The majority of the 107 school systems that were studied in the Southwest Region accept teachers' resignations quite freely even though teachers are under contract for the ensuing year. After July 1 but prior to the opening of school, resignations are accepted for many reasons by two-thirds of the school districts; but, one-third of them

accept resignations for definite promotions or unusual circumstances only. It was discovered that nearly all of the schools accept resignations during the course of the school year; approximately one-half of them restrict resignations, honoring them for promotions or unusual circumstances only, and the other one-half of them permit resignations for many reasons during the school year. Most of the school systems endeavour to secure information from teachers who have resigned as to their reasons for leaving; the "exit" interview is used predominantly.

Approximately nine-tenths of the superintendents rated each of the following personnel practices as being of value: acceptance of teachers' resignations after contracts have been signed for the ensuing year, acceptance of resignations subsequent to July 1 and prior to the opening of school, acceptance of resignations during the course of the school year, and solicitation of information as to the reasons for teachers leaving when resignations are granted.

The majority of the schools surveyed in the Southwest Region elect teachers on an annual basis although about one-third have legal tenure. It was found that teachers have been dismissed in four-fifths of the school systems for reasons of misconduct or other evidence of personal unfitness for teaching, and two-thirds of the schools have dismissed teachers because of unsatisfactory service even though they have served three or more years in the particular



school. Administrators endeavour to avoid dismissal of teachers in one-half of the schools by transferring them to other positions within the school system and most schools encourage teachers to resign to avoid dismissal.

The practice of giving teachers advance notice in writing of possible dismissal is followed by one-half of the schools although some others verbally counsel with teachers during the year. Less than one-half of the schools advise teachers in writing as to the reasons for dismissal.

Permitting teachers facing dismissal to have a hearing before the board of education is recognized by most of the school administrators as being of value and this right is guaranteed by nearly all of the schools. However, only 55 per cent of the schools permit teachers to be represented by counsel at dismissal hearings. A compulsory retirement age is in effect in a majority of the schools in Arkansas, Colorado, New Mexico, and Oklahoma but is found in only one-third of the districts in Texas.

The employment of teachers on a year-by-year basis after retirement is not considered desirable practice by many school administrators and is in effect in less than one-fourth of the schools. The practice of giving recognition to retiring teachers is considered to be of value by nearly all of the superintendents and recognition is accorded these teachers in about two-thirds of the schools

by the teachers' association, the school district, and through news media; civic organizations also honor retiring teachers in some instances.

## CHAPTER VII

### PERSONNEL PRACTICES AND TEACHER MORALE

#### Introduction

The development of proper personnel practices based on a philosophy of human relations will contribute significantly to the morale of teachers and hence to the effectiveness of the school system. Elsbree and Reutter state:

In order to satisfy those wants which are essential for the high morale of employees, management must take the leadership, and in many cases considerable revision, both of policy and procedure, will be necessary.

. . . The first task of school administrators, therefore, is to convince themselves that high morale on the part of the professional staff . . . is directly related to certain well-defined personnel policies and procedures that have their roots in a philosophy of human relations.<sup>1</sup>

A commission of the American Association of Superintendents stated: "The Commission believes that when personnel practices contribute to high teacher morale, instruction is improved; when they undermine or lower teacher morale, instruction is harmed."<sup>2</sup>

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<sup>1</sup>Willard S. Elsbree and Edmund E. Reutter, Jr., Staff Personnel in the Public Schools (New York: Prentice Hall, Inc., 1954), pp. 263-65.

<sup>2</sup>American Association of School Administrators, The Superintendent as Instructional Leader, Thirty-fifth Yearbook. (Washington, D. C.: N. E. A., 1957), p. 53.

The significance of staff morale is well recognized by industry and considerable time and money is spent by management in studying ways to develop and improve the morale of the staff. In many instances public school administration has ignored the importance of teacher morale and at best has studied it insufficiently.

Many superintendents play teacher morale by ear, but even those with developed hearing are surprised by what they do not hear. Principals cannot rely completely on what they think is happening among their staff members . . . The morale of teaching faculties is closely related to the quality of education in individual schools.<sup>1</sup>

Periodic study by school districts of existing personnel practices and their effect upon teacher morale is desirable because of the relationship between morale and the effectiveness of the school system and because there is considerable misunderstanding among school administrators both as to the factors in personnel administration which significantly improve teacher morale and those which are detrimental to teacher morale.

It is the purpose of this chapter to present data showing those areas of personnel administration in which the existing practices significantly affect teacher morale. It includes those personnel practices which improve teacher morale and those which affect teacher morale adversely. Information is presented from superintendents of schools and

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<sup>1</sup>Frederick L. Redefers, "Factors That Affect Teacher Morale," The Nation's Schools, LXIII p. 59.

from teachers on three different experience levels: those with one to four years, those with five to nine years, and those with ten or more years teaching experience. Comparisons are made of these four groups of respondents within the five states in the Southwest region.

Questionnaires which included a list of eleven areas of personnel administration were sent to teachers in Arkansas, Colorado, New Mexico, Oklahoma, and Texas with the request that they rank, in order of importance, three areas in which existing personnel practices improve teacher morale and three areas in which existing personnel practices weaken teacher morale. A copy of this instrument is included in Appendix C. Replies were received from 507 classroom teachers and from 98 superintendents of schools. Those items rated one were given a weighted value of "3," those items rated two were given a weighted value of "2," and those items rated three were given the weighted value of "1." From this the "weighted total" of each item was determined and the ranking was established for each teacher-group--those with one to four years experience, those with five to nine years experience, and those with ten or more years experience--and for the superintendents of schools.

#### Personnel Practices Improving Teacher Morale

The areas of personnel administration in which existing practices improve teacher morale were listed in the order of importance by classroom teachers. Table 26 presents the

TABLE 26

RATING OF PERSONNEL PRACTICES WHICH IMPROVE TEACHER  
MORALE BY TEACHERS WITH ONE TO FOUR YEARS  
EXPERIENCE, SOUTHWEST REGION

Practice	Rating			Weighted total
	1	2	3	
Salaries and salary scheduling.	39	20	21	167
Academic freedom and tenure.	21	37	22	159
Selection and orientation of teaching staff.	30	11	17	129
Legal status of teachers--contracts of employment, control of pupils, and general legal framework.	15	19	22	105
Teacher welfare--fringe benefits.	11	16	26	91
In-service education.	6	20	11	69
Formulation, revision, and pub- licity of personnel policies.	9	8	2	45
Professional organizations--mem- bership, participation, etc.	4	10	9	41
Assignments, transfers, and promotions.	8	8	3	40
Leaves of absence.	2	2	4	14
Separation from service--resigna- tions, dismissals, and retirement.	-	-	4	4

ratings of teachers with one to four years of experience. Ratings of teachers with five to nine years experience are shown in Table 27 and the ratings of teachers with ten or more years experience concerning the personnel practices that improve teacher morale are presented in Table 28. The eleven areas of personnel administration are ranked according to weighted totals in each of these tables. From the data it was discovered that there was complete agreement among the three groups of teachers in the Southwest Region in their rankings of the first four personnel areas which improve teacher morale. The current practices relative to "salaries and salary scheduling" are rated as the most important in improving teacher morale; followed by "academic freedom and tenure," second in importance; "selection and orientation of teaching staff" is third; and "legal status of teachers" including contracts of employment, control of pupils, and general legal framework, which is fourth in importance. It seems quite significant that there should be complete agreement relative to the ranking of these items by the three teacher groups.

Table 29 presents the opinions of the superintendents of schools who ranked the personnel areas in which current practices do the most to improve teacher morale. The superintendents agreed with the teacher groups in rating "salaries and salary scheduling" as being the most important. The superintendents rated "selection and orientation of the

TABLE 27

RATING OF PERSONNEL PRACTICES WHICH IMPROVE TEACHER  
MORALE BY TEACHERS WITH FIVE TO NINE YEARS  
EXPERIENCE, SOUTHWEST REGION

Practice	Rating			Weighted total
	1	2	3	
Salaries and salary scheduling.	43	27	16	199
Academic freedom and tenure.	31	25	15	158
Selection and orientation of teaching staff.	21	6	5	80
Legal status of teachers--contracts of employment, control of pupils, and general legal framework.	6	11	21	61
Teacher welfare--fringe benefits.	4	12	21	57
Assignments, transfers, and pro- motions.	8	9	11	53
Formulation, revision, and pub- licity of personnel policies.	10	7	8	52
Professional organizations-- membership, participation, etc.	1	11	11	36
In-service education.	6	6	7	37
Leaves of absence.	-	5	8	18
Separation from service-- resignations, dismissals, and retirement.	1	2	1	8



TABLE 28

RATING OF PERSONNEL PRACTICES WHICH IMPROVE TEACHER  
MORALE BY TEACHERS WITH TEN OR MORE YEARS  
EXPERIENCE, SOUTHWEST REGION

Practice	Rating			Weighted Total
	1	2	3	
Salaries and salary scheduling.	54	57	31	307
Academic freedom and tenure.	49	59	25	290
Selection and orientation of teaching staff.	52	15	14	200
Legal status of teachers--contracts of employment, control of pupils, and general legal framework.	13	25	38	124
Formulation, revision, and pub- licity of personnel policies.	22	14	20	114
Teacher welfare--fringe benefits.	11	24	25	106
In-service education.	13	17	21	94
Professional organizations-- membership, participation, etc.	7	16	28	81
Assignments, transfers, and promotions.	11	10	10	63
Leaves of absence.	2	9	8	32
Separation from service-- resignations, dismissals, and retirement.	-	5	8	18

TABLE 29

SUPERINTENDENTS' RATING OF PERSONNEL PRACTICES WHICH  
IMPROVE TEACHER MORALE, SOUTHWEST REGION

Practice	Rating			Weighted Total
	1	2	3	
Salaries and salary scheduling.	27	23	17	144
Selection and orientation of teaching staff.	24	18	6	114
Formulation, revision, and pub- licity of personnel policies.	19	5	8	75
Assignments, transfers, and promotions.	8	11	12	58
In-service education.	6	12	8	50
Academic freedom and tenure.	3	7	14	37
Teacher welfare--fringe benefits.	3	9	9	36
Legal status of teachers--contracts of employment, control of pupils, and general legal framework.	4	4	8	28
Professional organizations-- membership, participation, etc.	1	5	10	23
Separation from service-- resignations, dismissals, and retirement.	-	3	1	7
Leaves of absence.	-	1	-	2

teaching staff" second, and this compares with the number three ranking of the teachers. The third and fourth ranked items according to superintendents are "formulation, revision, and publicity of personnel policies" and "assignments, transfers, and promotions." These two ratings do not agree with those of the teachers. "Academic freedom and tenure" which is second in importance to teachers ranks sixth on the superintendents' scale and "legal status," which was ranked fourth by the teachers, is eighth on the rating of the superintendents. The practices ranked third by the superintendents were ranked fifth by one group of teachers and seventh by the other two teacher-groups and those ranked fourth by the superintendents were ranked sixth by one teacher group and ninth by the other two.

Table 30 presents the ratings of personnel practices which improve teacher morale; ratings are shown by the three teacher-groups and by superintendents in each of the five states. With one exception the three groups of teachers in the five states and all the superintendents rated the practices relative to salaries and salary scheduling as being very important in the improvement of teacher morale. With the exception of three teacher groups, one each in Colorado, Texas, and Oklahoma, all groups of teachers by states and the superintendents by states rated "selection and orientation of the teaching staff" as being important in the improvement of teacher morale. Although 93 per cent of the

TABLE 30

COMPOSITE RATING OF PERSONNEL PRACTICES THAT  
IMPROVE TEACHER MORALE, BY STATES

Group	Rank	Number of practice*					
		Ark.	Colo.	N. Mex.	Okla.	Texas	SW Region
Teachers with 1-4 years experience	(1)	4	4	8	4	4	4
	(2)	2	8	2	8	8	8
	(3)	8	2	4	7	2	2
	(4)	11	11	9	2	11	11
Teachers with 5-9 years experience	(1)	1	4	4	4	4	4
	(2)	2	2	8	1	8	8
	(3)	7	8	2	8	11	2
	(4)	9	1	10	10	3	11
Teachers with 10 or more years experi- ence	(1)	4	4	4	4	4	4
	(2)	8	8	8	8	8	8
	(3)	2	11	11	2	2	2
	(4)	9	7	2	1	11	11
Superinten- dents of schools	(1)	4	4	2	2	4	4
	(2)	2	2	1	4	2	2
	(3)	7	7	3	3	1	1
	(4)	1	1	4	7	3	3

\*Practices:

1. Formulation, revision, and publicity of personnel policies.
2. Selection and orientation of teaching staff.
3. Assignments, transfers, and promotions.
4. Salaries and salary scheduling.
5. Leaves of absence.
6. Separation from service--resignations, dismissals, and retirement.
7. In-service education.
8. Academic freedom and tenure.
9. Professional organizations--membership, participation, etc.
10. Teacher welfare--fringe benefits.
11. Legal status of teachers--contracts of employment, control of pupils, and general legal framework.

teacher groups in the five states rated "academic freedom and tenure" as being very significant in the improvement of morale, this item was not listed by the superintendents in any one of the five states. Conversely, superintendents from four of the five states rated "formulation, revision, and publicity of personnel policies" as materially contributing to teacher morale but this was listed by only 20 per cent of the reporting teacher groups in the five states. It is apparent that although some personnel practices improve teacher morale considerably, the superintendents are unaware of this, while practices in other areas which superintendents believe are quite beneficial to teacher morale actually are not.

Personnel Practices Affecting  
Teacher Morale Adversely

The areas of personnel administration in which existing practices are detrimental to teacher morale were listed in the order of importance by classroom teachers. Table 31 presents the ratings of teachers with one to four years experience. Ratings of teachers with five to nine years experience are shown in Table 32, and the ratings of teachers with ten or more years experience concerning the personnel practices that weaken teacher morale are presented in Table 33.

The areas in which personnel practices weaken morale of teachers with one to four years of experience are:

TABLE 31

RATING OF PERSONNEL PRACTICES WHICH ARE DETRIMENTAL  
TO TEACHER MORALE, BY TEACHERS WITH ONE TO FOUR  
YEARS EXPERIENCE, SOUTHWEST REGION

Practice	Rating			Weighted total
	1	2	3	
Formulation, revision, and publicity of personnel policies.	25	9	15	112
Separation from service--resignations, dismissals, and retirement.	16	27	9	111
Salaries and salary scheduling.	23	7	8	91
Professional organizations--membership, participation, etc.	11	19	18	89
In-service education.	14	15	12	84
Assignments, transfers, and promotions.	9	18	16	79
Legal status of teachers--contracts of employment, control of pupils, and general legal framework.	14	8	11	69
Leaves of absence.	10	10	16	66
Selection and orientation of teaching staff.	9	7	5	46
Teacher welfare--fringe benefits.	2	10	19	44
Academic freedom and tenure.	5	6	7	34

TABLE 32

RATING OF PERSONNEL PRACTICES WHICH ARE DETRIMENTAL  
TO TEACHER MORALE, BY TEACHERS WITH FIVE TO NINE  
YEARS EXPERIENCE, SOUTHWEST REGION

Practice	Rating			Weighted total
	1	2	3	
Assignments, transfers, and promotions.	21	12	7	94
Separation from service--resignations, dismissals, and retirement.	15	18	11	92
In-service education.	15	17	12	91
Formulation, revision, and publicity of personnel policies.	22	4	14	90
Legal status of teachers--contracts of employment, control of pupils, and general legal framework.	1	20	14	81
Professional organizations--membership, participation, etc.	10	14	14	72
Selection and Orientation of teaching staff.	6	16	10	60
Salaries and salary scheduling.	12	8	4	57
Leaves of absence.	7	8	16	53
Teacher welfare--fringe benefits.	5	1	11	29
Academic freedom and tenure.	1	4	6	17

TABLE 33

RATING OF PERSONNEL PRACTICES WHICH ARE DETRIMENTAL  
TO TEACHER MORALE, BY TEACHERS WITH TEN OR MORE  
YEARS EXPERIENCE, SOUTHWEST REGION

Practice	Rating			Weighted total
	1	2	3	
Assignments, transfers, and promotions.	34	32	27	193
Separation from service--resignations, dismissals, and retirement.	28	30	22	166
In-service education.	22	37	22	162
Leaves of absence.	29	28	19	162
Formulation, revision, and publicity of personnel policies.	27	21	23	146
Legal status of teachers--contracts of employment, control of pupils, and general legal framework.	18	16	27	113
Selection and orientation of teaching staff.	20	18	17	113
Professional organizations--membership, participation, etc.	19	14	23	108
Teacher welfare--fringe benefits.	7	20	22	83
Salaries and salary scheduling.	19	7	7	78
Academic freedom and tenure.	7	13	7	55



(1) formulation, revision, and publicity of personnel policies; (2) separation from service--resignations, dismissals, and retirement; and (3) salaries and salary scheduling. Two teacher-groups, those with five to nine years and those with ten or more years of experience agree on the first three areas in which the personnel practices are detrimental to teacher morale: (1) assignments, transfers, and promotions; (2) separation from service; and (3) in-service education. All three groups agree on the second item but teachers with the least experience do not agree on the others as factors of most importance.

Personnel practices relative to salaries and salary schedules were ranked high in improvement of teacher morale and also ranked high in weakening teacher morale by the teachers with one to four years experience. For this group these personnel practices strongly affect morale but in different ways in different school systems. It should be pointed out that there is apparently wide diversity in the quality of these practices, either quite good or quite poor, according to the teachers with the least experience.

Table 34 shows the superintendents' ratings of the areas in which the personnel practices are detrimental to teacher morale. The superintendents rated these practices as: (1) separation from service, (2) legal status of teachers, (3) leaves of absence, and (4) academic freedom and tenure. The item rated first by the superintendents is also

TABLE 34

SUPERINTENDENTS' RATING OF PERSONNEL PRACTICES  
WHICH ARE DETRIMENTAL TO TEACHER MORALE,  
SOUTHWEST REGION

Practice	Rating			Weighted total
	1	2	3	
Separation from service-- resignations, dismissals, and retirement.	19	14	15	100
Legal status of teachers-- contracts of employment, control of pupils, and general legal framework.	18	9	15	87
Leaves of absence.	13	14	11	78
Academic freedom and tenure.	8	12	9	57
Professional organizations-- membership, participation, etc.	5	11	9	46
Teacher welfare--fringe benefits.	3	10	13	42
Formulation, revision, and pub- licity of personnel policies.	10	4	3	41
In-service education.	4	7	8	34
Assignments, transfers, and promotions.	4	7	3	29
Selection and orientation of teaching staff.	3	4	3	20
Salaries and salary scheduling.	1	2	-	7

of concern to all three groups of teachers and the item rated third by the superintendents was listed by one group of teachers, those with the most experience. However, in no other cases were the areas which the superintendents rated second, third, and fourth also listed by teachers as being of significance in weakening teacher morale. The personnel practices relative to the "legal status of teachers" and "academic freedom and tenure," which the superintendents felt were detrimental to teacher morale were rated by all three groups of teachers as significantly improving teacher morale.

Table 35 shows the ratings of personnel practices which are detrimental to teacher morale. The ratings are by teacher-groups and superintendents within each of the five states. Among the superintendents from all five states there is close agreement as to the areas of personnel administration in which they believe the practices are detrimental to teacher morale; but there is much less agreement among the teacher-groups within the five states. Of the eleven personnel areas which were listed, only two are included in the ratings of more than half of the teacher-groups of the five states as being detrimental to teacher morale. The two rated most frequently by the teachers are "assignments, transfers, and promotions," and "separation from service."

There is much less agreement among the teacher groups within the five states concerning the personnel practices

TABLE 35

COMPOSITE RATING OF PERSONNEL PRACTICES THAT ARE  
DETRIMENTAL TO TEACHER MORALE, BY STATES

Group	Rank	Number of practice*					
		Ark.	Colo.	N. Mex.	Okla.	Texas	SW Region
Teachers, with 1-4 years experience	(1)	5	1	9	6	1	1
	(2)	6	6	4	3	7	5
	(3)	4	7	3	11	9	4
	(4)	10	9	6	4	3	9
Teachers, with 5-9 years experience	(1)	11	7	7	1	6	3
	(2)	1	5	1	6	3	6
	(3)	9	1	6	3	7	7
	(4)	4	3	3	11	9	1
Teachers, with 10 or more years experi- ence	(1)	5	3	9	3	7	3
	(2)	11	1	10	6	3	6
	(3)	3	5	3	1	5	7
	(4)	6	6	5	4	6	5
Superinten- dents of schools	(1)	5	5	6	5	6	6
	(2)	6	11	1	11	11	11
	(3)	11	6	5	6	5	5
	(4)	8	8	9	8	9	8

\*Practices

1. Formulation, revision, and publicity of personnel policies.
2. Selection and orientation of teaching staff.
3. Assignments, transfers, and promotions.
4. Salaries and salary scheduling.
5. Leaves of absence.
6. Separation from service--resignations, dismissals, and retirement.
7. In-service education.
8. Academic freedom and tenure.
9. Professional organizations--membership, participation, etc.
10. Teacher welfare--fringe benefits.
11. Legal status of teachers--contracts of employment, control of pupils, and general legal framework.

which are detrimental to morale than there is concerning those which improve teacher morale. The teachers indicated that the areas in which personnel practices significantly improve teacher morale are more limited in number and consequently more sharply defined than is true for those which are detrimental to teacher morale. It was discovered that there is more agreement among all the teacher groups both as to practices which improve teacher morale and those which weaken morale than there is between the teacher-groups and the superintendents in either the improvement or weakening of teacher morale.

#### Summary

Teachers from schools in Arkansas, Colorado, New Mexico, Oklahoma, and Texas which have at least 100 staff members were requested to rank, in order of importance, eleven areas of personnel administration in which the existing practices improve teacher morale and conversely, those which are detrimental to teacher morale. The most important areas in the improvement of morale were (1) salaries and salary scheduling, (2) academic freedom and tenure, (3) selection and orientation of the teaching staff, and (4) legal status of teachers--contracts of employment, control of pupils, and general legal framework. Comparable ratings of the superintendents of schools listed (1) salaries and salary scheduling, (2) selection and orientation of teaching staff,

(3) formulation, revision, and publicity of personnel policies, and (4) assignments, transfers, and promotions. The first two ratings of the superintendents were also listed by teachers but items three and four differ from the teachers' ratings.

The three teacher-groups did not agree in their rankings of the practices which weaken teacher morale. Teachers with one to four years experience listed (1) formulation, revision, and publicity of personnel policies; (2) separation from service--resignations, dismissals, and retirement, and (3) salaries and salary schedules. The teachers with five to nine years and those with ten or more years experience agreed on the first three rankings which weaken teacher morale: (1) assignments, transfers, and promotions; (2) separation from service, and (3) in-service education. All three teacher-groups agreed in their rankings on only one of the first three items.

Comparable ratings of the superintendents are: (1) separation from service, (2) legal status of teachers, (3) leaves of absence, and (4) academic freedom and tenure. There is relatively little agreement between the ratings of the teachers and those of the superintendents concerning the personnel practices which weaken teacher morale. The item rated first by the superintendents is also of concern to all three teacher-groups; however, with one exception the areas which the superintendents rated second, third, and fourth

are not listed by any of the teacher-groups as being of importance in weakening teacher morale. The personnel practices rated second and fourth by the superintendents as being detrimental to teacher morale were rated by all three groups of teachers as significantly improving teacher morale.

There is strong agreement among the superintendents of the five states in rating those areas in which the personnel practices improve teacher morale and those in which they are detrimental to teacher morale. There is strong agreement among the three teacher-groups--those with one to four years experience, five to nine years, and 10 or more years experience--in the different states in rating practices which improve morale but there is considerably less agreement concerning those which are detrimental to teacher morale.

Some personnel practices contribute to improved teacher morale contrary to the thinking of the superintendents of schools and some practices are detrimental to teacher morale which the superintendents believe are important in the improvement of teacher morale.

## CHAPTER VIII

### SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

#### Introduction

This study was designed to present information concerning personnel practices in school systems employing at least 100 teachers in the Southwest Region which includes the states of Arkansas, Colorado, New Mexico, Oklahoma, and Texas. The purpose of the study was to discover the existing personnel practices relative to (1) formulation, revision, and publicity of personnel policies; (2) assignments, transfers, and promotion of staff; (3) leaves of absence; and (4) separation from service. These personnel practices were compared with the judgments of the superintendents concerning their value and with the principles and practices as presented in the literature. The study also includes the identification of areas of personnel administration in which the practices materially affect teacher morale.

The survey method of research was used and the data were secured by means of a questionnaire which was sent to the superintendents of the selected schools and by a questionnaire which was sent to classroom teachers in all of



these schools. Responses were received from 107 superintendents which represents 61 per cent of all the school systems in this population. Of the 1056 classroom teachers who were sampled, 507 or 48 per cent responded.

### Findings of the Study

#### Formulation and Revision of Policies

1. Practically all of the school systems included in this study have officially adopted personnel policies; these policies cover only limited areas in many cases but were found to be quite comprehensive in a number of schools. A high percentage of superintendents indicated there was value in covering all areas of personnel administration by policies which were officially adopted by the board of education.

2. School board members, the superintendent of schools, and other administrative personnel are responsible for the formulation of personnel policies. Although there is participation by classroom teachers in approximately three-fourths of the schools, lay citizens participated in policy formulation and revision in relatively few schools. The participation in policy formulation by the board of education, the superintendent, other administrative personnel, and teachers was considered a desirable practice by all the respondents and many believed the inclusion of lay citizens was of value.

3. Relatively few school systems have "personnel policy committees" which consider personnel policies and policy revision but local teachers associations cooperate with the administration in personnel studies in two-thirds of the school systems. Most of the superintendents rated these practices as being of moderate or high value.

#### Publicity of Policies

1. Publicizing personnel policies is undertaken by most of the responding schools; policies are printed in a separate bulletin and issued to all teachers and potential staff members in more than three-fourths of these schools. Personnel policies are recorded in board of education minutes by practically all of the schools. Although 84 per cent of the superintendents rated this practice as being of high value, 5 per cent stated it was of little or no value. Approximately 10 per cent of the school systems which have policies recorded in the official records of the board of education do not make them available to classroom teachers in a printed bulletin.

2. The schools in Arkansas have fewer areas included in their printed personnel policies than any of the four other states and the schools of Colorado have the most comprehensive printed personnel policies.

#### Assignments

1. Practically all of the school systems included

in this study follow sound principles of personnel administration in making assignments of teachers. Consideration is given to such factors as balance of faculty strength, individual teacher requests, salary adjustments for special assignments, extra class duties, teaching loads, and previous experience. All of these practices are rated by the superintendents as being of value. Lighter teaching loads are assigned to beginning teachers in only one-third of the schools but more than three-fourths of the superintendents recognize the value of this practice.

2. Practically all of the schools find it necessary to make tentative assignments early in the year, subject to change when the exact needs are determined; however, all changes in teaching assignments, including extra-curricular activities, are usually discussed with the teachers concerned. The school administrators considered such practices as being very important.

3. Secondary teachers are assigned within their major fields of preparation in practically all cases and a majority of schools never assign them where they are inadequately prepared to teach, even in areas of teacher shortage. A high proportion of secondary teachers have a planning period during the day and this is found to be true for most elementary teachers in over one-half of the reporting schools. Planning periods for elementary teachers are provided by many Texas school districts, but by very few in

Arkansas and Oklahoma. In determining teacher assignments these practices are regarded as highly desirable.

#### Transfer of Personnel

Although the superintendent of schools or his appointed assistant approves all transfers within the school system, the sending and receiving principals are involved in the decision making; practically all of the respondents follow this procedure and consider it to be highly important. All but one of the responding schools indicated that teacher-requested transfers were honored either frequently or occasionally and the majority honor such requests frequently. Transfers are normally effective at the beginning of the school year but some school systems permit them at the beginning of either semester and a few permit transfers at any time during the year. Most of the superintendents believe that transfers should be at the beginning of the year and do not believe the practice of transferring teachers during the year is desirable.

#### Promotions

1. In filling administrative positions preference is given to local staff members in more than one-half of the school systems and a comparable number provide assistantships and internships for in-service training of potential administrative personnel. Nearly all superintendents believe that preference should be given to teachers on the local staff

and that in-service training for administrative positions should be provided.

2. Most of the schools studied do not have a standard procedure which they follow in making selections among candidates for promotion to administrative positions but promotion is on an informal and individual basis. Less than 10 per cent of the respondents indicated that a definite plan with formal applications and preference lists is followed, but announcements are made of prospective job openings in 40 per cent of the schools. It was noted that one-fourth of the superintendents believe that having a standard procedure to follow in making selections for promotions is of little or no value.

3. More than four-fifths of the school systems in this study give preference to men in filling administrative positions in junior and senior high schools and over half of the schools give preference to men for administrative positions in the elementary schools. All but 4 per cent of the superintendents felt that there is value in giving men preference in filling administrative positions.

#### Personal Leave

Personal leave because of death in the family, illness in the immediate family, and civic duty is granted to teachers with full pay by most of the school systems which were included in the survey. The majority of the schools

permit teacher absences for maternity, personal reasons at the teacher's discretion, and religious observances; however, very few grant such leave with pay. Teacher absences because of emergencies are recognized with approximately 40 per cent granting leave with pay and the same number without pay. The superintendents indicated that the granting of personal leave for religious observances, maternity, and other personal reasons at the teacher's discretion was of less importance than for the other stated reasons, but the granting of personal leave generally was a valuable practice.

#### Professional Leave

1. Short-term leave with pay for professional purposes such as visiting other schools, attending professional meetings, and participating in other professional activities is granted to teachers by most of the school districts; approximately three-fourths encourage teachers to attend professional meetings and engage in other professional activities. When teachers are absent because of professional reasons, substitutes are provided by the school district and either partial or full expense is allowed for teachers in nearly every school. Practically all school systems encourage administrators to participate in professional activities which necessitate their absence from their regular responsibilities and either full or partial expense is allowed in practically all school systems. It was noted that nearly

twice as many school systems allow full expense accounts for administrators as do for classroom teachers. In general, the practices of granting short-term leave for professional reasons are recognized by superintendents as being very desirable.

2. Extended professional leave for exchange teaching and sabbatical leave is recognized by relatively few school systems; less than one-third of the respondents indicated provision was made for such leaves. It was found that granting leave for exchange teaching is much more important than is the granting of sabbatical leave in the judgments of the superintendents.

#### Sick Leave

Annual sick leave with full pay is provided by all but six of the 107 school districts which were studied in the Southwest Region. Sick leave ranged from three to thirty days annually and averaged approximately eight days. It was discovered that sick leave is cumulative in more than two-thirds of the schools and ranges from a total of nine to ninety days; the average cumulative sick leave is twenty-nine days. Indefinite leave for extended illness in special cases was found in about one-third of the reporting schools. The value of providing annual sick leave for teachers is recognized by all of the respondents.

## Resignations

Most of the school systems which were studied in the Southwest Region accept teachers' resignations quite readily even though teachers are under contract for the ensuing year. Subsequent to July 1 but prior to the opening of school, resignations are accepted for definite promotions or because of unusual circumstances by one-third of the schools and for many reasons by two-thirds of the schools. It was discovered that all of the schools accept resignations during the school year, although about 50 per cent accept them for restricted reasons only. Most of the superintendents endorsed the practice of accepting resignations of teachers which are under contract. When resignations occur, it is common practice for school systems to attempt to secure information from teachers regarding their reasons for leaving. This information is secured through "exit" interviews.

## Dismissals

1. It was discovered that teachers have been dismissed in 81 per cent of the school systems for reasons of misconduct or other evidence of personal unfitness for teaching, and that 64 per cent of the schools have dismissed teachers because of unsatisfactory teaching after having served three or more years in the particular school. In approximately one-half of the reporting schools it is the normal practice to transfer teachers within the system in



the hope of avoiding dismissal; nevertheless, 28 per cent of the superintendents believe this practice is of little or no value.

2. The practice of giving teachers advance notice in writing of possible dismissal is followed by one-half of the schools and others verbally counsel with teachers during the school year. Most superintendents believe there is value in advising teachers in writing as to the reasons for dismissal, but it was discovered that less than one-half of the schools follow this practice.

3. Teachers who are facing dismissal may have a hearing before the board of education in 88 per cent of the schools but only 55 per cent of the institutions grant teachers the right to be represented by counsel at dismissal hearings. This latter practice is not consistent with the judgments of superintendents as most of them believe there is value in permitting teachers to be represented by counsel at dismissal hearings.

#### Retirement

1. A compulsory retirement age is in effect in nearly two-thirds of all the schools surveyed in Arkansas, Colorado, New Mexico, and Oklahoma but in Texas only one-third of the schools have such a regulation. Compulsory retirement of teachers was considered a desirable practice by 86 per cent of the respondents, and a comparable number

stated that retiring teachers should be notified at least one year in advance. The employment of teachers on a year-by-year basis after retirement is considered an undesirable practice by many school administrators and it is in effect in less than one-fourth of the schools. Retired teachers are used as substitutes and consultants in many schools in Colorado, New Mexico, and Oklahoma and by more than one-half of the districts in Arkansas, but very few Texas schools use retired teachers in this manner.

2. Efforts are made to give recognition to retiring teachers in many school districts and various methods are employed. Approximately two-thirds of all the schools included in this study recognize retiring teachers through local teachers association, local news media, and by the school district and in some communities civic organizations also give recognition to them. A high percentage of superintendents consider giving public recognition to retiring teachers a very desirable personnel practice.

#### Personnel Practices Improving Teacher Morale

1. Three groups of teachers, according to experience--those with one to four years, five to nine years, and ten or more years teaching experience--ranked eleven areas of personnel administration in the order of importance in which existing practices improve teacher morale. The most important areas in the improvement of morale are: (1) salaries and salary scheduling; (2) academic freedom and tenure;

(3) selection and orientation of the staff; and (4) legal status of teachers--contracts of employment, control of pupils, and general legal framework. It was discovered that there was complete agreement among the three groups of teachers in their rankings of the first four areas which improve teacher morale.

2. The superintendents ranked in order of importance the eleven areas of personnel administration in which they believed the practices materially improve teacher morale. The most important areas in the improvement of morale according to the superintendents' ratings are: (1) salaries and salary scheduling; (2) selection and orientation of teaching staff; (3) formulation, revision, and publicity of personnel policies; and (4) assignments, transfers, and promotions.

3. The first two items ranked by the superintendents were also listed by the teachers as being very important in the improvement of teacher morale but items three and four differ from the teachers' ratings, being ranked from fifth to ninth by the teachers. It was discovered that although 93 per cent of the teacher-groups in the five states rated academic freedom and tenure as being very significant in the improvement of morale, this item was not listed by the superintendents in any one of the five states.

#### Personnel Practices Detrimental to Teacher Morale

1. The three groups of teachers, according to

experience, also ranked the personnel practices which do the least to improve teacher morale or perhaps weaken it. There was not complete agreement among the three teacher groups in their rankings. The teachers with one to four years experience listed: (1) formulation, revision, and publicity of personnel policies; (2) separation from service--resignations, dismissals, and retirement; and (3) salaries and salary scheduling. The other two teacher-groups, those with five to nine years and those with ten or more years experience, agree on the first three areas which weaken teacher morale: (1) assignments, transfers, and promotions; (2) separation from service; and (3) in-service education.

2. The superintendents rated the personnel practices that weaken teacher morale as: (1) separation from service, (2) legal status of teachers, (3) leaves of absence, and (4) academic freedom and tenure.

3. There is relatively little agreement between the ratings of superintendents and the teachers concerning the personnel practices which weaken teacher morale. The item rated first by the superintendents is also of concern to all three groups of teachers; however, with one exception the areas which the superintendents rated second, third, and fourth are not listed by any teacher-groups as being of significance in weakening teacher morale. The personnel practices relative to the "legal status of teachers" and "academic freedom and tenure" which the superintendents felt

were detrimental to teacher morale were rated by all three groups of teachers as significantly improving teacher morale.

4. Strong agreement was found to exist among the superintendents of the five states in rating those areas in which personnel practices improve teacher morale and those in which they are detrimental to teacher morale.

5. Complete agreement was found to exist among the three teacher groups in the different states in ranking the practices which improve morale but considerably less agreement was found concerning those practices which are detrimental to teacher morale.

6. Some personnel practices are detrimental to teacher morale which the superintendents believe are important in the improvement of morale, and conversely some practices contribute to improved teacher morale which the superintendents believe are detrimental to morale.

### Conclusions

1. The personnel practices in use in the Southwest Region are reasonably sound, although there are some areas in which improvement is definitely needed.

2. A number of schools in all of the states do not have sufficient staff participation in the formulation and revision of policies. Although most administrators do not favor permanent faculty committees for consideration of personnel problems and policy revision, experts agree that this

promotes harmonious relationships. Therefore, it would seem that improvement in this area of personnel administration is needed.

3. The official personnel policies of many schools are inadequate because they cover only limited areas of personnel administration; consequently many practices are not based upon officially adopted policies but are based on personal judgments and consideration of particular situations and individuals.

4. It appears evident from the data that practically all the administrators are aware of sound principles in the assignments of teachers. In general, such personnel practices currently in effect are considered quite good; however, all schools do not consider assignments of beginning teachers and planning periods for all teachers.

5. It is believed that the personnel practices covering the transfer of teachers within school systems are based upon sound principles of personnel administration. This is an area that must be carefully studied and the procedures judiciously employed in promotion of the greatest staff effectiveness and utilization of the total resources of the profession.

6. Many schools have provisions for in-service training of regular staff members as promotions to administrative positions are considered and many have good procedures in the selection of administrative personnel. However,

it is evident that most administrators do not recognize the value of having a standard procedure with formal applications and preference lists in making selections among the candidates for promotion to administrative positions, but promotions are made on an informal and individual basis.

7. Administrators have given considerable attention to personal leave and sick leave and these principles and practices are generally good, but improvement is needed to include the provision of cumulative sick leave in a number of schools.

8. It is apparent that there are reasonably good provisions for short-term professional leave but this is not the case for extended professional leave. It is evident from the data that the practicing administrators do not recognize the value of extended leave for professional improvement and very few schools grant such leave. The literature indicates that there is considerable value in having a program of sabbatical leave; this is considered a weak spot in the personnel administration of the schools included in this study.

9. It also seems evident from the data that there is need for improvement in some practices relative to dismissals of teachers. In this area most superintendents recognize the value of proper dismissal procedures but the rights of teachers are frequently violated.

10. Although two-thirds of the school systems have a

compulsory retirement age for teachers, it was noted that there is considerable difference in this age ranging from sixty to seventy-two. Obviously there is considerable disagreement as to the proper age for compulsory retirement. Apparently difficulties are experienced in establishing a policy of compulsory retirement, as a considerable number of superintendents believe in the practice but do not have it in operation in their school systems.

11. Apparently superintendents of schools have devoted insufficient study to an analysis of their personnel practices with the assistance of representative faculty groups; there is considerable misunderstanding relative to the areas in which the existing practices improve teacher morale and those which weaken morale.

12. Although the practices in most of the areas of personnel administration are quite comparable among the five states, it is believed that the schools in Arkansas and Oklahoma have weaker personnel practices in existence in several aspects of personnel administration than is true in the other states.

13. In general a greater percentage of superintendents recognize the importance of many personnel practices than have these practices in operation in their schools. There is a gap between what is believed to be desirable and the practices that are in effect; however, the difference between theory and practice is usually one of degree rather



than being in direct opposition.

### Recommendations

#### General Recommendations

1. Personnel administration should be regarded as a major part of school administration and its importance emphasized in the training of potential administrators; increased opportunities for study and training are needed.

2. It is recommended that personnel administration be based upon written policies which are formulated by cooperative participation by the board of education, the superintendent of schools, other administrative personnel, classroom teachers, and lay citizens. The policies should be officially adopted by the board of education and printed in a separate bulletin which is issued to all teachers, potential staff members, and interested lay citizens.

3. Each school system should periodically examine its personnel policies and procedures in relation to principles known to be sound. Personnel policy committees whose membership includes teachers should be established for the purpose of considering personnel problems and policy revision.

4. It is recommended that all schools give careful attention to the best procedures in the assignment of teachers. Teachers should never be assigned where they are not adequately prepared to teach even in areas of teacher

shortage; schedules should be so arranged to provide planning periods for all teachers; and consideration should be given to the assignments of beginning teachers providing lighter teaching loads.

5. Although there is merit to the practice of giving preference to local staff members in filling administrative positions, caution should be exercised to employ only those who are professionally trained and highly qualified for these important positions. It is further recommended that standard procedures should be followed in making selections among candidates for promotion to administrative positions rather than determining them on an informal and individual basis.

6. There is need for adequate provision for cumulative sick leave within all schools; this provision will improve the welfare and security of teachers during periods of extended illnesses.

7. School systems should thoroughly investigate the reasons for teachers' leaving when resignations are submitted; the use of "exit" interviews and questionnaires so administered as to protect the identity of the teacher are strongly recommended.

8. Procedures for the dismissal of teachers should be improved to ensure the protection of teachers' rights in all cases. Teachers should be given advance notice of possible dismissal and the reasons for dismissal should be

stated in writing. Teachers facing dismissal must be guaranteed the right of a hearing before the board of education and the right to be represented by counsel at dismissal hearings. Personnel administration must vigorously protect the rights of professional, competent teachers and it must also judiciously eliminate those teachers who are unfit for service. There is need for greater communication and cooperation among school administrators in this regard.

9. The teaching profession through state associations, legislative enactment, and state and local leadership should put forth concerted effort to make adequate provision for extended leave for professional study; great improvement is needed in the provisions for sabbatical leave.

10. It is recommended that retired teachers be utilized as consultants and substitutes on a limited basis to capitalize on the abilities of these well-trained persons, and that all retiring teachers be given public recognition for their years of service to society.

#### Recommendations Pertaining to the Need for Additional Research

1. The areas in which existing practices materially affect teacher morale have been discovered by this study but no attempt was made to discover the specific practices which have significant effect upon teacher morale. A study to determine the specific practices which are conducive to improved teacher morale, and which affect teacher morale

adversely is recommended.

2. Studies in other areas of personnel administration and in other states not included in this study would be profitable.

3. A follow-up study on teachers who have been dismissed from school systems because of unsatisfactory teaching and because of misconduct or other personal unfitness for teaching is recommended to determine if they are still in the profession and if so, their present professional status.

4. There is apparent need for study relative to the value of compulsory retirement at a given age.

5. This study included school systems with 100 or more teachers and further investigation is recommended comparing personnel policies and procedures among different sized school systems.

6. A study to analyze the success of teachers who have been transferred within the school system in an effort to avoid dismissal might be profitable.

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APPENDIX A

SCHOOLS TO WHICH QUESTIONNAIRES WERE SENT

SCHOOL SYSTEMS BY STATES TO WHICH  
QUESTIONNAIRES WERE SENT

Arkansas

Blytheville  
Camden  
Conway  
El Dorado  
Fayetteville  
Ft. Smith  
Helena  
Hope  
Hot Springs  
Jonesboro  
Malvern  
Pine Bluff  
Texarkana  
West Memphis

Total: 14

Colorado

Adams City  
Aurora  
Boulder  
Colorado Springs  
Denver  
Durango  
Englewood  
Englewood, Cherry Creek  
Ft. Collins  
Ft. Morgan  
Grand Junction  
Greeley  
La Junta  
Littleton  
Longmont  
Sterling  
Trinidad  
Westminister

Total: 18

New Mexico

Artesia  
Carlsbad  
Clovis  
Gallup  
Hobbs  
Los Alamos  
Las Cruces  
Portales  
Roswell  
Santa Fe  
Tucumcari

Total: 11

Oklahoma

Ada  
Altus  
Ardmore  
Bartlesville  
Chickasha  
Duncan  
El Reno  
Enid  
Guthrie  
Lawton  
McAlester  
Miami  
Muskogee  
Norman  
Putnam City  
Okmulgee  
Ponca City  
Sapulpa  
Stillwater  
Shawnee  
Sand Springs

Total: 21

Texas

Abilene  
 Alice  
 Alvin  
 Andrews  
 Angleton  
 Arlington  
 Bay City  
 Baytown  
 Beaumont  
 Beeville  
 Big Springs  
 Borger  
 Brownfield  
 Brownville  
 Brownwood  
 Bryan  
 Carrollton  
 Carthage  
 Cleburne  
 Conroe  
 Corsicana  
 Dallas (Highland Park)  
 Deer Park  
 Del Rio  
 Denison  
 Denton  
 Donna  
 Dumas  
 Edinburg  
 El Campo  
 Falfurrias  
 Ft. Worth (Birdsville School)  
 Ft. Worth (White Settlement)  
 Freeport  
 Gainesville  
 Galena Park  
 Galveston  
 Garland  
 Grand Prairie  
 Greenville  
 Harlingen  
 Henderson  
 Hereford  
 Houston

Texas (Continued)

Houston (Alden School)  
 Houston (Spring Branch)  
 Irving  
 Jacksonville  
 Kermit  
 Kilgore  
 Killeen  
 Kingsville  
 Lamesa  
 La Marque  
 Laredo  
 Levelland  
 Longview  
 Lufkin  
 McAllen  
 McKinney  
 Marshall  
 Mercedes  
 Mesquite  
 Midland  
 Mineral Wells  
 Mission  
 Monahans  
 Mt. Pleasant  
 Macogdoches  
 Nederland  
 New Braunfels  
 Orange  
 Palestine  
 Pampa  
 Paris  
 Pecos  
 Pharr  
 Plainview  
 Port Arthur  
 Port Lavaca  
 Port Neches  
 Richardson  
 Rio Grande  
 Robstown  
 Rosenberg  
 San Antonio (Alamo Heights)  
 San Antonio (Edgewood)  
 San Antonio (Harlandale)

Texas (Continued)

San Antonio (North East)  
San Antonio (South)  
San Benito  
San Marcos  
Seguin  
Seminole  
Sherman  
Silsbee  
Snyder  
Sulphur Springs  
Sweetwater  
Temple  
Texarkana  
Texas City  
Uvalde  
Vernon  
Victoria  
Vidor  
Waco  
Waxahachie  
Weatherford  
Weslaco  
Wharton  
Wichita Falls

Total: 112

Grand Total: 176

APPENDIX B

LETTERS TO SUPERINTENDENTS



201

MERWIN DEEVER  
College of Education  
The University of Oklahoma  
Norman, Oklahoma

March 23, 1959

Your school system along with other selected schools in Arkansas, Colorado, New Mexico, Oklahoma, and Texas is requested to participate in a study concerning current practices in certain areas of personnel administration.

The questionnaire is so arranged that a check mark or number will indicate your responses; according to the pilot study it can be completed in approximately 15 minutes.

You are requested to give the enclosed postal cards to six teachers. Please give two cards to teachers with the longest experience, two to teachers with the least experience (preferably beginners) and two cards to teachers with approximately five years experience. The cards are stamped ready for mailing by the respondents.

The responses from your school will in no way be identified when they are used in compiling the report of this doctoral study, which is being directed by Dr. Claude Kelley. A summary of this study will be sent to you if you so desire.

A stamped-addressed envelope is enclosed for your convenience in returning the check-sheet at the earliest possible date. Your cooperation as a participant in this study is greatly appreciated.

Sincerely yours,

Merwin Deever  
College of Education  
The University of Oklahoma  
Norman, Oklahoma

202

MERWIN DEEVER

College of Education  
The University of Oklahoma  
Norman, Oklahoma

April 10, 1959

Your school system was one selected from the Southwest Region to participate in a study of personnel administration. On March 23, 1959 you were sent a questionnaire and six postal cards with the request that you assist in this study.

Your response is needed in this important study and we will be grateful if you will return the completed questionnaire and the card attached to it at your earliest convenience. The six postal cards are to be given to teachers for their responses - two to those with long experience, two to those with very short experience and two to those with approximately five years experience.

We greatly appreciate your kind assistance.

Sincerely yours,

Merwin Deever  
College of Education  
The University of Oklahoma  
Norman, Oklahoma

P.S. If you have already returned the questionnaire, please disregard this letter.

APPENDIX C

THE QUESTIONNAIRE SENT TO TEACHERS  
AND SUPERINTENDENTS

Dear Teacher:

You are requested to participate in a study to determine the effect of current personnel practices on teacher morale.

From these areas of personnel administration please give your value judgment using the numbers of the following items which you select.

1. Formulation, revision, and publicity of personnel policies.
2. Selection and orientation of teaching staff.
3. Assignment, transfer, and promotion.
4. Salaries and salary scheduling.
5. Leaves of absence.
6. Separation from service - resignations, dismissal, and retirement.
7. In-service education.
8. Academic freedom and tenure.
9. Professional organizations - membership, participation, etc.
10. Teacher welfare - fringe benefits.
11. Legal status of teachers - contracts of employment, control of pupils, and general legal framework.

Tear off before mailing

.....

Rank in the order of importance

The practices in these 3 areas of personnel administration which do the most to improve teacher morale.

The practices in these 3 areas of personnel administration which do the least to improve (perhaps weaken) teacher morale.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Grade level(s) taught \_\_\_\_\_  
No. of years of teaching experience \_\_\_\_\_  
DO NOT SIGN YOUR NAME OR SCHOOL SYSTEM

Form \_\_\_\_\_

A STUDY OF PERSONNEL PRACTICES IN SELECTED  
SCHOOL SYSTEMS OF THE SOUTHWEST REGION

Return to: Merwin Deever, College of Education,  
University of Oklahoma, Norman, Oklahoma.

DIRECTIONS

The items contained in this check-sheet relate to personnel practices for certificated personnel.

(1) To the left of the statement please check the personnel practices which are currently in effect in your school system.

(2) To the right of the statement please circle the number which indicates your evaluation of each practice whether it is in effect in your school system or not. It is important to us that each practice be evaluated even though it is not in operation in your district.

NOTE: Please complete the attached card and return with questionnaire.

FORMULATION, REVISION, AND PUBLICITY PERSONNEL POLICIES

Formulation and Revision

ESTIMATE OF VALUE  
for personnel administration

3 - high value  
2 - moderate value  
1 - little or no value

Check items in effect	Circle the proper number
<input type="checkbox"/> 1. The Board of Education has officially adopted personnel policies relating to teachers.	3 2 1
<input type="checkbox"/> These policies cover <u>all</u> areas of personnel administration.	3 2 1
<input type="checkbox"/> 2. There is a "personnel policy committee" to consider personnel problems and policy revision.	3 2 1
<input type="checkbox"/> Membership includes teachers.	3 2 1
<input type="checkbox"/> 3. The following participate in the formulation of personnel policies:	
<input type="checkbox"/> Board of Education	3 2 1
<input type="checkbox"/> Superintendent	3 2 1
<input type="checkbox"/> Other administrative personnel	3 2 1
<input type="checkbox"/> Teachers	3 2 1
<input type="checkbox"/> Lay Citizens	3 2 1

- \_\_\_ 4. There is real representation of all staff members to provide a definite voice in developing personnel programs. 3 2 1
- \_\_\_ 5. The local teachers association cooperates with the administration in personnel studies. 3 2 1

Publicity of Policies

- \_\_\_ 1. Policies are a matter of record in board minutes. 3 2 1
- \_\_\_ 2. Policies are printed in a separate bulletin. 3 2 1
- \_\_\_ 3. Printed policies are available for reference only in the superintendent's office. 3 2 1
- \_\_\_ 4. Printed policies are given to each teacher. 3 2 1
- \_\_\_ 5. Printed policies are available for others who are interested including potential staff members and lay citizens. 3 2 1
- \_\_\_ 6. Check the following areas which are included in your printed policies:
- |                |                          |
|----------------|--------------------------|
| ___ Selection  | ___ In-service education |
| ___ Assignment | ___ Resignations         |
| ___ Transfer   | ___ Retirement           |
| ___ Promotion  | ___ Dismissal            |
| ___ Salaries   | ___ Staff evaluation     |
| ___ Tenure     | ___ Leaves of Absence    |
- Please send us a copy of your printed personnel policies.

ASSIGNMENT, TRANSFER, AND PROMOTION OF STAFF

Assignments

ESTIMATE OF VALUE  
for personnel administration  
3 - high value  
2 - moderate value  
1 - little or no value

Check items  
in effect

Circle the  
proper number

1. In making assignments consideration is given to:
- |                                                   |       |
|---------------------------------------------------|-------|
| ___ Balance of faculty strength                   | 3 2 1 |
| ___ Individual teacher requests                   | 3 2 1 |
| ___ Beginning teachers by assigning lighter loads | 3 2 1 |

___	Salary adjustment for special assignments	3 2 1
___	Extra-class duties	3 2 1
___	Teaching loads	3 2 1
___	Previous experience	3 2 1
___	2. Some tentative assignments are made early in the year subject to change when exact needs are determined.	3 2 1
___	3. All changes in assignments are discussed with the teacher concerned.	3 2 1
___	4. Assignments for extra curricular activities are agreed upon with the teacher at the time of employment.	3 2 1
___	5. Most elementary teachers have a planning period during the day.	3 2 1
	6. Assignments of secondary teachers:	
___	They normally teach in only 1 or 2 subject matter areas	3 2 1
___	Assignments are made in major field of preparation with few exceptions	3 2 1
___	Teachers are never assigned where they are not adequately prepared to teach - even in areas of teacher shortage	3 2 1
___	Most secondary teachers have a planning period during the day	3 2 1

### Transfers

___	1. All transfers are approved by the superintendent or his appointed assistant.	3 2 1
___	2. All transfers are discussed with sending and receiving principals.	3 2 1
___	3. Teacher-requested transfers are honored:	
___	Frequently	
___	Occasionally	
___	Seldom or never	
___	4. Transfers are permitted:	
___	Only at the beginning of the year	3 2 1
___	At the beginning of either semester	3 2 1
___	At any time during the year	3 2 1

Promotions

1. In filling administrative positions:
  - All selections are made from within the staff 3 2 1
  - Selections are generally made from within the staff 3 2 1
  - Preference is given to teachers within the staff 3 2 1
  - No preference - staff members and outsiders are given same consideration 3 2 1
  
2. Procedure followed in making selection among candidates for promotion:
  - No standard procedure is followed - promotion is on informal and individual basis 3 2 1
  - A definite plan is followed with individuals submitting credentials and promotion lists being established 3 2 1
  
3. Assistantships and internships are available for regular staff members as promotions to administrative positions are considered. 3 2 1
  
4. Announcements are made of prospective job openings. 3 2 1
  
5. Men are given preference in filling administrative positions:
  - In Senior High School
  - In Junior High School
  - In Elementary Schools

## DIRECTIONS

The items contained in this check-sheet relate to personnel practices for certificated personnel.

(1) To the left of the statement please check the personnel practices which are currently in effect in your school system.

(2) To the right of the statement please circle the number which indicates your evaluation of each practice whether it is in effect in your school or not. It is important to us that each practice be evaluated even though it is not in operation in your district.

NOTE: Please complete the attached card and return with questionnaire.



## LEAVES OF ABSENCE

Personal LeaveESTIMATE OF VALUE  
for personnel administration

- 3 - high value  
2 - moderate value  
1 - little or no value

Check items  
in effectCircle the  
proper number

## 1. Personal leave is granted for the following:

With <u>pay</u>	Without pay			
___	___	Illness in the immediate family	3	2 1
___	___	Death in the family	3	2 1
___	___	Civic duty (Court, political office, etc.)	3	2 1
___	___	Religious observances	3	2 1
___	___	Emergencies	3	2 1
___	___	Personal reasons at the teacher's discretion	3	2 1
___	___	Maternity	3	2 1

Professional Leave

1. Short-term leave with pay is granted to teachers for:
- |     |                                 |   |     |
|-----|---------------------------------|---|-----|
| ___ | Attending professional meetings | 3 | 2 1 |
| ___ | Visiting other schools          | 3 | 2 1 |
| ___ | Other professional activities   | 3 | 2 1 |
- \_\_\_ 2. Leave is granted for exchange teaching. 3 2 1
- \_\_\_ 3. Sabbatical leave is granted. 3 2 1
- |     |               |   |     |
|-----|---------------|---|-----|
| ___ | With full pay | 3 | 2 1 |
| ___ | With part pay | 3 | 2 1 |
| ___ | Without pay   | 3 | 2 1 |
- \_\_\_ 4. Teachers are encouraged to attend professional meetings and activities. 3 2 1
- |     |                                        |   |     |
|-----|----------------------------------------|---|-----|
| ___ | Substitute is provided                 | 3 | 2 1 |
| ___ | Part of expense is paid (e.g. mileage) | 3 | 2 1 |
| ___ | Full expense accounts are allowed      | 3 | 2 1 |
| ___ | No expense is paid                     | 3 | 2 1 |

- \_\_\_ 5. Administrators are encouraged to attend professional meetings. 3 2 1  
 \_\_\_ Part of expense is paid (e.g. mileage) 3 2 1  
 \_\_\_ Full expense accounts are allowed 3 2 1  
 \_\_\_ No expense is paid 3 2 1

Sick Leave

- \_\_\_ 1. Annual sick leave is granted for teachers 3 2 1  
 \_\_\_ With full pay \_\_\_ No. of days annually 3 2 1  
 \_\_\_ With part pay \_\_\_ No. of days annually 3 2 1
- \_\_\_ 2. Sick leave is cumulative. 3 2 1  
 \_\_\_ Total days cumulative sick leave granted
- \_\_\_ 3. Indefinite leave for extended illness is granted with full or part pay in some cases. 3 2 1

SEPARATION FROM SERVICE

Resignations

ESTIMATE OF VALUE  
 for personnel administration  
 3 - high value  
 2 - moderate value  
 1 - little or no value

- Circle  
the  
proper number
- Check items  
in effect
- \_\_\_ 1. After having signed a contract for the ensuing year teachers' resignations are accepted. 3 2 1
- \_\_\_ 2. Resignations are accepted after July 1 and prior to the opening of school. 3 2 1  
 \_\_\_ For many reasons  
 \_\_\_ For a decided promotion or unusual circumstances only
- \_\_\_ 3. Resignations are accepted during the school year. 3 2 1  
 \_\_\_ For many reasons  
 \_\_\_ For a decided promotion or unusual circumstances only

- \_\_\_ 4. When resignations occur an effort is made to secure information regarding reasons for leaving. 3 2 1  
 \_\_\_ Through "exit" interviews  
 \_\_\_ Through questionnaires

Dismissals

- \_\_\_ 1. Legal tenure is in effect in this school system. 3 2 1
- \_\_\_ 2. Spring notification type of continuing contract is in effect. 3 2 1
- \_\_\_ 3. Annual election of teachers is in effect. 3 2 1
- \_\_\_ 4. A probationary period of service is required before tenure is granted. (Tenure applies to 1 & 2 above.) 3 2 1
- \_\_\_ 5. Teachers with 3 or more years of service in this school have been dismissed (or denied re-employment) because of unsatisfactory service. 3 2 1
- \_\_\_ 6. Dismissal has resulted because of misconduct or other evidence of personal unfitness. 3 2 1
- \_\_\_ 7. Teachers are normally transferred within the system in the hope of avoiding dismissal. 3 2 1
- \_\_\_ 8. Teachers are given advance notice in writing of possible dismissal. 3 2 1  
 State length of time \_\_\_\_\_
- \_\_\_ 9. Reasons for dismissal are stated in writing to teachers. 3 2 1
- \_\_\_ 10. Teachers facing dismissal may have a hearing before the Board of Education. 3 2 1
- \_\_\_ 11. Teachers may be represented by counsel at dismissal hearings. 3 2 1
- \_\_\_ 12. Teachers are encouraged to resign to avoid dismissal. 3 2 1

Retirement

- |        |                                                                             |       |
|--------|-----------------------------------------------------------------------------|-------|
| 1.     | Retirement benefits are provided in addition to the state retirement.       | 3 2 1 |
|        | ___ Local retirement                                                        |       |
|        | ___ Social Security                                                         |       |
|        | ___ Other                                                                   |       |
| ___ 2. | Retiring teachers are notified at least one year in advance.                | 3 2 1 |
| ___ 3. | A compulsory retirement age is in effect. State age _____.                  | 3 2 1 |
| ___ 4. | After retirement teachers may be employed on a year by year basis.          | 3 2 1 |
| ___ 5. | Services of retired teachers are utilized as substitutes, consultants, etc. | 3 2 1 |
| ___ 6. | Services are provided in helping teachers prepare for retirement.           | 3 2 1 |
| ___ 7. | Recognition is given to retiring teachers.                                  | 3 2 1 |
|        | ___ By teachers association                                                 |       |
|        | ___ By civic organizations                                                  |       |
|        | ___ By the school district                                                  |       |
|        | ___ Through news media                                                      |       |

Form \_\_\_\_\_