

DOCUMENT RESUME

ED 037 897

EF 002 032

AUTHOR Simpson, Lawrence R.
TITLE Administration of Unified School Districts in Kansas.
INSTITUTION Kansas State Dept. of Public Instruction, Topeka.
PUB DATE Jan 67
NOTE 101p.

EDRS PRICE MF-\$0.50 HC-\$5.15
DESCRIPTORS Bibliographies, *Boards of Education, Bond Issues, Educational Finance, *Educational Policy, *Educational Programs, *School Districts, School Personnel, *State Laws, Student Personnel Services

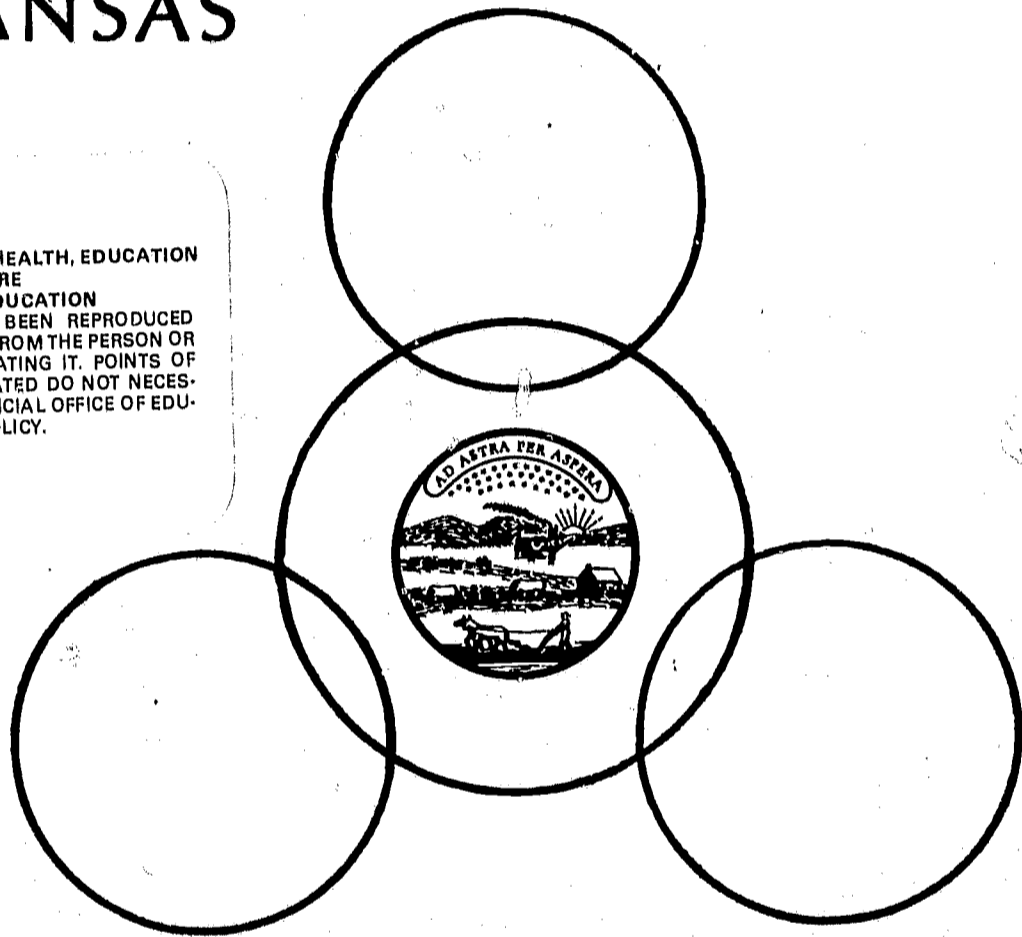
ABSTRACT

In this handbook of suggestions for operating an educational program in school districts organized under Kansas School Unification Acts I, II and III, much of the material is an attempt to relate Kansas School law to local school operation. Chapters are concerned with the historical background of school district organization in Kansas, school-community relations, the board of education, fiscal management, attendance centers and school facilities, the educational program, school personnel, special pupil services, the school plant, the school bond issue, district boundaries, disaster protection, educational television, and data processing. Bibliographies are provided for each chapter. (FPO)

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Administration of Unified School Districts in KANSAS

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EF 002 032

issued by

State Department of Public Instruction
W. C. KAMPSCHROEDER, Superintendent

ED037897

ADMINISTRATION OF
UNIFIED SCHOOL DISTRICTS
IN KANSAS

A handbook of suggestions for operating an educational program in school districts organized under Kansas School Unification Acts I, II, and III

Prepared by

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Division of Administrative Services

Issued by

Kansas State Department of Public Instruction
W. C. KAMPSCHROEDER, Superintendent
Topeka, Kansas
January, 1967

FOREWORD

In a transition of such magnitude as we are experiencing in the schools of Kansas it is natural that perplexing situations and a variety of new challenges should appear. We have now reached that phase of change when the attainment of educational goals set by the 1963 and 1965 Kansas legislatures depends almost entirely on the administrative leadership and talent displayed in each local district.

In line with the desire of the State Department of Public Instruction to serve local districts as much as possible in strengthening their educational programs, this publication has been produced to suggest administrative practices and procedures appropriate to Kansas. Much of the material is an attempt to relate Kansas school law to the local school operation.

Your comments and suggestions are always welcome as we strive together to improve the educational programs of our state.



W. C. KAMPSCHROEDER

State Superintendent of Public Instruction

PREFACE

School district reorganization has created new dimensions in the work and responsibilities of most local school superintendents in Kansas. Many whose previous responsibilities related to districts with only one or two attendance centers have now become executive heads of unified districts with multi-school programs and covering greatly expanded geographical areas.

The consequent demands on educational leadership have been tremendous. Abruptness of the change in districts has required that decisions be made quickly in all phases of the educational program and that the plans be made operational almost immediately.

Added to the concern for getting a new district under way has been the intricacy of administering the fiscal program under the School Foundation Finance Act of 1965.

This handbook attempts to identify those areas of major concern in the administration of a unified school district and to suggest approaches, procedures, and practices that may be adapted with some success to a local school situation. Much of the material will seem quite elementary to many school administrators. On the other hand, some of the statements here may cause the administrator to take a second look at his own practices and perhaps be stimulated to further thought and innovation.

References to Kansas school laws have been made in many sections of the handbook; however, it must be recognized that these laws are subject to change at any session of the legislature and that some of the material included here may soon be outmoded. Communications at various times from the State Department of Public Instruction will attempt to list these changes and keep Kansas school administrators abreast of the new laws and department procedures.

While the topics presented here have been greatly condensed for convenience of the reader, lists of selected references are

included at the close of chapters for those persons who might wish to explore some of the areas in greater depth.

The interest and assistance of a number of staff members of the Kansas Department of Public Instruction contributed much to the development of this publication, particularly Miss Lois Caffyn, Miss Ruby Scholz, Mr. Harold Caldwell, Mr. George W. Reida, Mr. George Keith, Mr. C. C. Rice, Mr. Murle Hayden, Dr. Carl Althaus, Mr. William Goodwin, and Mr. Paul Dick. The endorsement of the project and the encouragement given by Mr. Adel F. Throckmorton, former state superintendent, and Mr. William C. Kampschroeder, present state superintendent, have made this handbook possible.

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CONTENTS

I	THE KANSAS PICTURE	9
	Historical background of school district organization in Kansas	9
II	SCHOOL-COMMUNITY RELATIONS	12
	The Shock of School Reorganization	12
	Communications	12
	Communication Media	13
	Direct Personal Communication	15
	Community Attitudes	15
	Some Suggestions	16
	Conclusion	17
	Selected References	17
III	THE BOARD OF EDUCATION	19
	Orientation of New Members	19
	Keeping the Board Informed	20
	The Board Meeting	21
	Use of Committees	22
	Developing Board Policies	22
	Teacher-Board Relationships	24
	Summary Statement	24
	Selected References	25
IV	FISCAL MANAGEMENT	26
	Transfer of Assets	26
	Transfer of Obligations	27
	Accounting Records	29
	Transfer of Special Funds	30
	Purchases	30
	Financing the Program	31
	Financial Reporting	34
	Annual Report	35

	School Foundation Finance Fund	35
	Driver Training Fund	35
	School Lunch	36
	Guidance and Pupil Personnel	36
	Special Education	36
	Public Law 874, Areas Affected by	
	Federal Activities	37
	Other Reimbursement Programs with	
	Variable Reporting Dates	37
	Auditing	38
	Selected References	39
V	ATTENDANCE CENTERS AND SCHOOL	
	FACILITIES	41
	Determining Logical Attendance Centers	41
	Factors to Consider	42
	The District Survey	43
	Unification of Community Interests	43
	Selected References	44
VI	THE EDUCATIONAL PROGRAM	45
	New Possibilities through Unification	45
	Equalizing Educational Opportunities	45
	Curriculum Committees	46
	Aids for Curriculum Development	47
	Selected References	48
VII	SCHOOL PERSONNEL	51
	Administrative Policy and Responsibility	51
	Salary Schedules	51
	Fringe Benefits	52
	Employing a Staff	54
	Orientation	56
	In-Service Education	57
	Conclusion	58
	Selected References	58

VIII	SPECIAL PUPIL SERVICES	60
	Pupil Transportation	60
	Requirements by Law	60
	Transportation from Another District	61
	Transportation Policies	62
	School Lunch Service	63
	Policies	63
	Organization and Administration	64
	Financing the Program	65
	Lunch Room Personnel	66
	Lunch Room Facilities	67
	Educative Aspects	68
	Health Services	68
	Selected References	70
IX	THE SCHOOL PLANT	72
	Long-range Planning	72
	Utilization	73
	Custodial Services	75
	School Plant Construction	76
	Role of the Superintendent	76
	The Board of Education	76
	Consultants	77
	Selecting an Architect	77
	Educational Specifications	78
	Planned Procedures	78
	Schedule of Activities in School	
	Building Program	78
	Conclusion	81
	Selected References	81
X	THE SCHOOL BOND ISSUE	83
	Professional Advice	83
	General Provisions for Bond Issue	84
	Procedure for Calling and Holding	
	A Bond Election	85

Registration and Selling of Bonds	86
Payment in Case of Transfer of Territory or Disorganization of District	88
Necessary Forms	88
Procedure for Issuing Bonds in Excess of Statutory Limitation	88
Conclusion	90
Selected References	90
XI OTHER AREAS OF CONCERN	91
School District Boundaries	91
Protection from Disaster	93
Educational Television	94
Automatic Data Processing	96
Conclusion	97
Selected References	97
INDEX	99

I

THE KANSAS PICTURE

School unification is a process and not an event. An important stage of that process was reached in Kansas on July 1, 1965, when 73 new districts began full operation as unified districts and 216 others entered an interim period leading to full operation on July 1, 1966.

The road leading to this point has been a rocky one and the way ahead to complete realization of the purposes of unification is still not easy. How well unification will serve the educational needs of the enlarged district will depend in great measure upon the leadership and general competence of the chief administrator as well as the wise counsel of his board of education. It is on the professional advice of the administrator that board policy will be shaped and it is through his educational philosophy and administrative competence that a quality of education tailored to the district will emerge.

The superintendent of today's unified district should gain important perspective and considerable challenge through a backward glance at the Kansas picture of school organization and the successive efforts of dedicated people to achieve a uniform system of good education.

Just as the State of Kansas was born out of the travail of civil war, so did the local school unit come into being out of expediencies of that time and without the benefit of a uniform state system. A plan adopted by the territorial legislature for organizing school districts was continued with only slight change up to the 1963 law for school unification. Under the territorial plan, it became the duty of the county superintendent "to divide the county into a convenient number of super districts and to alter such districts as provided in this act." The result was that with only neighborhood convenience as a requirement, school districts suddenly mushroomed over the state, increasing in the course of ten years from 222 in 1859 to 6,134 in 1869. By 1896 the number had increased to 9,284 organized districts.

Shifting populations and economic changes soon proved a great many of the hastily organized districts to be completely unrealistic. The problem of inadequate districts was pointed out early in the history of Kansas by such state superintendents as Goodnow and McVicar. In 1863 Goodnow had declared, "Far better for a scholar to walk three or four miles to a first-rate school than forty rods to a poor one." By 1867 McVicar was advocating a township graded type of district. In spite of admonitions by leading educators such as these, and the fact that the Kansas Constitution requires a uniform system of free public schools, school districts continued to proliferate among the counties in a haphazard fashion.

It was not until 1893 that the State Legislature made it possible for a district to disorganize. Further disorganization and consolidation laws were passed in 1895, 1899 and 1901. By 1914 there were eighty consolidated school districts, and while there has been a gradual increase since that time, the process has been slow and far behind the need. Many districts chose simply to close their schools and send the pupils to neighboring rural schools or to the towns maintaining both an elementary school and a high school. In 1945 there were more than 2,500 of these closed schools in Kansas, many of which were paying little or nothing for the support of education.

It was in 1945 that the Legislature enacted the first general school reorganization law in the history of the state. This provided for a county reorganization board of five lay citizens for the purpose of redistricting the schools of the county. This law was amended by the 1947 Legislature but in June, 1947, the Kansas Supreme Court declared both the 1945 and 1947 laws unconstitutional. Two validating acts of the 1947 Legislature, however, were upheld by the Supreme Court and it was through these that all school reorganization accomplished up to March 1, 1947 remained effective. During the two-year period while the 1945 law was valid, the number of elementary school districts in Kansas was reduced from 8,112 to 5,441, a total reduction of 32.9 percent.

The mandatory school closing law of 1951, which requires county superintendents to disorganize and attach all districts not maintaining school for three consecutive years, succeeded in eliminating many of the one-teacher school districts. By September, 1963, this type of district had been reduced to 484, a reduction of 4,957, or approximately 91 percent, since 1947. However, there still remained during the 1963-64 term a total of 1,839 districts of all types, 1,655 of which were operating schools.

In 1957 the Legislature appropriated \$150,000 for a comprehensive survey of elementary, secondary, and higher education in Kansas. This survey, completed in 1960, emphasized that the greatest single deterrent to quality education in the state was the illogical system of district organization. The study pointed to the critical need for larger administrative units with pupil enrollments sizeable enough to maintain a unified program of quality from kindergarten through grade 12 and possibly grade 14.

Senate Bill 400 enacted in 1961 was a weak attempt to accomplish state-wide unification but it was declared unconstitutional. In 1963 effective unification was begun under authority of House Bill 377. A court test of this law was filed in February, 1964, and its constitutionality was upheld the same year by a decision of the Shawnee County District Court and later by the Kansas Supreme Court in 1965.

Results of this law, along with the Second Unification Act and the Third Unification Act of 1965, have been dramatic. By September, 1966, 306 unified districts had been established, 73 of which began operation for all purposes on July 1, 1965. Current figures show a total of 349 school districts of all types in operation in Kansas for the 1966-67 school year.

The chief purposes of school unification are set forth in the First Unification Act, 1963, as . . . "the general improvement of the public schools in the State of Kansas; the equalization of the benefits and burdens of education throughout the various communities in the state . . . to establish a thorough and uniform system of free public schools throughout the state whereby all areas of the state are included in school districts which maintain grades one through twelve, and kindergarten where desired; and to have a wiser use of public funds expended for the support of the public school system of the state."

To these ends many concerned citizens of Kansas, especially those on county planning boards, have labored long and have made many personal sacrifices. Although the laws have been put on the statute books and boundaries of unified districts have been established, the real process of unification has only begun. True unification will be realized only as the component communities of unified districts unite wholeheartedly in a quality program of instruction under the leadership of able administrators and judicious boards of education.

II

SCHOOL-COMMUNITY RELATIONS

While school district reorganization in Kansas during 1965 and 1966 has been a dramatic experience, it has at the same time been a traumatic one in many communities. The shock of change to new leadership, new programs, new attendance centers, new loyalties, and sometimes new and higher taxes has left many patrons apprehensive if not openly hostile. While some are expecting miracles to happen immediately, others would be glad enough to be able to point to shortcomings of the system and declare, "I told you so!" Therefore, one of the first, and perhaps the most critical, of the problems faced by the administrator of any new unified district is the one of public relations.

A superior school program is the best agent for good public relations; however, much can be done to develop a favorable public climate within which a good educational program can flourish. This usually requires much planning and constant vigilance on the part of the administrator if he is to capitalize on some of the many facets by which a school system projects an image to the general public.

COMMUNICATIONS

Effective communications become an important key by which the superintendent can open the minds of his community to better understanding and appreciation of his program. Critical problems and crises that have plagued many school districts have too often had their beginnings in poor or inadequate communication. It is not that people involved in controversy are especially contentious or perverse but that sincere people very often misunderstand each other. An effective educational program, therefore, becomes not only an educative process within the classroom but one that encompasses the entire school community in an understanding of school facts, purposes, and procedures. Likewise, it requires a well-planned system by which the administration is continuously informed by and about the community.

Proper communication is a two-way process and the new administrator, especially, needs to become well informed on the basic characteristics of the total community he is to serve. He will be concerned with distinctive characteristics of the population, with the basic economic structure of the district, with the varied environmental conditions, with social differentiations, and with power structures and institutions that exert influence on all or parts of the school district.

Acquiring and analyzing this information is no little undertaking; however, it does not require a complicated research project to achieve a good working knowledge of the community. A systematic listing of those areas of information needed for a basic understanding of the community will give direction to many activities and conversations that will soon yield the desired background.

Effective sources of information usually are staff members with considerable tenure in the district, members of the board of education, census reports, public documents prepared by the county planning boards, history of bond elections, civic organizations such as the local Chamber of Commerce, local newspaper files, tax information from the office of the county clerk and from tax-payer groups, various departments and agencies of the community, and informal chats with recognized leaders in the district. Where needed data are not otherwise available, citizen groups or social study classes might be helpful in compiling certain information.

To be able to tailor his public relations program to fit the the community, the administrator will be concerned with the inflow of information by which he learns what the various parts of the district think about the school system. In some instances he may find an opinion poll helpful. Community meetings may give him insights not otherwise possible. He may develop among the school personnel a system for reporting and assessing community opinion by encouraging staff members to maintain as many contacts outside the school as possible, especially through membership in the various organizations throughout the district. Not only can this device provide an important flow of school-community opinion but also it should develop staff consciousness and a sense of teamwork in the public relations effort.

COMMUNICATION MEDIA

Whenever the school touches the reasoning, the feelings, and even the pocketbooks of the community, definite impressions usually result. Fortunately the school administrator has available to him a

variety of communication media by which he can often condition these points of contact and by which he can substitute reason for rumor. Such mass media as newspapers, radio, and television are usually glad to devote space or time to school affairs, from the standpoint of either newsworthiness or public service.

In making the best use of news media, it is important that the administration follow a systematic and well-designed program for releasing news to the public. For the sake of uniformity, consistency, and authenticity, one well-qualified person should be charged officially to perform this function.

For the most part, news releases should be on an objective basis; however, there are occasions when persuasion or explanation of issues requires a careful consideration of policy and the advice of school personnel, the board, or even an advisory committee. Frank and honest reporting or explanation should always be the rule. Pedantic double-talk only operates in reverse for winning support and influencing elections.

Other effective types of news media include mailing pieces, continuing school publications, newsletters, and special school supplements to the local newspaper.

Mass distribution of school publications and informational material generally is accomplished by mailing or by sending the materials home with the pupils. The send-home method is usually more successful where elementary pupils are concerned than it is with high school students.

If the mails are used for mass distribution of school literature the postmaster should be consulted about institutional mailing privileges and general convenience. School produced materials can be mailed as second class matter provided it bears the proper legend, "Non-profit organization, U. S. postage paid, city, state permit No.____." There should be a line also stating that the material is "Second Class Matter."

A variety of audio-visual materials can be used to great advantage in communicating the school story. With but slight cost, motion pictures depicting needs, programs, and activities can be prepared for community showings. Colored slides are likewise effective. Parents are usually delighted to see their children in such pictures; however, care should be taken to avoid showing a child in an unfavorable way such as drawing attention to a physical handicap, unless permission has been granted by the parents. Charts, transparencies, prepared slides and recordings can all contribute much to the communications process.

DIRECT PERSONAL COMMUNICATION

Every school administrator has innumerable opportunities to address public or organizational groups of many types, each of which provides a valuable medium for interpreting the schools to the public. To pass up these opportunities is to fail not only in telling the school story but also in cementing friendly relations with important community groups. Some of the more common groups to which the administrator can make his appeal effective are civic organizations, parent-teacher associations, alumni associations, patriotic organizations, study clubs, and religious groups. General community meetings and public-school functions often provide further opportunity for personal appearances.

It is generally in the smaller conference groups where the administrator exerts his real leadership as the members grapple with current school problems in a free exchange of ideas. This is particularly true in meeting with the board of education, citizen advisory committees, and staff groups.

Careful preparation is usually needed to make a clear, effective presentation at almost any type of group meeting. Supporting information such as hand-out materials and various audio-visual aids can very often be used to advantage, particularly transparencies, color slides and poster charts.

COMMUNITY ATTITUDES

Many subjective qualities of a community, such as pride, prejudice, progressiveness, loyalties, fears and aspirations can be detected by the perceptive superintendent as he meets and mingles with the citizenry. He should be aware always of those sensitive spots created by district reorganization. He must recognize that school unification has had strong opposition in many local areas, particularly in rural districts and small towns where there is fear of losing the attendance center, around which much community interest and pride revolve. In many cases the disruption of community activities and even the local economy becomes a stark reality. Only a great amount of tact, human understanding, and a strong replacement program can cover the breach.

Further it is often true that old rivalries between towns and the feeling that another community of the district, particularly the county seat or the bigger city, is trying to get the "big end of the stick" all foster divisiveness and distrust. These undercurrents of attitude and feeling, while difficult sometimes to assess, must be

recognized and provided for in a successful public relations program.

SOME SUGGESTIONS

Listed here are several random suggestions for the public relations program. A few may suggest devices or approaches that may prove helpful.

- . Get on the mailing list of other school systems, both near and far.
- . Demonstrate real interest and concern for every area and attendance center of the district.
- . As much as possible use the talents and community leadership of former board members of the disorganized districts--in advisory committees, for example.
- . Involve the various communities in a project to develop an appropriate name for the district besides the official designation by number. For example, a district in Iowa came up with the name "Starmont," which incorporates a part of the name of each component community--Strawberry Point, Arlington, and Lamont.
- . Be sure that at least one phase of the first year's program becomes a clear example of progress and a convincing argument to those who would see no good in school unification.
- . Capitalize on American Education Week to tell the school story to the entire district.
- . Provide accurate school information to the board, the staff and the pupils, and keep them informed on school procedures, purposes and policies if you would have effective exponents of your program.
- . Make the annual open house and school exhibit an important yearly event of the district.
- . Coordinate the school with other community agencies for community improvement.
- . Provide adult education programs to fit the needs of each community.
- . Through social-studies units, or otherwise, interpret school to pupils, developing concepts of purpose, costs, program, and general importance to the community and to "the American way of life."
- . Use an effective district slogan on school stationery and other mailing pieces.

- . Prepare a summary article of the superintendent's annual report for general distribution and newspaper copy, making liberal use of pictures, graphs and other illustrations.
- . Develop a school service center or bureau through which speakers, musical groups, pictures, recordings, or miscellaneous entertainment can be provided for community gatherings.
- . Support some type of coordinating council for youth activities such as a youth council or community council.
- . Extend school services over the summer months through specialized classes and summer recreation programs.
- . In publicizing the proposed district budget, emphasize service and program.
- . Make the written school policies of the district available to all interested persons.
- . Be a coordinator instead of a soloist.

CONCLUSION

As already indicated, the first year of operation as a unified district can be an extremely critical one. The superintendent who is new to the area has an immediate two-fold task of understanding the component communities and in bringing to his public an understanding of his program. It is only after he has his fingers firmly on the pulse of the entire district that he should feel confident in prescribing for the educational needs. His perceptivity, likewise, should provide him with appropriate language and media for communicating his program to the people.

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III

THE BOARD OF EDUCATION

Success in the educational enterprise of any district depends in a great measure on the relationship between the superintendent and the board of education. While the superintendent is the leader and chief representative of his staff, he is at the same time the executive agent and professional adviser to the board. It is in this dual role that he will be concerned with promoting the interests of both groups and in stimulating each to its best possible efforts.

ORIENTATION OF NEW MEMBERS

Many newly elected board members of unified districts have assumed office without any prior experience of an educational nature except the years they themselves were in school attendance. They do, however, bring to the council table a concern for good education, a diversity of qualities, and experiences that can be developed into an effective policy-making team. Added to this, they have the integrity, the leadership and the public confidence that have earned them election to the board. Their immediate concern is ordinarily one of becoming adequately informed about the school system, school law, procedures, and the proper role of board members. While it will take a little time for the new member to develop the desired perspective, he can be aided greatly by some planning and personal effort in becoming oriented to his new responsibilities. Especially helpful to him would be a kit of well chosen materials such as School Laws of Kansas, Outline and Guide for Boards of Education, sample copies of board policies of other districts, the public document developed by the county school planning board, the current district budget, reports of school surveys or evaluations within the district, minutes of previous meetings of the presently operating board, student handbooks, annual reports, any plans for capital improvements, recent administrative bulletins, copies of the American School Board Journal, and any good, recent publication on school practice and administration.

The new member, especially, should gain much by attending

school board workshops, institutes, or conferences as scheduled by the State Department of Public Instruction, the Kansas Association of School Boards or Kansas colleges and universities. Superintendents often invite board members to attend various professional meetings with them for additional insights. K.S.A. 72-6752 provides that members of the board shall be paid their "actual, lawful and necessary expenses incurred in the performance of their respective official duties." When approved by the board of education, the actual expenses incurred by a member in representing his district or fellow board members in state meetings, at least, would be allowable under this statute.

The fact that many of the unified districts of Kansas have chosen the member-district plan of electing board members tends to promote a concept that each member should represent special interests of his particular area. To encourage such a practice is to invite divisiveness rather than to unify or solidify the district. It should become a matter of constant concern, therefore, that the responsibility of each member is to represent the educational good of all the children of all the district all the time. This should characterize all board relationships and should be impressed repeatedly on any persons who would approach school problems on a purely local basis.

KEEPING THE BOARD INFORMED

If members of the board are to bring well-considered opinions to the decision table, it is important that they be provided with a flow of facts between meetings as well as at the meeting itself. There are various methods for keeping the board informed on the educational program and problems. A periodic newsletter is used to advantage in some districts. Frequent but unscheduled duplicated letters of information are used in others. A number of superintendents provide board members with a detailed monthly report, including a statement of budget balances. A tentative agenda with information bearing on items for consideration is often sent to members of the board well in advance of the regular meeting date. Following the meeting the superintendent may summarize important decisions or issues and send them to members along with a copy of the formal minutes.

Other devices for keeping the board advised may be informal meetings on special topics, visits to schools, participation on committees with staff and community membership, reports by building principals or teachers, copies of the district's scheduled school

events, and regular mailings of school publications.

In any event, board members should never have to resort to the newspapers to learn important school news of their own district.

THE BOARD MEETING

Kansas law (K.S.A. 72-6754) provides that the unified district board "shall meet at least once a month on the first Monday thereof." On proper notice, special meetings may be called at any time by the president of the board or by joint action of any three members of the board.

At least a majority of the membership of the board must be present for a quorum. Except on questions of sale of property, a simple majority of the votes cast prevails. This means, for example, if four of the six members are present, only three vote on a motion and the result is two in favor and one opposed, the motion carries. A Kansas Attorney General's opinion on January 27, 1961 states that "it is well settled that if a quorum is present, the refusal to vote will not defeat action."

School buildings and other school properties not needed by the district may be sold by the board, at a private or public sale, only upon the affirmative recorded vote of at least a majority of the members of the board at a regular meeting. (See K.S.A. 72-6255)

The minutes of the board meeting are usually recorded by the clerk or a secretary. This record is important not only as a reminder to members of the board of their official actions but also as a legal document and point of reference for a variety of transactions or possible litigation. Skill needs to be exercised in summarizing the deliberations of the board and in stating concisely the official action finally taken. Only essential items should be made a matter of record. Between meetings these important documents, properly signed, should be kept in a safe, fireproof depository.

For the most part, board meetings should be open to the general public and the agenda made available along with supporting information. When an executive or closed session becomes necessary, careful explanation should be made public beforehand about the need for such a meeting, and a statement should follow giving the majority board opinions. When teacher personalities or other employee relationships are being considered, it is usually advisable to go into executive session.

If the local newspaper has not arranged for a fair coverage of the board meeting, a factual, positive review of the meeting should

be made available for publication. Since the actions taken at board meetings have tremendous influence on public relations of the district, every effort should be made to achieve favorable reporting. An effective working relationship with the local press becomes an important factor.

USE OF COMMITTEES

Occasionally the board will be faced by a situation or a project requiring special consideration beyond the time and talents of the entire board. It is then that a committee, properly organized and instructed, can be of great service. Its purpose is usually to sift evidence or related facts and make recommendations to the board. While there is often need for some type of special committee, the relationship should be carefully defined as to title, purpose, and tenure lest in their zeal the members of the committee go beyond their responsibility and into the area of school administration.

A few boards have standing committees that continue from year to year; however, this practice should be considered with great caution as it is easily possible for such a committee to become so powerful that it restricts the free action of the board and the administrative authority of the superintendent. Some boards have wisely inserted into their policies and by-laws a provision that whenever a committee is appointed it shall be discharged upon making its final report.

DEVELOPING BOARD POLICIES

High priority should be given to the early development of board policies as a framework within which the administrator and the board will work cooperatively in creating an effective school system. It is imperative that the superintendent and the board understand clearly their respective areas of responsibility as they fulfill their mutual obligation to the district.

Kansas school accreditation standards require that policies of the board of education shall be in writing. Manuals of clearly stated policy, which often include procedures, rules and regulations, are extremely important in various phases of school administration. Their value extends not only to the superintendent but also to the board of education, the school personnel, the pupils and the patrons of the district. They become guidelines to understanding for all persons with interests vested in the educational effort. Likewise they provide the board and the administration with broad, pre-determined positions before many issues and problems arise that might otherwise be difficult to keep on an impersonal basis.

Obviously a complete set of policies cannot be developed fully at the very beginning of the administration. Those areas requiring immediate consideration, however, can be dealt with early enough that effective planning can proceed and the working relationship between the board and the administrator can be clearly established. With this framework of written policy as a beginning, the orderly development of comprehensive policy may proceed with the advisory help of various interested groups of the district.

The process of drafting, revising, and adopting a written policy and procedure manual is a demanding one. It requires familiarity with state school laws and regulations, a clear concept of public school purposes, and knowledge of generally accepted practices. Certain areas of policy will demand early consideration as the board does its immediate planning for the new district. These would include the respective roles of the board and the superintendent, pupil transportation, personnel employment, salary schedules, purchasing, and public relations. These policy statements and decisions as recorded in the board minutes would ordinarily serve as a beginning point for the more comprehensive document; likewise, materials developed for special problems within the district would probably be included. Unwritten precedents followed by the board or school centers within the district should receive consideration.

The responsibility for drafting the policy manual should be agreed upon early. A considerable part, at least, of the document might well be developed by a drafting committee comprised of the superintendent, two or three board members, a few staff members, and one or two lay people. The group should be small enough to work efficiently and intensively. While the superintendent most certainly should lend direction to the project, he should be relieved of many of the details involved.

Policy manuals of other comparable districts and various publications on the topic of board policies provide suggestions and background on generally accepted practices. In general, the completed manual should cover at least the following broad areas: Educational Philosophy and Objectives, The Board of Education, School System Organization and Personnel, Instructional Program, School-Community Relations, and Business Procedures.

As the working committee produces parts of the tentative draft, these can be considered by the board according to each proposed policy. In turn, the materials may then be redrafted to conform to the board's action or recommendations.

TEACHER-BOARD RELATIONSHIPS

A wholesome working relationship between the board and the professional staff will depend much on common understanding and effective communication. Since members of the board may have little opportunity to meet staff members either as individuals or as groups, several occasions may be arranged through the year that can in part compensate for this lack. For example, a school board-teacher banquet at the beginning of the school term is often helpful in making acquaintanceships and in developing a team spirit. Staff presentations from time to time at regular or special board meetings give the board a chance not only to meet individual teachers but also to learn more of the educational program. Scheduled visits by the board and superintendent at each of the attendance facilities bring the board and teachers into closer contact and provide valuable insights into the operation of each unit.

Employment practices as set forth in board policies and as negotiated between the board and local teacher groups become important considerations in maintaining the desired relationship. Both the Kansas Association of School Boards and the Kansas State Teachers Association are urging local boards and local teachers associations to enter into agreements for professional negotiation. The School Board Association recommends that each school board in Kansas adopt a written policy, cooperatively developed with teachers and administrators, providing for consultation with the professional staff on matters of mutual concern prior to the enactment of school board policies on these subjects. A considerable number of local school boards and teacher associations have already entered into such agreements.

Not only are the agreements for professional negotiation conducive to mutual respect and trust but also they provide clear channels of communication and those procedures needed for resolving on a high level certain problems of common concern.

In summary the unified district superintendent holds a key position in fostering good teacher-administrator-board relationships, upon which the level and tone of the whole educational enterprise greatly depend. It becomes his responsibility, therefore, to inform, to stimulate, to hold open the channels of communication, and to promote faith in the board of education as a prototype of American democracy at work.

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IV

FISCAL MANAGEMENT

One of the most immediate and critically important concerns of the new unified district is the whole area of finance. This includes developing a budget within legal limitations, funding the budget, setting up uniform accounting procedures, and determining business practices and use of special funds.

Detailed information for preparing and managing the school budgets is available in the Kansas School Budget Manual, now revised to conform with the School Foundation Finance Act. Districts finding it necessary to appeal to the School Budget Review Board will need copies of "School Budget Review Board Rules and Regulations" and "Guidelines of School Budget Review Board, 1966." These three publications are available from the Statistical Services Section of the State Department of Public Instruction.

TRANSFER OF ASSETS

School unification law (K.S.A. 72-6775) requires county officers and officials of disorganized districts to transfer property and funds on hand to the unified district in which is located the main school building of the disorganized district. This transfer occurs on July 1 or immediately thereafter of the year in which the unified district begins full operation. Likewise, all entitlements of the disorganized districts or funds to be collected become the property of the related unified district.

Under implications of the Kansas cash basis law each disorganized district should show a cash balance on hand, plus tax credits and other funds to be collected, to equal at least half of the operating expense budget for the fiscal year just closing. These funds from all the in-school disorganized districts should finance the new unified district until new state and local funds become available about January 1. (The first distribution of the State School Foundation Fund is made on December 20.)

In case available funds are not sufficient for the operational needs of the unified district until new revenue is available, it may

be necessary to resort to no-fund warrants authorized for unified districts only for 1965 and 1966. (See K.S.A. 72-6759.) The unified district board has direct authority by law to issue this type of warrant without the formality of any other kind of approval.

TRANSFER OF OBLIGATIONS

Along with the transfer of assets there is also a transfer of outstanding financial obligations of the disorganized districts. The covering statute, K.S.A. 72-6775, states, in part, that the unified district becomes liable for and shall pay all lawful debts of the related disorganized districts, except bonded indebtedness and outstanding no-fund warrants, which remain a charge upon the territory of the disorganized district. This provision should be considered very carefully with emphasis on what constitutes a "lawful" debt. It is important that the debt created by the disorganized district has been incurred within the authorized budget for the fiscal year just closing or from a special fund established to pay the obligation.

The Kansas budget law (K.S.A. 79-2935), in part, states:

"It shall be unlawful for the governing body of any taxing subdivision or municipality in any budget year to create indebtedness in any manner or in any fund after the total indebtedness created against such fund shall equal the total amount of the adopted budget of expenditures for such fund for that year. Any indebtedness incurred by the governing body or any officer or officers of such taxing subdivision or municipality in excess of said amount shall be void as against such taxing subdivision or municipality: Provided, that indebtedness may be created in excess when provision has been made for payment by the issuance of bonds, or when provision has been made for payment by the issuance of warrants authorized by the commission (board of tax appeals)."

In application, this law means that any indebtedness incurred by the disorganized district in excess of the legally adopted budget is not a "lawful" debt and cannot be paid by the board of the related unified district. Unpaid salaries of teachers, for example, that exceed the budget for the fiscal year closing June 30 cannot be charged to the unified district. This does not apply to encumbered funds that are authorized for payment within the legal budget.

A number of districts in Kansas have habitually carried obliga-

tions for two or three months of teacher salaries from one fiscal year over into the next, actually in violation of the Kansas budget law quoted above. Such districts must necessarily pay all of the salary obligations within the adopted budget of the fiscal year just closing or provide for payment through no-fund warrants to the amount in excess of the budget. These warrants would be assessed against the disorganized district that incurred the obligation.

Similar debts of the disorganized district in excess of the budget limit should be paid in the same manner. If the retiring board does not make such provision and the district has been under the supervision of the county superintendent, then by the authority of K.S.A. 72-834, that county superintendent shall certify to the county clerk the amount of floating indebtedness and such clerk shall make a tax levy on the district sufficient to pay the indebtedness. However, if the bills are only of a minor nature, the unified district, for practical purposes, probably would pay rather than refer them to the county superintendent for a delayed payment.

Since all business of school districts holding annual meetings must be closed by date of the annual meeting, there arise some problems of paying obligations coming due during the remainder of the fiscal year. In many cases the board of the district will have written warrants covering those obligations for which the amounts are definitely known. Funds to cover these checks are to be held in the account of the retiring board and the remaining cash balance transferred to the unified district.

Some of the districts to be disorganized will be depending on the May 20 distribution of state money in order to pay all their obligations. In such cases, the boards of such districts should show on their accounting records those encumbrances necessary to pay obligations for the remaining part of the fiscal year, or at least those that can be paid within limits of the adopted budget. The unified district board is thereby authorized to pay these debts from cash balances and credits transferred from the disorganized district.

A problem arises when there are floating obligations that have not been encumbered by the board of the disorganized district. If the unified district determines that a debt is just and within an unencumbered balance left from the budget of the disorganized district, it should pay the obligation.

Payments of encumbered obligations and lawful floating debts are not to be charged against the operating expense budget of the new unified district.

ACCOUNTING RECORDS

Financial accounting records, as well as all other school records, are transferred to the new unified district at the time it begins full operation. This sudden change-over requires a systematic consolidation of several accounting systems among which there is not likely to be much uniformity. If possible, it would be well to have an agreement with school boards of the component districts being disorganized that a certified audit of the financial records of each district be made along with the transfer of funds. A well-qualified auditor working with these accounts can be quite helpful to the new administration in consolidating the records and in setting up a modernized accounting system adapted to the needs of the district. Such a system, developed with the advice of a reliable auditor, can save much time, and even embarrassment, in the administration of funds and in the auditing of the accounts at the close of the fiscal year.

The accounting system implemented by the new district should be based on the uniform code as set forth in Financial Accounting for Local and State School Systems, Handbook II of State Educational Records and Reports Series. This publication was developed by the U. S. Office of Education and is available from the U. S. Government Printing Office at a cost of \$1.00. (A limited number of these are available from the State Department of Public Instruction without charge.) All Kansas school forms for budgeting and fiscal reporting are based on the national uniform code as described in Handbook II. Most publishers of school accounting forms have developed record system in conformance with Kansas requirements under the uniform code.

Since the school activity funds of the various disorganized districts become the property of the related unified district, the superintendent in most cases will find it expedient to leave such funds intact for those attendance centers that continue operation, and he will allow the local principal or official to administer them as before. A uniform accounting system, however, should be adopted for all the attendance centers. (Financial Accounting for School Activities, published by the U. S. Office of Education, should prove helpful in establishing such a system. This handbook is available at the U. S. Government Printing Office, Washington, D.C., at a cost of fifty cents.) Periodic reports on all school activity accounts should be made regularly to the central administration office.

TRANSFER OF SPECIAL FUNDS

Special funds transferred to the unified district must be administered according to the purposes for which they were created unless otherwise provided by law. The most common of this type of fund are Social Security Contribution Fund, Special Assessment Fund, Textbook Fund, Bond and Interest Fund, Building Fund, and School Bus Purchase Fund. Under the School Foundation Act, 1965, the Special Education Fund and Special Transportation Fund were made part of the fund for general operation; therefore, any items carried by the disorganized district under these titles should be merged with the general fund.

Expenditures from any of these special funds may be made independently of the authorization under the legal operating expense budget. The School Bus Purchase Fund and the revolving Textbook Fund may be returned to the general fund if no longer needed for their special purposes. The Building Fund, however, must be placed in a similar special fund, which for unified districts is the "Capital Outlay Fund." (See K.S.A. 72-67,112)

Money from sale of property of disorganized component districts may be placed either in the general operating fund of the unified district or in a special capital outlay fund. Expenditures of such money from the capital outlay fund would not be charged against the operating expense budget of the unified district.

Unexpended proceeds from bond sales are to be spent to complete the project for which the bonds were issued unless that project is complete and all encumbrances paid. In such case, the fund should be considered under K.S.A. 79-2958 and if determined to be no longer active, the money should be used for general purposes.

PURCHASES

The counterpart to good fiscal accounting is an effective system for purchasing and distributing new supplies and equipment for the district. A complete control system for this phase of accounting becomes necessary if the budget is to be administered properly and the main objectives of school buying are to be realized. Such objectives usually are service, economy, fairness, security, and program efficiency.

The forms essential to standard purchasing procedures are requisitions, purchase orders, and invoices. With board approval these basic completed forms become authority for payment to the seller and the information needed for original entries into the accounting system of all payments for equipment and supplies.

Procedures should be carefully worked out for handling requisitions, using purchase orders, updating inventories, stockpiling basic materials, receiving and inspecting deliveries, and preparing vouchers.

No expenditures involving an amount greater than one thousand dollars may be made by the board except by written contract and within limitations of the cash basis law. Further, no contract involving expenditures for construction or purchase of materials, goods, or wares of more than five thousand dollars may be made except upon sealed proposals and to the lowest possible bidder. (See K.S.A. 72-6760)

FINANCING THE PROGRAM

It has always been an intricate procedure to finance the educational program in any district, but it becomes doubly so for the first year of operating a unified district. Obviously, only as much program can be purchased as the financial resources and the legal maximum budget will allow.

With the initiation of a new district-wide system of instruction, there is little previous experience to use as a guide for computing costs. Probably the best clues for projecting possible operating costs will be found by careful analysis of current operating costs of the component districts. Gradually, as tentative plans for a total school program are developed, cost estimates will be made and compared with the legal maximum budget as computed under provisions of the foundation finance law.

First consideration should be given to the educational needs of the district, with emphasis on a quality program. Once the need has been established, all possibilities for financing the program within the provisions of the school finance law should be explored even if an appeal to the School Budget Review Board becomes necessary.

A tentative figure for the legal maximum budget should be determined early since this sets a control that must be reckoned with throughout the development and administration of the entire budget. This tentative figure hinges on the per-pupil operating cost for the previous fiscal year. For purposes of determining the per-pupil operating cost of a new unified district, it is necessary to use the total operating budgets of all the component districts even though only a small part of a district may have been included in the unified district. The total amount of all these budgets (not the actual operating costs) is then divided by the total number of pupils enrolled as of September 15 of that budget year. (For computation pur-

poses, a kindergarten pupil is counted as one-half.) The resulting quotient becomes the base per-pupil operating cost for the entire district. The tentative legal maximum budget for the unified district is then computed by taking 104% of the per-pupil operating cost times the number of pupils expected to be enrolled as of September 15 of the new fiscal year.

While this is only an estimated or tentative legal maximum budget, it does give a figure to be used as a yardstick in developing line items for the proposed operating budget. It is important that estimates of the next year's enrollment be made as carefully and as accurately as possible since the adopted budget, once set, cannot be revised upward but must be adjusted downward if the district enrollment on September 15 shows as much as ten percent decrease from the previous year's figure.

If it is apparent that the proposed budget would exceed the estimated legal limit and that it could not be cut back without impairing the educational program, then the six conditions for appeal to the School Budget Review Board should be considered carefully for possibilities of increasing the legal limit. (See K.S.A. 72-7015 b.) The 1966 guidelines of the Review Board shed considerable light on conditions that are acceptable for appeal.

Procedures for adopting the proposed budget are set forth in K.S.A. 72-6760 and in the Kansas School Budget Manual, 1966. In brief, at least ten days' notice of the time and place for a public hearing of the budget must be published in a weekly or daily newspaper having general circulation in the unified district. It is required that the notice contain the financial statement, budget and statement of income. After the hearing the board will adopt, or amend and adopt as amended, and certify the budget to the clerk of the home county within ten days following the annual budget hearing. Certification to the county clerk must be made by August 25.

The unified district superintendent will find it necessary to work closely with his county clerk in computing the ad valorem tax requirements and in determining the rate of mill levy needed.

After all sources of available revenue except ad valorem property taxes have been estimated, the amount of additional money necessary to fund the adopted budget is determined by subtracting the total amount of estimated revenue except the ad valorem from the total budget requirement. The result is the total ad valorem tax requirement for the fiscal year. The net requirement is then determined by deducting the residue sales tax credits and adding the normal allowance for delinquent taxes. This figure should then be

increased 50% to provide revenue for the first six months of the following fiscal year. This total ad valorem requirement for eighteen months is then divided by the assessed valuation of the district to give the rate of mill levy needed.

Some district needs not covered by the operating expense budget may be financed by special funds. Authority for creating the special fund and making the tax levy is obtained by complying with legal requirements set for the particular fund. Each fund must have a separate budget and a special levy and must be spent for a specific purpose. The following is a list of such funds with the authorizing statutes:

(1) Bonds and Interest. K.S.A. 10-113. Whenever a school district issues bonds, an annual levy is made to pay interest and principal. This is the only fund available for the payment of bonds and interest.

Bonds may have been issued under procedures and authority of K.S.A., Chapter 10, K.S.A. 72-6774, or K.S.A. 72-6761. One feature of K.S.A. 72-6761 allows the board of education of a unified district to issue bonds without an election but with the approval of the the state superintendent in an amount not exceeding \$10,000 to pay for needed repairs on school buildings, for equipment, or for purchase of school buses. The aggregate amount of such bonds outstanding at any time may not exceed \$20,000. A ruling by the attorney general's office prohibits the state superintendent from granting a second permit to issue \$10,000 in bonds until thirty days after the sale of the first \$10,000 issue.

(2) No-fund Warrants. K.S.A. 79-2935, 79-2938, 79-2939, 72-4142 and K.S.A. 72-6759. The no-fund warrants may have been issued under one or more of four conditions: shortage in district revenues, unforeseen expense, initial purchase of textbooks for rental plan, and financial need of the interim board for school planning purposes. Those warrants issued under authority of K.S.A. 72-4142 and 72-6759 require no formal approval beyond that of the board itself; the others, however, require the approval of the board of tax appeals. All no-fund warrants issued under K.S.A. 79-2939 must be classified by the state superintendent as unusual or non-recurring if the expenditure of these

funds is not to be considered within the 104% limited operating budget.

(3) Recreation Fund. K.S.A. 12-1908. Districts may levy up to one mill to maintain a supervised recreation program.

(4) Special Assessment. K.S.A. 79-1808. Districts may make a levy to pay special assessments such as the cost of sidewalks, sewers, and street pavement.

(5) Social Security. K.S.A. 40-2305. School districts may make a levy to pay the district's contribution to Social Security.

(6) Area Vocational Schools. K.S.A. 72-4324. Cooperating school districts are authorized to levy a tax not to exceed two mills for the purpose of operating or sharing in the operation of area vocational schools. This provides a revenue for the general fund and is in addition to all other levies.

(7) Special Capital Outlay Fund. K.S.A. 72-67,112. Unified districts may levy an annual tax for a period not to exceed five years and in an amount not to exceed four mills for the purpose of constructing, remodeling, repairing, or equipping school buildings; the acquisition of building sites; and the purchase of school buses. Expenditures may be made from this fund as soon as revenues have been credited to it. It may not be used, however, as the basis for issuing revenue bonds.

FINANCIAL REPORTING

Throughout the year a variety of fiscal reports become necessary for local administration of school funds and for meeting state and federal requirements.

On the local level the superintendent will need periodic reports on the activity funds of school attendance centers and the operations of special programs such as school lunch, the transportation system, or building projects. The school board should have a monthly report on the state of the budget, accumulated expenditures, budget item balances, and encumbrances. An annual report should be prepared showing all distributed receipts and expenditures in summary form along with the corresponding appropriations. Various other financial reports will be used as the local administrative needs of the district may require.

A number of reports are required on the state level, largely for one of two purposes—to provide evidence that the financial activity of the district meets legal requirements and to support claims for the various kinds of state aid.

Since a considerable part of the financial support of the district comes from state and Federal funds, it behooves the district superintendent or his business manager to be thoroughly familiar with required reports and the due dates for each. It should be recognized that there are firm cut-off dates for receiving and processing data for distributing state funds, and if a district has neglected to supply information by that time, it cannot share in the distribution.

Each school reimbursement program requires certain definite data from the local school district and in many cases some form of financial report. In all programs the due dates are critically important.

The following is a list of reports or applications, with due dates and the related program:

ANNUAL REPORT

On or before July 15, Form 18E to Statistical Services Section, for statistical and financial purposes

SCHOOL FOUNDATION FINANCE FUND

1. On or before August 25, Budget Form No. 4, one copy each to County Clerk, State Department of Post Audit, and Statistical Services Section of the State Department of Public Instruction
2. On or before October 1, to School Finance Section:
 - a. Organization Reports:
 - (1) SO66-66A, Superintendent's Report
 - (2) Form 97A, 97B, High School
 - (3) Form 96A, 96B, Junior High
 - (4) Form 94A, 94B, Elementary (4 or more teachers)
 - (5) Form 91, 91A, Elementary (fewer than 4 teachers)
 - b. Form 403A, Transportation Report
 - c. Form 403B, Certificated Employee Experience Record

Distributions from this fund are made on December 20, February 20, and May 20.

DRIVER TRAINING FUND

On or before August 15, to Director of Driver Education, State Department of Public Instruction

- a. Form 176, Driver Education Program
- b. Form 176A, Students Completing Driver Education Program
- c. Form 176B, Eligible Students Enrolled in Another High School

Distribution of funds is made on or before October 1 for the preceding school year ending June 30.

SCHOOL LUNCH

On or before 10th of month following period of claim, Form K-6, to School Lunch Section, State Department of Public Instruction

GUIDANCE AND PUPIL PERSONNEL

- 1. On or before June 30, Forms GPS-*67-10E and/or 67-10S, to Guidance and Pupil Personnel Section of the State Department of Public Instruction, Tentative Approval for N.D.E.A. Title V Guidance and Counseling Program (Elementary and/or Secondary).
*(The initial two figures of the form numbers refer to the related fiscal year.)
- 2. On or before July 15, GPS-6711E and/or GPS-6711S, Verification of Guidance Expenditures to June 30 (Elementary and-or Secondary).
- 3. On or before October 15, Forms GPS-6703E and/or GPS-6703S, N.D.E.A. Guidance and Counseling Application (Elementary and/or Secondary)

SPECIAL EDUCATION

On or before June 1, claims for reimbursement, to Special Education Section, State Department of Public Instruction:

- a. Form 133B with 133D, Mentally Retarded Classes
- b. Form 135B with 133D, Trainable Mentally Retarded
- c. Form 131B, Speech and Hearing Programs
- d. Form 131D, Classes for Hard of Hearing
- e. Form 122B, Emotionally Disturbed, Neurologically Impaired
- f. Form 130B, School Psychological Services
- g. Form 130D, Supplies and Equipment for School Social Work or School Psychology Services
- h. Form 138B, City or County Director of Special Education
- i. Form 138C, Supplies and Equipment for Local Directors of Special Education

- j. Form 122B, Neurologically Impaired
- k. Form 132B, Orthopedic Unit
- l. Form 132B, Physically Handicapped Unit
- m. Form 132D, Orthopedic Supplies and Equipment
- n. Form 119B, Itinerant Program for Special Physical Problems
- o. Form 121, Teaching Homebound Children
- p. Form 121D, Homebound and Hospitalized Supplies and Equipment
- q. Form 134, Transportation for Non-Resident Special Education Pupils
- r. Form 139B, Programs for Intellectually Gifted
- s. Form 139C, Supplies and Equipment for Programs for the Intellectually Gifted
- t. Form 136B, Classes for Visually Impaired
- u. Form 136D, Supplies and Equipment for Vision Programs
- v. Form 136B, Itinerant Program for Blind and Partially Seeing

PUBLIC LAW 874, AREAS AFFECTED BY FEDERAL ACTIVITIES

1. On or before March 31, Form RSF-1, to School Facilities Section, State Department of Public Instruction, initial application under P.L. 874
2. On or before September 30, Form RSF-3, final report under P.L. 874

OTHER REIMBURSEMENT PROGRAMS WITH VARIABLE REPORTING DATES

1. N.D.E.A. Title III, for strengthening instruction in critical subjects. Send application and claims to Curriculum Section, State Department of Public Instruction.
2. Title I of P.L. 89-10, for improving educational opportunities of low-income families. Apply to Director of Title I Section of State Department of Public Instruction.
3. Title II of P. L. 89-10, for library resources. Apply to director of Title II Section, State Department of Public Instruction.
4. Civil Defense Adult Education, courses for individual, family and community protection. Apply to Civil Defense Adult Education Section of State Department of Public Instruction.
5. Adult Basic Education, under Economic Opportunity Act of

1964. Apply to Director of Adult Education Section, State Department of Public Instruction.
6. Vocational Education Programs. Contact the State Board for Vocational Education.

AUDITING

Audits of various types and purposes become important tools for the superintendent in maintaining internal financial controls and in building public confidence in his fiscal administration. Careful distinction should be made as to the purpose and nature of each audit, and the limitations as well as the values should be understood by all persons concerned.

In general, audits could be classified as pre-audit, continuous audit, and post-audit. The pre-audit is used before the accounting act, while the continuous audit is used immediately following the accounting action. The post-audit provides the final check.

Persons responsible for bookkeeping and accounting of any phase of the district's operation should be made aware that the superintendent or an assistant will check their records from time to time. This practice supplemented by the post-audit gives an adequate safeguard for most school districts.

The post-audit may be either a general audit of all areas of the accounting system or one concerned only with a special account, such as a school building fund. In either case the audit may be complete or limited. The complete audit reviews all details of the accounting activity, including procedures, legal requirements and limitations, board regulations, and supporting documents.

The limited audit may be only enough of a sampling of inventory accounting records and systems for the auditing agency to be reasonably sure that the records are accurate and free of any irregular practices.

To a considerable extent the post-audit should be external, that is, performed by an outside, disinterested agency.

Those areas of the district's accounting system concerned with state or Federal funds are subject to audit at any time. Auditors from the Finance Section of the State Department of Public Instruction make regular visits to local schools to check the following items: school lunch funds, driver education claims, records used for state school foundation finance claims, government surplus property, N.D.E.A. Title III projects, N.D.E.A. Title V claims,

Titles I and II of the Elementary and Secondary Education Act, and adult basic education programs under the Economic Opportunity Act.

All pertinent records should be retained until they have been audited and as required by the various programs. Daily attendance records should be maintained in such a manner as to be readily usable by the auditor. A careful listing should be kept of enrollment drops and entries by name of student, where he went, where he came from, date of entry or withdrawal, and last date of his attendance. This information should be kept readily available for audit in the office of the superintendent or at least within the central administration building.

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V

ATTENDANCE CENTERS AND SCHOOL FACILITIES

DETERMINING LOGICAL ATTENDANCE CENTERS

The problem of which attendance centers are to be continued in operation becomes not only complex but perplexing in many unified districts. Effective planning for the ensuing fiscal year hinges very much on an early determination of the number and nature of the attendance centers to be operated by the district. The educational program, special services, operating budget, and salary schedules are all related intimately to this problem.

In some cases the administration will find itself between the horns of a dilemma as it considers closing certain school attendance facilities, especially on the secondary level. On one hand, under provisions of K.S.A. 72-6756, approval for closing a school facility rests with the resident electors of the original district if at least three-fourths of the disorganized district has been placed in the unified district receiving the attendance facility. On the other hand, K.S.A. 72-6755 requires the unified district to offer and teach at least thirty approved units of instruction in grades nine through twelve in each and every high school operated by the board. Again, some very small elementary schools are unable to meet accreditation requirements because of low enrollment but cannot be closed without the consent of local patrons. If the local patrons in such cases refuse to close the facility, the administration is then faced with the prospect of operating a program not in compliance with the law or, at best, one that cannot qualify for state and county financial aid.

Usually there are conditions present in the local situation, especially if good public relations are developed, that will permit the two requirements of law to be reconciled. Patrons of the old district should be completely informed of plans for the attendance center if and when it should be closed. Likewise, they should understand all the relative advantages and disadvantages in trying to operate the facility. Problems of state and county aid, implications of state accreditation, and difficulties in attracting competent teachers for the facility should all be explained carefully.

The fact that the accreditation status of a school is not finally determined until the close of the school term may allow some situations a "year of grace" to adjust to the demands of unification with a minimum of local contention and without penalty to the total unified district. Much human understanding, tact, and good will should be exercised in resolving these situations. Whatever the approach to the problems, decisions should be made early enough to allow effective, orderly planning for the ensuing school year.

FACTORS TO CONSIDER

In any case, the total educational welfare of children should be the first consideration in selecting a logical school attendance center. Many influential factors, however, must be reckoned with before the greatest good can be determined.

Of prime importance is the quality and scope of an educational program that would be possible in any given attendance center. Any elementary school situation, for example, where one teacher provides all instruction in all subject areas for more than one grade level may impose an educational handicap for children. Again, a high school that can provide only a meager choice of subjects beyond the seventeen required for graduation has little excuse to continue.

Pupil population and the nature of school facilities are the two factors that most often limit the educational program. These two conditions, therefore, will come in for first consideration in a feasibility study for any given center.

School census figures for the proposed area to be served should be used to develop enrollment projections for some years to come. While these projections may sometimes be misleading in a rapidly changing community, they will in most cases become one of the best indications of feasibility for establishing or maintaining the school center.

A study of socio-economic conditions of a given community should supplement the population data to give them increased validity, especially in a changing community.

Existing facilities of all disorganized districts should be studied carefully to determine which may best meet the needs of the related school areas. In some cases a building may be more practicable for different grade levels than those it had previously served. It should be kept in mind that the unified school board has the legal authority to determine the instructional level and program for a given facility without official approval of the patrons of the disorganized

district. Even this change, however, should be approached with a good public relations effort.

To a considerable extent the geography of the school area to be served will determine the location of attendance centers, especially insofar as travel distances and bus conveniences are concerned. Natural barriers such as rivers, lakes, and rough terrain may tend to isolate certain school areas. Dangerous railroad crossings and limited approach highways may be considerations in some cases.

Other factors being equal, established trading areas and social centers may be acceptable criteria for determining the location for a particular attendance center, especially if the board decides to divide the district into subdistricts for pupil attendance as authorized by K.S.A. 72-6755.

THE DISTRICT SURVEY

In some unified districts the logical attendance centers and need for facilities are so obvious that very little study or deliberation is required to arrive at decisions. In other cases the situations are so complex and the public relations problem so delicate that the district may benefit by the help of an outside, disinterested agency. Such surveys are being conducted by the School Facilities Section of the State Department of Public Instruction, the education departments of several Kansas state colleges and universities, and a few by the executive office of the Kansas Association of School Boards.

The facts disclosed by such surveys and the recommendations presented are valuable both for immediate or temporary planning and for developing long-range objectives. With an acceptable pattern within which the unified district is expected to develop, the district patrons are more likely to accept innovation that to them is meaningful and has real purpose.

UNIFICATION OF COMMUNITY INTERESTS

Resistance to consolidation of attendance centers often stems from local loyalties, fears of disrupting a community center, and the concentration of interest in local school activities. To the extent that the smaller school communities can experience common and more inclusive school interests with the surrounding communities, the more receptive they become to the larger attendance centers. This is true also of pupils as the smaller schools merge into the larger unit.

School functions that involve the larger community and activities that become a center of interest and pride for the expanding school center can do much to promote acceptance of a long-range program for establishing comprehensive high schools and efficient elementary school attendance centers.

With the exercise of considerable tact and patience, and with the orderly development of long-range plans, the unified district may attain a highly desirable type of attendance centers that often would not be possible if attempted too abruptly.

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VI

THE EDUCATIONAL PROGRAM

As has been stated before, unification is not an event but a process. Neither is it a simple putting together of similar elements, but rather a kind of catalysis from which, with effective leadership, will emerge an educational program different, better and greater than the sum of all the original parts.

While the details of business administration are multitudinous at the inception of the unified district, the administrator can ill afford to let these obscure his vision of new and improved learning experiences for all the pupils. With the fetters of school traditions now shattered in many communities, it is a propitious moment to upgrade, to enrich, and to innovate educational programs.

The many and varied learning environments provided by a school district comprise the total educational program. How extensive and effective the program is to become depends on such factors as educational leadership, financial resources of the district, enrollment of attendance centers, adequacy of facilities, careful assessment of pupil needs, number of teachers and their qualifications, availability of teaching materials and learning resources.

Once the attendance centers have been determined, the assessment of instructional needs can begin. Certain basic requirements must first be provided as outlined in Standards for Accrediting Kansas Elementary Schools and in the Kansas Secondary School Handbook. Resource persons and materials are available from the Division of Instructional Services of the State Department of Public Instruction for aid in planning a well-balanced program and in using Federal programs to the best possible advantage.

EQUALIZING EDUCATIONAL OPPORTUNITIES

In the first Unification Act, 1963, the Kansas Legislature has declared one of the chief purposes of school unification to be "the equalization of the benefits and burdens of education throughout the various communities in the state." To many persons, particu-

larly those in areas of high quality school programs, there has been some anxiety about the possibility of a drastic leveling of services and program with the unified district. They fear a curtailment of instructional opportunities in some areas in order to augment those in less fortunate areas.

While the goal of the administration should be to bring the level of education up throughout the district rather than lower it for any one school, the problem of finance within a legal maximum budget makes this a difficult achievement. In many areas a consolidation of attendance centers, especially on the secondary level, can increase the program for all pupils and in some cases reduce costs. In other cases, the very limitations in pupil enrollments and facilities will not allow as comprehensive a program in some attendance centers as in others. The best that can be hoped for in such instances is to embark on a longer-range plan that will eventually create the conditions needed for a quality program for every pupil.

Much can be accomplished even in the first year of operation, however, by providing a number of special pupil services and enrichment classes where they had not been offered previously. Many of the small rural attendance centers have lacked the advantage of such services as pupil guidance, music instruction, art instruction, a summer school program, classes for handicapped children, a testing program, health program with services of a school nurse, instructional materials center, school lunch program and adequate pupil transportation. Some of these services can be provided by teachers or specialists who serve several attendance centers. In the very small attendance centers, the lunch service may be provided by a satellite arrangement whereby food is transported in temperature-control containers from a central kitchen.

An instructional materials center might well serve the entire district, particularly those schools whose library resources have been meager. Staffed by competent personnel, such a center can work closely with teachers in assembling units of varied instructional materials, including audio-visual aids, and in bringing a variety of resource persons to the classroom.

These are only examples of what the perceptive administrator will plan as he strives to raise the low points of an educational program in some areas without lopping off in others.

CURRICULUM COMMITTEES

The wise administrator recognizes that building an educational program is such an important and complex task that the cooperation

of many qualified persons must enter into the effort. He will, therefore, organize appropriate committees for surveying curriculum needs, developing objectives, and implementing curriculum development and revision. The size and number of committees will depend very much on the nature and size of the system, but ordinarily there will be a coordinating committee and specialized working committees. All areas of the district and all grade levels should be represented on the working committees.

While the direction of curriculum building and revision rests with the school executive and respective committees, the entire staff should understand that it is a cooperative endeavor and should share in the responsibility.

Curriculum evaluation and revision should be a continuing year-by-year process. This procedure should determine what learning experiences should be provided to meet pupil needs, set educational objectives for each area of instruction, plan course content, and prepare the list of textbooks, supplementary books and other teaching aids to be recommended.

The role of lay people in improvement of the educational program should not be overlooked; however, their advice should be sought systematically and decisions should be based, not on demands of pressure groups but rather on professional judgement and according to well-understood criteria.

The summer vacation affords favorable opportunity for curriculum groups to do some of their most intensive work in developing plans and materials. Activities of the regular committees may well be combined with curriculum workshops involving a great part of the entire staff for in-service education as well as curriculum development. At the same time, summer schools operated by the district can provide excellent laboratory situations for curriculum committees to experiment with programs and test ideas.

AIDS FOR CURRICULUM DEVELOPMENT

From time to time the curriculum committees will likely seek the help of special consultants or evaluation teams. Such persons are available from the State Department of Public Instruction, college faculties and curriculum departments of some of our public school systems. Some publishing companies employ such specialists who are on occasion made available as curriculum consultants to local school districts.

In a variety of ways the Kansas Department of Public Instruction offers help in the process of curriculum improvement. A considerable number of publications such as curriculum guides and subject-

matter bulletins have been made available by the curriculum section. Comprehensive evaluation guides on the high school and junior high school levels have been developed by the accreditation section. Annual curriculum conferences and workshops are provided through the Division of Instructional Services. Consultants from the curriculum section and offices of Title I and Title II of the Elementary-Secondary Education Act are available for field work in program improvement. School surveys and comprehensive evaluations can be scheduled through the accreditation section. Such evaluations on the high school level can be made a cooperative endeavor with the North Central Association of Colleges and Secondary Schools if the school involved is a member of that association or is applying for membership.

Although the resources and techniques for curriculum development or improvement are almost unlimited, *their potential for any school district will never be realized to any degree until the superintendent makes the initial decision and provides the leadership to put them to work.* The responsibilities for launching a newly unified district are many and great, but not among the least of these is the wise and orderly determination of an educational program.

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VII

SCHOOL PERSONNEL

Obviously, the main business of a school enterprise is to teach. The success, therefore, of any school program ultimately rests on the skills and capabilities of persons involved in the teaching process. This means that a critically important responsibility devolves upon the administration for selecting, developing, and retaining good teachers. How aggressively the district recruits its teachers, how much it is willing and able to pay for top talent, and how concerned it becomes with in-service education will very much determine the level and tone of instruction.

The first determination to be made in staffing for the district program is the number and qualifications of teachers to be required. Some of the important factors that will enter into these conclusions are district policy on pupil-teacher ratio, pupil population, educational program, number and nature of attendance centers, budget limitations and annual teacher turnover.

SALARY SCHEDULES

Once the number and kind of teaching assignments have been tentatively identified, the sensitive job of setting a salary schedule can proceed. In the newly organized district this becomes an especially knotty problem if salary schedules of a few component districts have been relatively high while those of others in the same unified district have been quite low. It is hoped, of course, that a uniform salary schedule adopted by the new district will satisfy all employees without lowering the salary of any one person. This is a good trick if it can be performed within the school budget limitations and the financial capabilities of the district. All related facts of the district will need to be studied carefully, however, before a reasonable salary schedule can be adopted. These facts should be considered by representatives of the teachers, the board of education, and the superintendent in a cooperative effort to arrive at the best proposal possible.

There is much to be said for a cooperative development of the salary schedule. In the first place, each participating group is able to see more clearly the problems and concerns of the other and will likely assume a position that is more nearly workable under the conditions to be considered. Once an acceptable agreement has been reached, each party should feel an obligation to explain, to work for, and even to defend the plan that has been developed jointly. Out of the concerns and collective wisdom of all the participants should come a more effective, and surely more acceptable, plan than one produced by any single interest group or individual.

Important factors to be considered in development of the salary plan are these: number of teachers to be employed each year, financial capabilities of the district, probable number of teachers on each salary step of a proposed schedule, salary schedules in effect in surrounding areas, salary recommendations of the K.S.T.A. and N.E.A., current salary data from college placement offices and professional organizations, actual salaries paid to employees of each of the disorganized component districts, and the extent of activity assignments to be made.

From the standpoint of the board of education, much will depend on the standard of teacher preparation it sets and the quality of teachers it desires to attract and keep in the district. It should be recognized that a favorable salary schedule places the district in a position to be selective in hiring; likewise, through a sound incentive for in-service education, it encourages competence and tenure. Staff morale is greatly improved through an attractive schedule cooperatively developed and carefully administered. In short, the salary schedule is one of the critical factors that can make the difference between a high quality school system and a poor one.

FRINGE BENEFITS

Supplemental to the salary schedule is the provision made by the district for employee fringe benefits. An ample benefit program not only helps to recruit and hold good teachers but boosts staff morale as well. Industry often spends from ten to twenty-five percent the amount of each employee's salary for various types of fringe benefits.

While there are a few benefit programs that amount to only a slight administrative expense for the district, most of them must be financed out of money budgeted for employee salaries. Employees, therefore, should be made aware of the salary scale and fringe bene-

fits in combination in order to weigh the financial advantages offered by the district.

Some benefits commonly provided by the district with only slight increase in administrative costs are health plans such as Blue Cross-Blue Shield, group insurance, and tax-sheltered annuities. Premiums on these plans, of course, are paid by the participating employees but the district assumes responsibility for payroll deductions and administration of the programs. Ordinarily the decisions regarding this type of benefit will depend on the employees themselves.

The tax-sheltered annuity is more properly referred to as the "deferred income-annuity plan." An opinion of the Kansas Attorney General in 1962 makes the following observation. "We are of the opinion that the boards of education of our public schools may enter into written employment contracts with its employees whereby the board will purchase an exempt deferred annuity contract as a part of the employees' wages or compensation for services." If the district board decides to use the annuity contract as part of the compensation for any of the employees in order to effect some tax saving for them, they should keep in mind the following considerations: (1) the annuitant is limited by law to twenty percent of the gross salary which he actually receives in money during the taxable year; (2) an amendment to the employee's contract will need to be made by mutual agreement; (3) a plan will need to be developed covering the employee's election to participate and the selection of an insurance company; (4) written board policies covering the annuity procedure should be established, and (5) legal counsel may be needed for developing the plan.

A few districts in Kansas have their own teacher retirement programs to which the district and the employees both contribute. From the standpoint of retirement, however, most districts are concerned only with Social Security payments and withholdings for Kansas Teacher Retirement. Social Security requires matching money on the part of the district while Kansas Teacher Retirement requires only the withholding of four percent of the employee's salary up to a maximum deduction of \$200 a year. The state plan includes all school employees except bus drivers and those school lunch workers who are not employed full time or are not paid from the district's general school fund.

At cost to the district, workmen's compensation insurance may be provided under authority of K.S.A. 44-505. Further information about this type of insurance may be obtained from the Director of

Workmen's Compensation, Tenth Floor, State Office Building, Topeka, Kansas.

Other types of fringe benefits often extended to district personnel include accumulative sick leave, travel allowance for school-related trips, leave to attend conferences, allowance for uniforms, passes to school activities, low rent teacherages, recreational activities, use of school equipment, credit unions, and staff-owned recreational facilities.

EMPLOYING A STAFF

Once a suitable salary schedule has been adopted by the unified district and facts for a tentative budget are well in hand, the next critical move is to employ personnel for the ensuing year.

Unified district boards are not limited by K.S.A. 72-1028, which sets February 1 as the earliest date for common school districts to contract with teachers for the succeeding school year. Rather, the laws governing first class city districts apply, and these do not set an early date limit on teacher contracts.

The continuing contract law (K.S.A. 72-5410 to 72-5412) applies to a unified district as soon as it has passed the interim period and becomes fully operative. Under the provisions of this law, the contracts of all teachers within the unified district are considered to be continuing for the succeeding school year unless a written notice to terminate a contract is given a teacher by the board on or before March 15, or unless the teacher gives the board a written notice by April 15 that he or she does not desire to continue the contract. The board, however, should not delay in timely negotiation of contracts before these late dates.

The real task lies in selecting the best person available for each position to be filled. In the face of a critical teacher shortage in Kansas this is no easy matter.

The first step will be to determine the unfilled positions after consideration has been given to teachers and other employees already within the district. To do this, the superintendent will need to develop carefully an inventory of all human resources of the district. In compiling such an inventory, he will need the cooperative help of a number of persons, particularly administrators of attendance centers, board members, and the teachers themselves. A questionnaire might well be used to obtain first-hand information on individual desires and plans. Individual conferences with district personnel should yield further insight into capabilities and desires for a new area of service.

With the range of capabilities before him as reflected by the personnel inventory, the superintendent can then recommend to the board those persons he deems best qualified for the positions to be filled. Failure to recognize talents, training, experience, and aspirations in making new assignments and promotions could be disastrous to the morale of the existing staff. On the other hand, the administration should never feel an obligation to the present personnel to the extent of perpetuating inefficiency or even mediocrity.

Some identification of the positions to be filled by teachers from outside the district will be necessary prior to the recruitment and selection program. For the larger school districts this will amount to a forecast based on previous experience of the district and careful consideration of a number of variables. Some of the more significant variables are these: population trends in the district economic conditions, changes in district boundaries, military movements, government installations and defense industries, teacher turnover rates of the district, enrollment projections, and district policies.

As a result of a growing shortage in teacher supply, more and more school districts have adopted vigorous recruitment policies whereby they search out likely candidates and make the first contacts. On the other hand, some are satisfied to depend on applications from teachers interested enough to make the first contact. While there is no one best method for recruiting and selecting top-notch teachers, there are a number of techniques that have proved to be effective, especially when used in combination.

Teacher-training institutions provide probably the best source of new teachers as well as a point of contact with experienced teachers. The placement offices should be provided with informative brochures about the school district, and vacancy notices should be sent at regular intervals to keep the listings up-to-date. Recruiters should make arrangements for a conference at the placement office well in advance of the visit.

It should be kept in mind that teacher listings in the placement office change quite rapidly and that periodic visits there may disclose a good prospect although none may have been found on a previous visit. Also, the recruiter will soon realize that there is no substitute for an effective personal interview in stimulating the prospect's interest in a particular district and teaching position.

Staff members of the district can be valuable in teacher recruitment, both as salesmen for the district and in furnishing leads for promising teacher prospects. Their relationships with

various social groups and college fraternities or sororities can provide good lines of communication for publicizing teacher needs and interesting likely candidates.

Former students of the district, particularly those attending colleges, can do much to create favorable impressions of teaching and living conditions in the community and in urging their teacher friends to apply for employment there.

The U. S. employment offices may provide lists of teacher prospects although the complete credentials with verification of experience may not be available there. Reputable commercial teacher agencies often list successful teachers who wish to move from another geographical area but have no other means to learn of teaching vacancies.

Some districts have found that by cooperating with colleges in a teacher-trainee program they have been in a favorable position to evaluate potential teachers and to interest them in returning for regular employment. At the same time, these teacher interns afford some relief to the teacher load by serving on teaching teams or on teaching assignments under supervision.

In some cases newspaper want ads have brought favorable responses to a district's teacher needs. This is especially true near military installations and college centers where wives of military personnel or college students may be qualified to teach but have not actively sought employment or have just moved into the area.

A long-range recruitment of teacher talent can be accomplished through the local teachers association by encouraging certain desirable students to enter the profession with the thought of returning to the local district to teach. Local scholarships may well be used as incentives and aids for developing teacher talent.

Literature describing the school system of the district and making liberal use of pictures can be used to advantage in a great many ways for teacher recruitment. Likewise, brochures developed by the local Chamber of Commerce or civic groups can be helpful. Attractive pictures of school facilities printed on the school stationery can help create favorable impressions of the district as a good place to teach. All of these materials, if distributed strategically and used discreetly, can promote the status of the district without seeming pretentious.

ORIENTATION

The first few weeks on the job are usually critical ones for

the teacher new to the system. While he is developing a professional stance in the classroom situation, he is at the same time adjusting to school policies and procedures and to the many details of the school's teaching environment. His response to the total situation and his satisfaction in the assignment will often depend on the thoughtfulness of the administration and older staff members in providing timely information and friendly encouragement.

Such printed materials as teacher handbooks, board policies, pupil handbooks, staff bulletins, and literature for beginning teachers will give needed information on what is expected of the teacher.

Orientation workshops are commonly used by school districts as preparation for the new school term; however, some administrators arrange special orientation sessions for teachers new to the system.

A scheduled visit between the teacher and his principal or immediate supervisor gives opportunity for discussing details involved in the teaching assignment and will help immeasurably in smoothing out the path ahead.

Responsibility should be given an experienced staff member, either by specific assignment or mutual agreement, to help orient the new person in his job. This relationship should include the process of becoming acquainted with other staff members and taking his place as a member of the social group. This advisor teacher is in a position to call attention of the principal or supervisor to any trouble spots that may be developing for the new teacher as well as indicate progress he is making. Such friendly concern for the new staff member from the very beginning can give him a sense of belonging and will surely have much to do with his later decision about continuing a teaching career in the district.

IN-SERVICE EDUCATION

No longer can a school system entrust the general improvement of its staff to the inclination of individual employees for extending their professional or vocational growth. To be consistent, inclusive, and effective, such education should be within the framework of a planned program and based on clear-cut objectives understood by all employees. Obviously, the purpose of the continuous development program is to increase the effectiveness of all personnel whether they be school leaders, classroom teachers, custodians or lunchroom workers. Therefore, a type of in-service education should be planned for increasing the knowledge and skills of each

regular employee of the district. Also, recognition should be made of the abilities of each person by placing him in a position whereby he can make his greatest contribution to the district.

Some common services used for staff improvement are: orientation workshops, district study groups, off-campus college course centers, summer workshops, summer school scholarships, curriculum improvement workshops, inter-visitation programs, participation in research projects, attending specialized conferences and seminars, experience on evaluation teams, and internships for leadership or administrative responsibilities. For the non-professional employees, there are such avenues of improvement as custodial institutes, food service training courses and workshops, bus driver clinics, and conferences for school secretaries.

The fact that a basic plan for employee improvement has been provided, that school policy expresses a genuine concern for re-training, and that some financial incentive has been built into the salary schedule should all show a marked effect on the general level of personnel achievement.

In conclusion, the entire educational program of the district very much hinges on forward-looking personnel practices. Staff efficiency directly relates to the ability of the administration to recruit, to assign, to orient, to retrain, and to promote a high level of staff morale. Only through consistent, well-understood policies and procedures does this ability develop.

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VIII

SPECIAL PUPIL SERVICES

Within the last few decades school districts have been called upon to provide an increasing number of pupil services in order to make educational opportunities more convenient and more nearly uniform for all pupils. Among those that have developed most rapidly are pupil transportation, school lunch, and health services.

PUPIL TRANSPORTATION

School unification requires that even greater emphasis be placed on efficient systems of school transportation while at the same time problems in many areas have been greatly multiplied. In many unified districts a complete revision of existing bus routes of the component districts will be necessary or completely new systems will be required where none had existed before.

Careful analysis of transportation needs of pupils, existing bus routes, highways, and bus facilities must necessarily precede any definite planning. Board decisions on whether transportation is to be provided high school students, on maximum walking distances for pupils, on use of feeder vehicles and on whether to operate under private contract or public ownership must all be a part of the pre-planning process. Any deviation from the transportation conveniences offered by the component disorganized districts further complicates the public relations problem, especially where door-to-door service has been provided but is no longer feasible.

Requirements by Law. First consideration must be given the legal obligations of the district for furnishing transportation to pupils. K.S.A. 72-621 requires that the board of any school district shall either provide transportation or pay for transporting all or any of the elementary or kindergarten pupils who reside in such district at least two and one-half miles, by the usually traveled road, from the public school they attend in such district and do not reside within the corporate limits of a city within which such school is located.

Districts often raise a question on the application of this law as it pertains to transportation of kindergarten pupils. The fact that most of these pupils are in attendance for only a half day creates the problem of a transportation cost over and above that for the morning and evening bus runs. Clearly the district is legally responsible for transporting such pupils both to and from school, either by district buses or payments to parents, provided that the pupil lives two and one-half miles or more from the school and not within the corporate limits of a city. It should be kept in mind, also, that such pupils are counted the same as any other pupil in computing transportation costs for state transportation aid.

While Kansas law does not require a school district to transport high school students, the fact that liberal state transportation aid is offered for such service implies an obligation upon the district. School patrons, who already pay their share of taxes into the state school foundation fund, generally look with disfavor on the prospect of paying for their children's transportation simply because the district does not choose to avail itself of the state aid for transportation.

Transportation from Another District. In order to protect the rights of pupils who may have been separated from their school attendance centers by new district boundaries, K.S.A. 72-6790 allows the school buses of a district to enter the territory of other districts on established routes for transporting such pupils who choose to continue in attendance at the same school. This authority relates only to such pupils and only to the school years 1965-66 to 1968-69 inclusive. There is no other provision for transporting non-resident pupils except by written agreement with the board of a unified district as provided in K.S.A. 72-6757. A decision rendered in the Osage County District Court on October 27, 1965, defines an "established route" as one that was in existence and in operation at the time the law became effective on May 17, 1965.

K.S.A. 72-631 expressly forbids any district operating an elementary school to provide transportation for pupils to such elementary school who reside in another school district maintaining and operating an elementary school without the written consent of the board of the school district in which such pupil resides. The law does not prohibit a school from transporting non-resident pupils if they board the transporting vehicle within the boundaries or on the boundary of the transporting district. It should be understood, however, that such pupils may not be counted in claims for state

transportation aid; also, district taxpayers might have grounds for protesting any unnecessary costs to the district as a result of transporting such pupils.

School districts will, in the long run, gain by respecting the boundaries of neighboring districts. Where special arrangements are needed for pupil welfare and convenience, these should be made with mutual understanding and agreement of school officials of the districts involved.

Transportation Policies. Basic to the successful operation of a school transportation system is a well-developed set of governing policies. While the superintendent or personnel in charge of transportation may assist in formulating policies, the primary responsibility rests with the board of education. As a beginning, careful consideration should be given to the current edition of The Laws and Regulations Governing School Pupil Transportation in Kansas, published by the Traffic and Safety Department of the State Highway Commission of Kansas. There will naturally be variations in the needs of districts according to the region and local conditions but in general the transportation policies should cover the following broad areas: (1) responsibilities for planning bus routes, general operation of buses and maintenance of equipment; (2) purchase of equipment and supplies; (3) bus routes as to time schedules, stops, walking distance, safety precautions, and economy measures; (4) safety regulations for pupils and for drivers; (5) use of buses for extra activities; (6) determination of attendance areas; (7) selection, training and supervision of drivers; (8) emergency communication; and (9) insurance.

It should be recognized that school transportation is a highly specialized operation requiring careful business management, sound personnel practices, and favorable public relations. A system of preventive maintenance and cost accounting is essential to really efficient operation. Good drivers, comfortable and safe equipment, and punctual observance of schedules go a long way toward promoting the confidence of patrons and in creating a favorable public image of the district. Never should anyone forget that transporting children is a heavy responsibility and that people react quickly to any show of carelessness in handling an infinitely precious cargo.

A transportation consultant on the staff of the State Department of Public Instruction is glad to confer with districts on problems relating to pupil transportation and to supply helpful literature.

All possible aids for training bus drivers should be utilized. Bus driver clinics are provided each August throughout the state by the Safety Division of the Kansas Highway Commission and the State Department of Public Instruction jointly. First aid courses are made available to drivers by the American Red Cross. Safety films, bulletins, and magazines should be used regularly for driver improvement. Driver education teachers of the district can give valuable assistance to the in-service training program for bus drivers. Such a training program should be planned to cover the entire year and it should be understood that every driver would participate.

SCHOOL LUNCH SERVICE

In most instances school unification is bringing about radical changes in the organization and administration of school lunch programs. Such rapid changes, of course, are not without a variety of problems, both large and small. Most administrators of unified districts find themselves managers of multiple-unit lunch programs and faced with the problem of developing these into a system with some uniformity of operation and with built-in safeguards for efficiency. In many cases there will be demands in small attendance centers that have had no food service at all; other centers will have programs with such low participation that it is not economically feasible to continue them under the same plan; and still others may be providing cafeteria service not in compliance with Type A meal requirements.

Policies. Here again, policies and regulations become a necessary blueprint for the organization and operation of a district-wide school lunch system. In most districts one of the first decisions will concern the type of management or supervision under which the system will operate and the expected qualifications of the person to be placed in charge. Some questions may arise as to differentiation of policies, regulations and procedures and how far the board should go in determining these. If the manager or supervisor participates in shaping the policies, the question of what regulations and procedures should properly be left to the management should be resolved with comparative ease.

Broadly, the lunch room policies with which the board will be concerned are (1) organization, (2) administrative responsibilities, (3) types of service to be provided, (4) operating practices, (5) personnel, (6) purchasing, (7) finance, and (8) accounting. As the

program develops and the best procedures are determined, the various statements of policy, regulations, and procedures can be developed into a convenient school lunch handbook for distribution to all employees.

Organization and Administration. There is much to be said in favor of a full-time supervisor for the multiple-unit lunch room system. The extent of authority carried by such a position will depend on the degree of centralization of the program and the responsibilities assumed by other officers of the administrative group, especially a business manager.

Ordinarily the duties of the food service supervisor in a centralized system will come under the following general areas:

1. Establishing and maintaining standards for food, sanitation, and service.
2. Planning menus.
3. Selecting quality and quantity of foods and suppliers for food purchases.
4. Supervising cafeteria workers directly or through cook-managers.
5. Processing reports, requests and accounts for commodities, equipment purchases, and state reimbursement claims.
6. Obtaining substitute workers.
7. Interviewing, hiring, assigning, and dismissing lunch room workers.
8. Assuming fiscal supervision and responsibility for food service payroll, salary schedule, and approval and payment of bills.
9. Advising on lunch room facilities when building plans are in progress.

A centralized system, properly staffed, housed, and equipped, has many advantages over one in which each school center has its own separate lunch program supervised by the principal. Among these are (1) it relieves the principal for other important work, (2) it effects economies through quantity purchasing, (3) it provides a uniformly nutritious lunch through menus planned by a specialist, (4) it results in uniformly improved personnel practices, (5) it simplifies and improves record-keeping and reporting, and (6) it makes it possible to raise lunch room standards.

Whether the district decides to move to complete centralization of the program or not, it should take steps to transfer to the central office the control of finance, accounting, purchasing, and personnel. The School Lunch Section of the State Department of

Public Instruction has requested that each district, whether operating multiple units or not, submit only one reimbursement claim K-6 each month covering the combined operations of the various units. Also, as mentioned in another chapter, the accounts of the total program should be available for audit in a central office. It is recommended that a separate bank account be maintained for the school lunch program. The School Lunch Section of the State Department of Public Instruction provides an instruction sheet, "Procedure-Setting Up New School Lunch Records in Unified Districts." This and other suggested record-keeping forms from that office should be in the hands of the superintendent and of others responsible for the accounting of the program.

Financing the Program. In Kansas there are three main sources of support for the school lunch program: (1) lunch sales, (2) Federal aid, and (3) local district contributions.

Typically, the income from lunch sales provide somewhat more than 65 percent of the operating costs of the program. Careful consideration should be given to the sales price of lunches, for the extent of participation and the number of free lunches necessary are directly related to an appropriate price. Financial conditions of the district should be studied and the determined price should be well within the paying ability of most of the pupils. Upon the recommendation of persons directly responsible for the program, the board should set the district-wide sales price for lunches.

Federal aid to the local school lunch program is provided under authority of the National School Lunch Act. The United States Department of Agriculture has responsibility for administering the Act with the cooperation of state departments of education. There are three general forms by which aid is provided: (1) partial reimbursement for each "Type A" lunch served to pupils, (2) special milk payments, and (3) surplus commodities. The local district applies to the state department of education if it chooses to participate in the program. When it is approved, it not only becomes eligible for Federal funds but also may receive commodities distributed through the Commodity Division of the State Department of Social Welfare. The reimbursement rate is dependent on the amount of money appropriated by Congress each year and allocated to Kansas. Ordinarily the National School Lunch reimbursement amounts to slightly more than 10 percent of the cash income in school-lunch reimbursed schools.

The local school district should expect to provide funds for

needed school lunch facilities, both building and equipment, and for major equipment repairs. Administrative and supervisory expenses likewise should be borne by the district. In some districts it may become necessary for the board to assume some share of the operational costs in order to improve the quality of the service and still keep the sales price of lunches within the most practicable range for pupils. Ordinarily this will not be necessary under efficient management practices.

Lunch Room Personnel. Food service employees should be carefully selected since work in a school lunch room demands a great amount of physical vigor. Physical examinations should be required of all employees not only at the time of employment but also periodically to meet health laws and to re-check following any extended period of illness. Examinations should include chest X-ray and a careful check on possibilities of carrying any communicable disease.

Recently school lunch room employees have been accepted as eligible for membership in the School Retirement System under certain conditions. To be eligible, the employee must be paid out of the general fund of a school district as a regular full-time employee. Full-time is interpreted to be at least thirty hours a week throughout the school year. The source of the funds used by the district to pay school lunch employees is immaterial as long as the lunch workers are on the payroll of the district board and are paid by school district warrants the same as for the teachers. School lunch funds for labor, for retirement and other deductions can be transferred to the general operating fund of the district and may be expended for lunch room labor and deductions without affecting the 104% budget limitation.

Not only should lunch room personnel be carefully selected but considerable attention should be given also to in-service training that would improve the program. School Lunch supervisors of the State Department of Public Instruction have worked closely with other institutions and agencies in setting up training courses of various levels and kinds. Presently two state schools, Kansas State University and Fort Hays State College, offer two-hour undergraduate courses in lunchroom management. Periodically a two-hour graduate course for school lunch supervisors is offered at Kansas State University according to demand. Vocational training courses in food production will continue according to schedule in nineteen attendance centers throughout the state. These are 36-hour courses;

and on completion of four of these covering all the areas for food production, the trainee qualifies for the vocational certificate. Summer workshops provided by the State Department of Public Instruction plus county and state meetings of the School Food Service Association provide further opportunities for in-service training.

Lunch Room Facilities. The need for lunch-room facilities depends very much on the number of pupils to be served; but other factors, such as where the food is to be prepared, where it will be eaten, and how the lunch periods are scheduled, become important considerations also.

Before building new facilities, the administration will need to determine the extent of centralization of the district's food services. This decision will have implications for the provision of a central storage facility and the specifications for a central kitchen if it is to service one or more satellite operations.

The lay-out of the rooms and the type of equipment to be installed has much to do with the cost and convenience of operation. Since this is a specialized type of installation, most architects lean heavily upon the knowledge and experience of food specialists during the planning stage. Staff members of the School Lunch Section of the State Department of Public Instruction are equipped by training and experience for this service and are often called upon to assist school architects in lunch room planning.

The factors of prime importance in planning such facilities are (1) the location of the kitchen and dining room in relationship to the entire plant lay-out; (2) the required amount of space for planning, food preparation, storage, and cleanup; (3) the kind of equipment best suited to school lunch needs; (4) the location of each piece of equipment to assure minimum labor requirements; and (5) multiple use of some of the space as needed for the education program of the school.

The school board policies should include rules concerning the use of lunch facilities, for both school and non-school use. These should indicate who should be served food, when, and under what circumstances. The school should avoid competition with local restaurants; however, there may be occasions when education-related groups or civic organizations cannot be accommodated by other local facilities and must look to the school for such service. In such non-school use, the board rules should specify that the school lunch manager or a member of her crew be on duty, and that

if the dining room is used without using the other facilities, the kitchen and supplies should be locked.

Before the administration decides to develop a central kitchen in which food is prepared and transported to satellite facilities, it should consider carefully the relative advantages and disadvantages of such an operation. Food is never improved by being transported; however, if menus are properly planned and the food is prepared, packed and transported in the correct manner, an acceptably nutritious meal can be served in the satellite programs. In some instances the satellite system will be necessary as a stop-gap measure; however, if more than 125 to 175 pupils are to be served in the satellite school, it is usually wise to operate a local self-contained unit.

Helpful information covering the various areas of food service facilities may be found in A Guide for Planning and Equipping School Lunch Rooms, U. S. Department of Agriculture, PA-292, 1956.

Educative Aspects. Too often overlooked is the fact that the school lunch program should be made a valuable educative experience for pupils. Administrators and teachers should have proper concern for the eating habits of children as related to health and social development. The entire teaching staff should capitalize on their opportunity to use the lunchroom as a laboratory for teaching nutrition, health, and social amenities and for correlating the program with other areas of instruction. This is an excellent way to suit scientific facts to an action program.

Lunch room consultants from the State Department of Public Instruction are highly trained nutritionists and as such are glad to serve as resource people for classroom groups or other types of educational meetings.

HEALTH SERVICES

School district unification provides opportunity for expansion or introduction of pupil health services never before possible in many Kansas communities. While it is not the function of the school to assume the health and medical responsibilities of the pupil's family, the private physician, and the public health department, it does have obligations in areas related to education. In general, these areas cover (1) physical education and health instruction, (2) health appraisal and counseling, (3) emergency care of sick and injured, (4) programs for prevention and control of disease, and (5) provision for safe and healthful school environment.

Kansas laws make certain requirements for dental inspection (K.S.A. 72-5201 to 72-5203), vision screening (K.S.A. 72-5376 to 72-5379), and immunization from contagious diseases (K.S.A. 72-5380 to 72-5382). Most schools give hearing tests in addition to other health appraisals required by law. Also, it is common practice to require a physical examination for all pupils entering a school for the first time.

It is recommended that at least one school nurse be employed by each unified district to assume the many duties related to physical examinations, immunization, health counseling, emergency care, and the maintenance of health records. In smaller districts the nurse may serve several schools on a planned schedule with regular hours set aside for duties in her central office. Attendance centers of some districts are large enough, of course, to require the services of one or more full-time nurses.

If the district's needs are not great enough to require the services of a full-time physician, some arrangements should be made for one to serve on a part-time or fee basis.

Periodic physical examinations should be given every pupil and the results of the examination should be reported to the parents if there is any suggestion that remedial measures are needed. Some provision should be made for follow-ups on needed treatment. If parents are not financially able to provide the necessary care or dental service, the school nurse or principal should seek other means through public clinics or welfare organizations.

Copies of pupil health records should become a part of the individual pupil's folder in the central office and in the adviser's files. This information, along with other pertinent materials, provides valuable insight for dealing with pupil problems, whether related to school work, health, or social adjustment.

Every attendance center has the responsibility for providing emergency health services during school hours. An emergency health room properly equipped with cots and first aid materials should be available at all times. The principal in charge should arrange for first aid treatment, notifying parents, and taking the stricken child home or, if the condition warrants, to a doctor or hospital.

Since few schools have the services of a full-time nurse, there should be several persons in the building who are qualified to give first aid treatment. School personnel, however, should never attempt to provide more than first aid. Responsibility for treatment and

after-care properly belongs to the family and family doctor.

Statements of school policy should cover requirements and regulations for such health services as (1) employment of school nurse and physician, (2) emergency health facilities, (3) physical examinations and testing, (4) proper use of health records, (5) employee health certificates, (6) emergency health responsibilities, (7) readmission after illness, (8) control of contagious diseases, (9) sex education, and (10) accident insurance.

Since the relationship between pupil health and educational achievement is very great, the school has a real obligation to safeguard and promote, insofar as possible, the physical and mental well-being of every child in attendance. According to the needs of the individual pupil, this service at various times may become remedial, preventive, or developmental.

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IX

THE SCHOOL PLANT

The school plant is an important consideration in the educational program of any school district but it becomes especially so in most of those districts that are newly unified. With shifts of pupil population to or from original attendance centers, there arise problems of providing for additional pupils within existing school plants, adapting some buildings to a changed program, closing some, or perhaps developing an entirely new plant centrally located. By the term "school plant" we refer to the site, the buildings and equipment.

LONG-RANGE PLANNING

Only a careful survey of facility needs and a projection of community growth and development can provide wise solutions to the school housing problems. The reluctance of some communities to give up older attendance centers may delay action in a few districts where there is apparent need for new or different facilities. In such cases long-range planning will require, also, a special public relations effort.

While temporary planning becomes necessary to meet immediate housing needs, most school administrators will choose to have a comprehensive district survey upon which to base long-range building plans. Such a survey requires the services of people of various competencies. Ordinarily the survey will be preceded by a self-evaluation study in which local staff members and lay groups will work with outside consultants to determine the educational needs of the community and to evaluate the extent to which these needs are being met. The survey team then uses the information provided through the evaluation; and after thorough analysis of it and after making observations of its own, it makes its recommendations for improvements in the physical facilities of the district, both for immediate action and long-range planning.

The survey team may be special consultants provided by the State Department of Public Instruction, it may be a committee from

one of the educational institutions, or it may be from a private consulting firm. In any case, the members of the team must be persons familiar with changing school organization, curriculum, teaching, and learning techniques and must understand how these relate to school plant design. They should be persons who are perceptive of program needs as well as skillful in planning the school plant around the program rather than cramping the school program into a stereotyped kind of building.

UTILIZATION

It would be presumptuous to expect that a survey team in most situations would bring forth recommendations to build a new school plant. Primarily, it is the business of such a group of specialists to seek the most feasible housing for an educational program that is best suited to the district. This may mean better utilization of existing facilities. It may mean the shifting of school attendance centers, with some building additions or remodeling. Again, especially in the case of some marginal districts, the team may see that the educational outlook is so meager that the advice will be to seek further reorganization rather than invest public money in an unrealistic building venture. It is already evident in Kansas that had there been less inclination to build new school buildings in a number of small attendance centers that were hopeful of becoming hubs of larger school systems, there would be fewer problems today in developing logical centers with comprehensive educational programs.

Before asking for additional new facilities, the administration of any school district has an obligation to make use of existing school plants to the greatest possible extent.

The degree of school building utilization is directly related to school enrollment, techniques of scheduling, breadth of curriculum, and the flexibility built into various areas of the school plant. It is not unusual for some principals to consider that their buildings are overcrowded when the real problem is only one of proper distribution of pupil load within the facilities already available. While it is seldom possible to use every pupil station every period of the day, any principal who is using no more than 60 percent of pupil stations during the school day would have little excuse to ask for additional housing.

There are several ways in which a number of schools have been able to increase the degree of building utilization. A common method

is by increasing the number of periods of the school day through use of the closed noon period, lengthening of the school day, and alternating sections of certain laboratory-type courses between use of the classroom and the laboratory or special facility so that both facilities are in use at the same time.

Overcrowding in some elementary schools has been relieved by a modification of the platoon type of organization. The housing for such an adaptation must include rooms for art, music, and science, an auditorium, at least one gymnasium that will accommodate both boys and girls at the same time, and a library. Such special facilities would need to provide for as many pupils as can be accommodated in the regular classrooms. Under this plan the entire school enrollment is divided into two platoons, which alternate between the regular classrooms and the special facilities. Shifts can be made as best suits the program, usually once during the morning session and once in the afternoon.

In some buildings the area of classrooms will allow additional seating without jeopardizing the health and comfort of pupils and without violating acceptable standards for classroom space and teacher load. Some situations may be so critical as to require double sessions or overlapping sessions for a time, but such a measure is certainly not to be recommended as a continuing practice.

In several of our larger secondary schools greater utilization of facilities has been accomplished through class and pupil scheduling by an electronic computer.

Occasionally a school district is caught with a sudden but temporary increase in pupil population because of a construction project or some other large-scale activity in the community. If additional pupil housing is required to meet the immediate need, the use of mobile or relocatable classrooms is probably the most feasible solution. This type of facility, however, is approvable only on a temporary basis.

Usually it is the special facility areas that have the lowest degree of utilization. This has been especially true of the traditional type of school auditorium. The trend in smaller schools, especially elementary, has been toward a multi-purpose room which serves as a facility for music, physical education, school assemblies, school lunch, dramatic and musical productions, and meeting place for community groups. If the auditorium or multi-purpose room is not used as effectively as the rest of the building, the educational program is usually lacking in creative activities that should be an

important part of a balanced and enriched curriculum.

CUSTODIAL SERVICES

Modern school plant care demands infinitely more than was expected of the traditional janitor whose job was mainly to stoke the furnace, sweep the floors, and do some painting and repair work during the summer. A school building of recent design is not unlike a complex machine which requires technical skill to operate and engineering competence to maintain. Custodial personnel, therefore, must be selected with care and trained thoroughly according to the specialized work to which each person is assigned.

While the school custodian, or plant engineer, must be a specialist in certain areas, he must at the same time assume a number of roles in the complete course of his duties. Because he is constantly associated with children, he should be a good example. Through his intimate association with the school situation and the impression that a well-kept building makes on the general public, he becomes an important aid to favorable school-community relations. Among the many other miscellaneous duties, he serves as a cleaning specialist, a heating and air-conditioning operator, a utilities inspector, a building service man, and a security guard.

Many districts are finding that women custodians can serve quite successfully for much of the lighter janitorial tasks, such as care of rest rooms, dusting, cleaning chalkboards, and some floor care. Care of the girls' toilet rooms during the day is simplified if women are on the custodial staff.

School policies should cover the area of school building care and service, including salary schedule for custodians, uniform dress, requirements for in-service training, organization of staff and channels of authority, purchase of supplies, and a program of preventive maintenance.

Ordinarily the daily work schedule of a custodian is the responsibility of the building principal. If the district has a supervisor for building maintenance, that person will work closely with the building principals and the central administration in making work assignments and setting minimum cleaning standards.

The district will find that it is economical in the long run to operate on a planned maintenance program. This will require some determination of appropriate cycles for such maintenance items as painting, floor treatment, refinishing or replacement of furniture, and roof repair. An important part of the maintenance program is the

schedule of thorough and consistent building inspection. This should be done by a person who has proper training, and according to a definite guide or check sheet. Careful records should be kept on the entire maintenance program, showing dates of repairs, costs, and needs.

While there will be emergency maintenance costs from time to time, a planned program will go a long way toward stabilizing the maintenance budget as well as eliminating unnecessary interruptions in use of the school plant.

SCHOOL PLANT CONSTRUCTION

The process of building a new school plant is a long and intricate one. As soon as the board of education has resolved to follow recommendations of a facility survey indicating need for a building program, the members are confronted with problems of planning, promoting, financing, constructing, and equipping the new facility. Decisions must be made on use of professional consultants, choice of an architect, use of lay committees, informing the public, selection of a site, planning with the architect, financing the project, negotiating a building contract, and managing the business phase of the entire project.

Role of the Superintendent. Because of the critical relationship that a school plant bears to the educational opportunities of many children for many years to come and the heavy financial investment of the school district, a school facility planning and construction program should draw upon the best technical knowledge available as well as have skillful administrative leadership. Ordinarily it is the district superintendent who as executive officer of the board acts as general manager or coordinator of the project. As such, he will provide leadership in determining educational needs and in setting priorities in planning. He will recommend to the Board of Education those plans and procedures he judges to be most desirable for accomplishing the educational objectives of the district through the new facilities. As the building program progresses, he becomes the expediter and general consultant for the variety of problems that inevitably arise.

The Board of Education. The Board of Education makes final decisions on selection of building sites, hiring of personnel, approval of plans, contracting for services, authorization and acceptance of bids, payments for various phases of completed work, and final acceptance or rejection of the project as to completeness in terms

of the building contract. All actions and decisions of the board should be made in legal board meetings and should be properly recorded in the official minutes.

Consultants. During the planning and construction process there will be many occasions to call upon the knowledge and skills of persons who have unique contributions to make. Many of these persons will be consulted through arrangements made by the architect. These might include such specialists as lighting experts, structural engineers, heating and air-conditioning engineers, landscape architects, electrical engineers, color specialists, sanitary engineers, and equipment designers. The alert administrator should be in a position to recommend the use of outside specialists as needed, but he should likewise be sure that the skills of his own staff and the advice of capable resource people within the district are used to the best advantage. The State Department of Public Instruction has a number of persons who are well qualified by preparation and experience to aid in planning facilities for such special areas as library, laboratories, lunch room, physical education, art, music, industrial arts, audio-visual, and other rooms for specialized instruction. These persons are available without charge to the district.

Selecting an Architect. Probably the most important step to be taken by the district in the school building venture is the choice of an architect. To a great extent the utility, the appearance, and the cost of the building will depend on his creative skill and perceptive judgment. Ordinarily the members of the board have had little experience in employing an architect and their acquaintance with architectural firms is usually limited. They and the administrator, therefore, will probably depend on a standard questionnaire and application form for obtaining comparable information on prospective architects. Usually the information presented by the prospective firms will include samples of layouts made for similar projects, photos, and lists of other building projects completed by the firm.

Much time can be saved if the board limits its interviews with prospective architects to four or five of the more promising ones as determined by a careful screening of the applications. Before making a decision, the board may wish to visit several building projects completed by the architects being considered.

The architect should be selected early in the planning process so that he may understand the educational needs of the district and

how these are to be served by the new facility. A logical time would be shortly after the results of the educational survey are known and the board has resolved to proceed with a building program. The architect then has ample time to collaborate with the educational consultant as the two work with the local planning group.

Educational Specifications. Basic to adequate school plant planning is a comprehensive statement of all the educational experiences and activities that should be provided within the new facilities. Such a statement should represent the combined efforts of the superintendent, members of his staff, outside consultants, and resource people that were involved. These educational specifications then become reference points for the architect in drafting his building design and construction specification.

Planned Procedures. Early in the building program the administrator and board should agree on a pattern of procedures with at least a tentative timetable of activities. Likewise, responsibilities should be understood and authorities definitely stated.

It would be easy to overlook some of the many details of the total building program unless a flow chart of activities or master plan of some kind were developed and followed carefully.

The following is a sample list of a sequence of activities and responsibilities in a building program.

Schedule of Activities in School Building Program

	<i>Board Architect Jointly</i>	
1. Review recommendations of educational survey committee.	x	
2. Pass formal resolution calling for a building program.	x	
3. Choose educational consultant.	x	
4. Set procedure for employing architect.	x	
5. Screen architect applications.	x	
6. Architect interviews and selection.		x
7. Board and architect agreement.		x

Board Architect Jointly

8. Review educational specifications.			X
9. Analyze educational program.			X
10. Establish building program.			X
11. Set production time limits.			X
12. Appoint committee for selection of site.			X
13. Confer on selection of site.			X
14. Approve building site.	X		
15. Draft schematic designs.		X	
16. Approve schematic documents	X		
17. Make preliminary drawings.		X	
18. Develop preliminary specifications.		X	
19. Make preliminary estimates		X	
20. Confer on preliminaries.			X
21. Retain legal adviser.	X		
22. Revise preliminaries.		X	
23. Approve preliminary documents.	X		
24. Plan financial program.	X		
25. Prepare for special election for bond issue.	X		
26. If election favorable, authorize architect to proceed with final documents.	X		
27. Approve special consultants.	X		
28. Review preliminary floor plans with staff.			X
29. Prepare preliminary equipment layouts.			X

Board Architect Jointly

30. Prepare final plans.		X	
31. Write final specifications.		X	
32. Make final estimates.		X	
33. Approve final documents.	X		
34. Select contractors for bidding.			X
35. Issue documents for bidding.		X	
36. Contractor pre-bid conference.		X	
37. Receive bids.	X		
38. Review bids.			X
39. Advise on contract award.		X	
40. Award contract.	X		
41. Assist in execution of contract.		X	
42. Execute contract.	X		
43. Approve bonds and insurance.		X	
44. Arrange for waiver of liens.	X		
45. Instruct contractors to proceed.		X	
46. Supervise construction.		X	
47. Prepare field inspection reports.		X	
48. Review and approve shop drawings.		X	
49. Inspect and approve samples.		X	
50. Prepare monthly certificates on work completion.		X	
51. Pay construction costs monthly.	X		
52. Review construction reports.			X
53. Prepare and sign change orders.		X	
54. Countersign change orders.	X		

Board Architect Jointly

55. Make final inspection.		x	
56. Receive special guarantees from contractor.			x
57. Receive release of liens.	x		
58. Receive and retain final building plans.		x	
59. Accept building.		x	
60. Make final payment.	x		
61. Faculty orientation.			x
62. Open house.			x
63. Observe building during guarantee period.		x	

CONCLUSION

In most instances school district reorganization calls for special consideration of pupil housing problems. Valid solutions to these problems depend very much on extensive surveys of educational needs of the district and on careful planning by persons who have special competencies.

The administration has an obligation to use existing facilities to the greatest possible extent when they are suitable and it is educationally feasible to do so.

Efficient operation of the school plant depends not only on well-trained, well-organized custodial help, but also on a wisely planned maintenance program.

While the school plant is only an important tool for the educational program, it can enhance or restrict that program for many years to come according to the amount of foresight exercised in the planning stage.

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X

THE SCHOOL BOND ISSUE

Major school construction is seldom accomplished without at least a part of the cost financed through a local bond issue. The job of the superintendent, therefore, is only partly finished when the need for new facilities has been determined and the specifications for the building completed. His true leadership will be put to the test in judging the extent to which the district will invest in educational improvement and in rallying support for the additional expenditure.

The process of conducting a school bond campaign and election is in itself a whole area of specialized school administration. More and more school districts are relying on the assistance of specialists in this field, not only for the legal work involved but also for surveying the receptivity of the community toward a proposal, for advice in communicating the educational need to taxpayers, holding the election, and selling the bonds. Therefore, because of the complicated nature of the procedure involved, it is urged that the district obtain and follow the advice of at least a financial advisor or attorney qualified to guide the administration through the various steps of the bond issue.

While there are no sure-fire techniques for conducting a successful campaign for the school bond vote, there are a few principles and procedures that can increase the chances for success if followed carefully. (1) A citizens' committee should survey public receptiveness to school improvement and make recommendations to the board. (2) The resolution of the board to try to borrow and build should come by unanimous vote. (3) The project should have the public endorsement of prominent citizens in the district. (4) Timing of the election date should be considered carefully in relation to a number of factors such as other local bond elections, economic conditions, prospects for farm crops, and interest rates. (5) A lay speakers' bureau should be formed to provide local groups with resource persons for explaining how the project will increase

educational opportunities in the district. (6) While exerting leadership, the superintendent should remain as far in the background as possible. (7) All available communication media should be used in publicizing the project and in presenting facts clearly and convincingly. (8) The campaign should be financed entirely apart from district funds.

Statutory provisions covering authorization and procedures for issuing school bonds in Kansas are as follows: K.S.A. 10-101 to 10-132 inclusive, as amended; K.S.A. 72-6761; K.S.A. 72-67,114; and K.S.A. 75-2315 to 75-2318 inclusive.

This chapter attempts to outline only the elementary items involved in a bond issue.

GENERAL PROVISIONS FOR BOND ISSUE

A. General obligation bonds may be issued for the purpose of (1) purchasing or improving a school site or sites, (2) constructing, equipping, furnishing, repairing, remodeling, or making additions to school buildings used for school purposes, and (3) purchasing school buses.

B. General limitations of bond issue:

1. The aggregate amount of bonds of a board outstanding at any time (exclusive of bonds specifically exempted from statutory limitations) shall not exceed seven percent (7%) of the assessed valuation of tangible taxable property within the district; additional bonds may be voted with the approval of the Board of School Fund Commissioners.

a. The Kansas Board of School Fund Commissioners is hereby authorized and empowered to make an order authorizing any unified school district to vote school bonds to an amount to be determined by the Board of School Fund Commissioners, and in addition to the amount of bonds which such district may be otherwise authorized to issue.

2. The board may issue, without an election but with the written approval of the state superintendent, bonds in an amount not exceeding ten thousand dollars (\$10,000) to pay for needed repairs on school buildings or equipment or to purchase school buses, but the aggregate amount of such bonds outstanding at any time shall not exceed twenty thousand dollars (\$20,000).

- a. Application should be made on Form U 27 which may be secured from the State Superintendent of Public Instruction.
 - b. A ruling by the Attorney General's office prohibits the State Superintendent from granting a second permit to issue \$10,000 in bonds until thirty days after the issuance of the first \$10,000 series.
3. Bond issue must mature in not more than twenty (20) installments of approximately equal amounts each year.
 4. Bonds issued shall bear interest at the rate not to exceed five (5) percent per annum.

PROCEDURE FOR CALLING AND HOLDING A BOND ELECTION

- A. The board shall adopt a resolution stating the purpose and the estimated amount for which bonds are to be issued.
- B. The board shall give notice of each bond election in the manner prescribed in K.S.A. 10-120 and K.S.A. 1965 Supplement 72-67,114.
 1. Elections shall be held in accordance with the provisions of the General Bond Law.
 - a. Notice of election shall be published in a newspaper having general circulation once each week for three consecutive weeks, the first publication to be not less than twenty-one (21) days in the clear prior to such election.
 - b. The notice shall state:
 - The name of the unified district,
 - The date of the bond election,
 - The purpose for which the bonds are to be issued,
 - The amount of bonds to be issued,
 - The proposition to be voted upon,
 - The hours of opening and closing of the polls,
 - The voting place or places and the territory each place is to serve,
 - The amount and purpose of the bonds proposed to be issued, and
 - The address of the election headquarters of the officer or board conducting the election.
- C. The election:
 - The board shall be in charge of the election.
 1. Appoint electors of the district to act as judges and clerks.
 - All qualified electors of the district shall be entitled to vote.
 - Vote shall be by official ballot.

- The election board shall make a report of the results of the balloting to the board of education.
- A majority vote of electors voting determines the results of the election.

REGISTRATION AND SELLING OF BONDS

- A. Bonds must meet the following requirements:
- Printing of bonds must comply with uniform legal requirements.
 - Signature of president, attested by clerk of board and counter-signed by treasurer of the board.
- B. Procedure for selling bonds: (If \$100,000 or under see item 8, p.88)
1. It shall be the duty of the board of education to send a certified copy of the transcript of the proceedings required by law preliminary to their issue, as required for registration of bonds by the state auditor, by registered mail, to the State School Fund Commission, and it shall be the duty of the State School Fund Commission within ten (10) days after receiving such transcript to notify the board of education in writing whether or not the State School Fund Commission desires to purchase the issue of bonds authorized by said transcript.
 2. If the State School Fund Commission does not purchase such bonds, they shall be sold at public sale as follows:
 - a. The board of education shall publish a notice of such sale one time in some newspaper having general circulation in the county where said bonds are issued, and in the official state paper. Said notice shall be published not less than ten (10) days nor more than thirty (30) days before such sale and shall contain the following information:
 - The date, time and place at which a public auction will be held or at which written sealed bids will be received and considered for the sale of such bonds for cash at not less than par and accrued interest;
 - The date of issue, total par value and denomination of the bonds being sold;
 - The dates and amounts of maturities of such bond issues;
 - The dates on which interest on such bonds shall become due and payable;
 - The place or places where and the approximate date on which the bonds being sold will be delivered to the purchaser;

- A statement that a good faith deposit in the form of a certified or cashier's check in the amount of two percent (2%) of the total par value of the bonds being sold shall accompany each bid or in the case of public sale at auction the same shall be furnished by each bidder;
 - A statement disclosing whether or not the purchaser of the bonds will be required to pay for the printing thereof and to what extent the purchaser of the bonds will be required to pay the expense of legal services rendered to the municipality in connection with the issuance of the bonds including the fees of recognized bond counsel for an opinion as to legality of issuance;
 - The assessed valuation of the municipality; and the total bonded indebtedness of the municipality as of the date on which the bonds being sold are dated including the bonds submitted for bid.
3. Provided, That it shall be permissible for such bonds to be advertised as provided herein prior to their being offered to the State School Fund Commission, and provided herein subject to rejection by the State School Fund Commission, and in such case, rate of interest may be omitted in advertising and the bidders requested to specify the lowest interest rate or rates on such bonds at which they will pay not less than par and accrued interest.
 4. If sold at public sale with sealed bids, purchasers shall submit their bids in writing, sealed, for all or any part of such bonds, and each bid shall be accompanied by a certified check for two percent (2%) of the total amount of such bid.
 - a. In any case any purchaser, whose bid is accepted, shall fail to carry out his contract, the said deposit shall be forfeited to the municipality issuing the bonds.
 5. Sealed bids shall be opened publicly and only at the time and place specified in the notice. At the time and place specified, the bonds shall be sold to the highest and best bidder or bidders, and the bonds may be allotted among the bidders; however, any or all bids may be rejected.
 6. No contract for the sale of such bonds shall be made with anyone other than the State School Fund Commission, except on bids submitted as herein provided.
 7. No bonds shall be delivered to any purchaser until the amount of the bid is placed in the hands of the officer in charge of the sale.

8. The provisions of this section relating to the public sale of bonds shall not apply to bonds secured solely and only by revenues and bond sales where the total amount of the issue does not exceed one hundred thousand dollars (\$100,000), and in such cases, such bonds may be sold at public or private sale as the officers having charge of the sale of such bonds shall determine. The practice of providing more than one issue within a twelve (12) month period for any one project is prohibited unless the project engineer or architect certifies that it is necessary to do so for the orderly construction progress of the project.

**PAYMENT IN CASE OF TRANSFER OF TERRITORY
OR DISORGANIZATION OF DISTRICT**

The territory within the district at the time the bonds are issued remains liable for the payment of such bonds after transfer or disorganization.

NECESSARY FORMS

Bond forms are packed in sets and furnished by the office of the state superintendent.

Form U 21 - Notice for school district bond election

Form U 22 - Sworn statement of school district census

Form U 23 - Poll books to be kept by the judges and clerks of school district's bond election

Form U 24 - Statement of valuation and financial condition of district

Form U 25 - Bond resolutions

Form U 26 - Offer of bonds to the Kansas State School Fund Commission

Form U 27 - Issuance of \$10,000 in bonds without an election

Form U 28 - Publication of intent to issue bonds in excess of seven percent (7%) of the assessed valuation

Form U 29 - Application to the State School Fund Commission to vote and issue bonds in excess of seven percent (7%) of the assessed valuation

**PROCEDURE FOR ISSUING BONDS IN EXCESS OF
STATUTORY LIMITATION**

(K.S.A. 75-2315 to 75-2318 inclusive, as amended.)

There are four (4) distinct steps necessary in an application

by a school district board to issue bonds in excess of the statutory limitations of seven percent (7%), as follows:

- A. The local school board at one of its regular or special meetings, may vote to make an application to the School Fund Commission to vote bonds in excess of the statutory limitations.
1. The board shall make such application when it has been presented with a petition by at least fifty-one percent (51%) of the qualified electors of the district.
 2. The local school board shall give notice of its intention to file such application by a publication in a newspaper of general circulation in such district. The publication shall be made on Form U 28 adopted for this purpose by the Kansas School Fund Commission, and the form may be secured from the State Department of Public Instruction, Topeka, Kansas.
 3. The board in applying to the School Fund Commission for permission to vote and issue bonds in excess of seven percent (7%) of the school district valuation will use Form U 29. This form may be secured from the State Department of Public Instruction, Topeka, Kansas. The application form shall be properly completed, signed by the school board members, notarized, and mailed to the Attorney General's Office, Statehouse, Topeka, Kansas.
 - a. Attached to the application form shall be a copy of the minutes wherein the board took action to start this procedure as specified in No. 1.
 - b. Attached to the application form shall also be a clipping from a newspaper indicating proof that notice was properly given to the local citizens as enumerated in No. 2.
 - c. A certificate that the newspaper in which notice was published is one of general circulation in the school district.
 - d. A statement of the school district's valuation computed in accordance with K.S.A. 1965 Supplement 79-1440 must be attached.
 4. The said application shall be heard by the board of School Fund Commission upon a day fixed, and the governing body of the school district be so notified, unless such notice is waived by the governing body of the school district, in which case the executed waiver should accompany the application.

Such hearing shall be in the office of the State Superintendent of Public Instruction in the Kansas State Education Building, 120 East Tenth Street, Topeka, Kansas. If said board of School Fund Commission grants the application, election to vote upon the question shall be held in all respects as provided by law.

CONCLUSION

The entire process of planning and consummating a bond issue is quite technical in nature. Failure to follow carefully all requirements of Kansas law covering bond procedures and elections has in several cases invalidated the whole effort. The services of bond attorneys and fiscal agents are quite necessary for success in the undertaking. The responsibility for the ultimate success of the bond issue, however, rests with the school board and superintendent.

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XI

OTHER AREAS OF CONCERN

Thus far this handbook has attempted to deal only with those areas of immediate and major concern to administrators of newly unified districts. This chapter aims to mention briefly several topics that may be of varying concerns among school districts in Kansas.

SCHOOL DISTRICT BOUNDARIES

Revolutionary changes in district boundaries have resulted from the sweeping program of school reorganization in Kansas. Most of the new boundary lines are logical, generally satisfactory to patrons, and fulfill the spirit of school unification laws. Unfortunately there are still a considerable number that do not fulfill these criteria and the requests for transfer of territory in some of these situations become increasing problems for school boards as well as for the State Department of Public Instruction.

The intent of the Kansas Legislature was that each unified district as much as possible should be "comprised of one contiguous compact area," (K.S.A. 72-6744-h). This should be a priority consideration in studying proposed boundary changes. The state superintendent should not be expected to create irregular boundary lines where straight ones presently exist. On the other hand, he would be glad to assist in straightening out those irregular boundaries where the need that created them no longer exists.

It is recognized that the boundaries of some unified school districts were finally established by compromise and with certain promises on the part of petitioning boards that minor adjustments could be made at a later date. Kansas Statutes 72-6750, 72-6758, and 72-6769 relate to provision for transfer of territory from one district to another under certain limited conditions. Most of the requests for transfer that are reasonable, needed, and provide greater convenience for the school patrons involved can and should be handled by mutual agreement between the boards of the two unified districts and with the approval of the state superintendent, as authorized by K.S.A. 72-6758.

Actually, there are several distinct processes by which school district boundaries may be changed, although the word "transfer" is often used in a broad sense to refer to the procedure by which territory is added to a specific district. (See K.S.A. 72-6750, a.)

Terms referring to district boundary changes are often confused; therefore, in many instances misused. Five of these terms more commonly used are "attachment," "annexation," "transfer," "unification," and "consolidation."

Attachment refers to the process of joining disorganized territory to an operating school district. (See K.S.A. 72-831)

Annexation is a term used from the standpoint of a district that acquires additional territory. The process may be through the extension of the boundaries of a city of the first or second class (See K.S.A. 72-5316) or the disorganization and attachment of adjoining school territory. (See K.S.A. 72-829)

Transfer more specifically refers to the procedure of taking territory from one organized district and adding it to another.

Unification is the process of disorganizing school territory and forming a single district, under provisions of Unification Acts I, II and III, for providing instruction in grades one through twelve.

Consolidation is a process whereby two or more school districts vote to disorganize and combine the related areas into a single district. (See K.S.A. 72-6789)

In many instances the temporary inconvenience that patrons experience by location of school district boundaries can be relieved by tuition and transportation agreements between the interested school boards. K.S.A. 72-6757 authorizes such agreements to be made for students who reside at inconvenient or unreasonable distances from the schools maintained by their unified district or who should, for any other reason deemed sufficient by the board of their unified district, attend school in another unified district. Consideration given to the needs of students as related to this statute would in many cases eliminate the need for transfer of territory.

There is great need to establish a degree of permanency and stability in the matter of school district boundaries. Any undertaking for a change of boundary lines, therefore, should not be entered upon lightly. On the other hand, where greater compactness of the district can be achieved and the services to pupils thereby improved, the board should assume an obligation to initiate the change.

PROTECTION FROM DISASTER

Physical protection of the life and limb of every pupil of the district is a heavy responsibility that rests upon the board of education and all school officials. Not only should they be concerned with school safety as it covers the traditional school environment but also they should take every reasonable precaution to protect pupils against possible disaster.

Tornado, fire, flood, blizzard, and enemy attack are all threats to be reckoned with here in the state of Kansas. Preparedness for such emergencies starts with planning, and planning originates from basic board policy and administrative action.

Preparedness for emergency situations naturally falls into two broad classifications - physical and mental. On the physical side are shelter facilities, warning devices, lines of communication, fire extinguishers, safety devices, first aid equipment, and survival supplies.

Equally important are those mental preparations developed through in-service disaster education for all school personnel, careful planning to meet emergency situations, assignment of responsibilities, pupil instruction, organized teacher - pupil action for each type of disaster, and habits formed through appropriate drills.

The shelter concept is the hub of the disaster protection program; therefore, the board of education in cooperation with the school administrator should determine a shelter space adequate for each school building. This item should be an important consideration in planning for any new school facility. The school administrators, in turn, should make the proper shelter space assignments for the various groups of the school population. Such areas should be clearly marked as well as generally understood.

The district should provide a fail-proof warning system that would take into account each special type of disaster and indicate the proper emergency procedure to follow. For example, the warning to evacuate the building in case of fire should be distinctly different from the signal to seek the shelter area in case of storm. Stand-by warning devices should be readily available should there be a power failure.

Any school administrator has available to him a variety of technical information and assistance from civil defense specialists on the Federal, State, county, and local levels. He or members of his staff are eligible to receive civil defense instruction, without charge,

from the Civil Defense Adult Education Office of the State Department of Public Instruction. Further, civil defense courses of instruction may be offered students on the senior high school level by a certified instructor provided by the Civil Defense Adult Education program. This course teaches survival practices for any type of disaster, natural or man-made.

EDUCATIONAL TELEVISION

Just emerging in Kansas as a tremendously effective tool for teaching is the new system of educational television. School administrators should be familiar with the present types of ETV already available in our state and with the developing potential of this type of learning media.

The first open-circuit ETV station to operate in Kansas was Station KTWU, Channel 11, which began full operation in Topeka on October 21, 1965. The station is licensed to Washburn University but is organized and operated in the same manner as a community non-profit station. Curriculum planning for the programs is done in coordination with the State Department of Public Instruction.

Currently the station serves the area within an 80-mile radius of Topeka, with a possible Kansas school population of approximately 200,000 pupils. Its programs extend from 9:00 a.m. to 3:15 p.m. Monday through Friday for School Services, and from 5:30 p.m. to 9:00 p.m. Monday through Friday for Community Services. The School Service programs are designed for grades one through twelve and include some seventeen separate subjects.

The operating cost of the School Service program is covered, at least partly, by a yearly per-pupil assessment paid by the participating districts.* The service includes teachers' program guides for all participating classrooms.

It is expected that Channel 8 in the Wichita - Hutchinson area will begin operating soon as an ETV station. Through a micro-wave link with Channel 11 in Topeka it should be possible for this station to carry programs scheduled on Channel 11 as well as those it carries independently on its own channel. The two stations operating together should cover about seventy-five percent of the school population of Kansas.

* \$1.50 in 1966

The UHF programs of Channel 19 of the Kansas City, Missouri public schools have been used by several schools in nearby Kansas counties. Also a Nebraska station broadcasts a signal acceptable for some schools in the Oberlin-Hill City-Phillipsburg-Smith Center area. In using out-of-state ETV services there arise problems of coordinating programs with state and local curricula and in obtaining teachers' guides for effective use of the lessons. Further, there is an ethical consideration in using the programs unless the school has arranged to participate in the financial support of operating the ETV station.

Educational television by cable offers possibilities for some schools not in an acceptable signal area. Through leased telephone lines, selected programs of an operating station are transmitted directly to the participating school.

Eventual development of area or regional service centers among the unified districts in Kansas should further the possibilities of using closed-circuit ETV systems or even the 2,500 megacycle ETV system, which is a kind of on-air, closed-circuit type of distribution servicing only a limited area of 10- to 15-mile radius.

The relative advantages and disadvantages of educational television should be clearly understood by the administration before a school district decides to tool up for this kind of instructional service. If the advantages appear great enough and participation has been indicated as feasible by a competent engineer, the administrator will need to develop a master plan for initiating ETV into his schools. Such a plan should be broad enough to consider local needs, goals, and philosophies, yet complete enough to indicate the procedures by which ETV can be brought to the classroom.

Once the superintendent is convinced of the feasibility of educational television and the local need for it, his next problem is to secure teacher, pupil, and parent support for his project. While this may take considerable time, to move without such approval, especially of the classroom teachers, would jeopardize the program from the start.

Educational television is an effective tool to be used by good teachers - not to replace teachers. When used wisely by the district it can (1) improve instruction, (2) enrich the curriculum, (3) capitalize on audio-visual instruction, (4) provide in-service education for teachers, (5) extend the course offerings, and (6) help develop favorable public relations.

AUTOMATIC DATA PROCESSING

School unification has increased the pupil population of a number of districts in Kansas to the extent that processing the mass of school information in the sizeable districts is a problem that might be handled more effectively, more quickly, and even more economically by automatic data processing than by the traditional hand-processing. The feasibility of this type of data processing for a particular school district could be determined only through a careful study by persons who have both the technical knowledge of data processing systems and an understanding of school administration.

Since data processing equipment is designed for handling items of information in volume, there would be little for a school system to gain by installing this kind of equipment unless pupil enrollment is of a reasonable size. On the other hand, the smaller school district may have a few data applications that can be handled to advantage through an ADP service bureau. In general, such an application should be one that is simple and clean-cut, can be planned well in advance, and has a minimum of timing and communication problems. A few examples of such applications are (1) certain pupil personnel data as scheduling, cumulative records, and grade reports; (2) property inventories; and (3) test scoring and tabulation.

The use of the service bureau provides a good approach for some districts to move to their own installation as they grow in experience. Also, it is a means by which members of the school staff can be introduced to data processing procedures.

An increasing number of school districts are using data processing equipment for vocational instruction as well as for administrative applications. Courses in key punching, computer programming, and use of the various items of equipment are offered to both high school students and adults. Not only does this dual use increase the utilization and value of the processing hardware, but the educational discounts allowed on cost of equipment can add further savings for the district.

The State Department of Public Instruction is presently working toward a total system whereby education information of the state can be processed electronically. This will mean that the larger local districts that have developed data systems compatible with that of the state agency will be in a position to prepare information more quickly for state use as well as participate in an interchange of card decks or computer tapes.

More and more the whole pattern of school information accounting and reporting will be geared for automatic data processing. Any school administrator, therefore, should be informed on general applications and techniques of educational data processing.

CONCLUSION

The entire spectrum of school administration is considerably kaleidoscopic in nature. With every change in school law, with developing Federal programs, and with changing emphases and new techniques, the patterns shift. Some statutory references and administrative procedures given in this handbook will no doubt become obsolete with the next session of the state legislature. Within a short time research and innovation will likely outmode other sections of it. It is because of this process of change that the State Department of Public Instruction seeks to inform school officials of most recent developments in law, procedures and policy. Through a variety of mailings, and by means of conferences, workshops and a summer seminar your state agency tries to keep you apprised of changing patterns in the design of Kansas education. Likewise, it solicits your advice and suggestions for improving the educational program of our state.

While the various areas and details of school administration have been treated separately in this handbook they are for the most part interrelated. Since it is rarely possible to isolate one important concern and provide for it separately, the school administrator must become adept at orchestration if he expects to direct a harmonious rendering of his total school program.

To some persons the critical concerns in guiding a unified district may loom as problems, but to the competent and devoted superintendent they are a stimulating challenge. The fact that they are there is the justification for a district to pay money for the services of a superintendent of schools.

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INDEX

- Accounting, 29
- Accreditation, 42, 45, 48
- Activities, 44
- Annual report, 35
- Architect, 77, 78
- Area vocational school levy, 34
- Attendance centers, 41
- Attorney General, 33, 53, 85
- Audio-visual, 14, 94-95
- Audits, 38

- Board of education, 19-25
 - building, 76-77
 - committees, 22
 - policies, 22-23, 63, 64, 67, 70, 75
 - teacher relationships, 24
- Bond, proceeds, 30
- Bonds, 33, 83-90
- Budget, 31-33
- Budget review board, 32
- Buildings, 72-83
- Bus drivers, 63

- Capital outlay fund, 34
- Cash-basis law, 26
- Civil defense, 93, 94
- Communication media, 13-15
- Communications, 12-18
- Community attitudes, 15, 43
- Construction, plant, 76
- Contracts, 54
- Curriculum planning, 46-48
- Custodian, 75, 76

- Data processing, 96, 97
- Disaster protection, 93
- District boundaries, 91, 92
- Driver training, 35, 36

- Educational program, 45-50
- Evaluation, 47
- Evaluation guides, 47, 48

- Facilities, 41, 72-83, 93
- Federal, P.L. 874, 37
- Finance, 31, 65, 66
- Fiscal management, 26-40
- Food service, 63-68
- Foundation finance, 31, 32
- Fringe benefits, 52-54
- Funds, special, 33-34

- Guidance, 36, 46

- Health program, 46
- Health services, 68-70
- History, school districts, 9-11

- In-service education, 47, 57, 58
- Instructional materials center, 46

- Kansas legislature, 10, 11

- Lunch room, 63-68
 - facilities, 67, 68
 - finance, 65, 66
 - policies, 63, 64, 67
 - supervision, 64

Lunch room (Cont.)
 training, 66, 67

 Maintenance, 75, 76

 News releases, 14
 No-fund warrants, 27, 33
 North Central Association, 48

 Personnel, teacher, 51-59
 Policies, board, 22, 23
 building, 75
 lunch room, 63, 64
 transportation, 62
 Public relations, 12-18, 43, 60,
 75, 95
 Purchasing, 30, 31

 Recreation fund, 34
 Recruitment, teachers, 54, 56
 Reporting, financial, 35-38
 Retirement, teacher, 53

 Salary schedules, 51-54
 Schedule, construction activi-
 ties, 78-81
 School-community relations, 12-
 18
 School lunch, 34, 36
 Shelters, disaster, 93

 Social security, 34
 Special assessments, 34
 Special education, 36, 37, 46
 Special services, 60-71
 State Department of Public
 Instruction, 35, 36, 37, 38, 43,
 47, 48, 49, 62, 63, 66, 67, 68,
 77, 88, 94, 96, 97
 State superintendent, 85, 90, 91
 Supreme Court, 10
 Survey, district, 43

 Tax-sheltered annuities, 53
 Teacher employment, 54-56
 Teacher trainees, 56
 Teacher orientation, 56-57
 Television, 94-95
 Transfer of assets, 26
 obligations, 27
 special funds, 30
 territory, 91, 92
 Transportation, 60-63
 consultant, 62
 policies, 62

 Utilization, facilities, 73

 Warning system, 93
 Workmen's insurance, 53, 54