1957

The level of policy development in the St. Marys River School Division no. 2 April 1 1957

Calvin Gibb Merkley

The University of Montana

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THE LEVEL OF POLICY DEVELOPMENT IN THE
ST. MARYS RIVER SCHOOL DIVISION NO. 2
April 1, 1957

by
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B. S. Brigham Young University, 1942

Presented in partial fulfillment of the requirements
for the degree of
Master of Education

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Approved by:

[Signatures]
Chairman, Board of Examiners
Dean, Graduate School

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Date
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CHAPTER I

THE PROBLEM AND DEFINITION OF TERMS USED

In February of 1951 the writer commenced work with the St. Mary's River School Division Board. During the first few weeks it became rather obvious that even though the board was handling the business of the division, there was no written policy by which to maintain consistency of action. When this fact became accepted by members of the board, secretary, and professional personnel, the interested groups met to discuss a possible plan of action. All agreed that to have a handbook of policies would be desirable. From the time indicated, much activity has taken place and several desirable projects have been completed.

I. THE PROBLEM

Statement of the problem. The purpose of the study was to determine the status of policy development on the part of the St. Mary's River school board as of April 1, 1957.

By the aforementioned date, the personnel involved were interested in knowing what definite school policies had been developed. They agreed that a compilation of existing board decisions would help them to determine the status of policy development and the need for further development.
Importance of the study. By compiling and codifying the actions of the board relative to policy formation, the following valuable purposes should be served: (1) the school board will have available and readily accessible a document by which the division is presently operating; (2) by having the status of policy development brought sharply into focus, the board is in a position to give continued careful scrutiny to their educational philosophy; (3) by having a compilation available, the board may review its status and make plans for future action with a minimum amount of difficulty.

In this study attention is called to certain phases of policy which at present have not been fully covered by written statements but which have been operating strictly on a basis of traditional practice. Some of these existing policies were either controversial or in need of review.

Methods used in compilation. In order that the board, superintendent, secretary, and other personnel involved would have something concrete with which to work, the secretary was asked to present the board with an analysis of board minutes which most closely represented divisional policy. Following this presentation, a thorough examination of board actions was made at this time by board members, superintendent, secretary, and supervisor of instruction. After this review, the board became more conscious of its policy making functions and while all the resulting motions have not been policy motions, there has been a steady development towards that goal.

In compiling the present statement, the outline of school policies
by Smith and Smittle was used as a model. By so doing, the major fields of policy can be presented in a systematic manner.

II. SETTING FOR THE PROBLEM

Geographical aspects. The land which is known as the St. Mary's River school division lies in the southern part of the province of Alberta. Two towns, Magrath and Cardston, are located in rich farm and ranching country. In the northeastern part of the area are some rather highly assessed lands where sugar beets are grown; however, the population is not particularly centered in the highly assessed districts. The division is practically cut in two by a large Indian reservation which yields no taxable income. In one portion there is some low-assessment land where ranching flourishes. The varied occupations of the people as well as the difference in land values together with the somewhat unusual concentration of population groups may have tended to provide some special problems within the division. Policy formation under such conditions calls for broad understandings on the part of board members.

History of the division. As early as 1935, the idea of establishing a large administrative unit was presented to the citizens of school districts which now comprise the St. Mary's River school division. While no exact statistics were found, the information gleaned indicated a violent reaction on the part of some local school boards to

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being included in the larger administrative unit, and no whole-heartedly support has even yet been given to the idea of divisional planning.

To endeavour to ascertain whether the problems involved in divisional organization had any bearing on the present practices, a study was made in several fields. The sources of reliable information were decidedly limited, and it was felt that something of a constructive nature could have been considered for the keeping of a detailed historical record. Sources of information such as divisional correspondence, divisional minutes, former board members and a previous secretary helped to reveal some rather pertinent data.

**Subdivisions and districts.** To more clearly understand some of the problems involved in developing policy, a presentation of the legal aspects of representation on the divisional board seems desirable.

Within the division there are fifty-six school districts which have been established by law as specified geographical areas, and are co-terminous with the municipal boundaries. In addition to the aforementioned districts there are two town school districts which are a part of the school division for educational purposes but are independent municipal districts for taxation purposes. Each of the towns has one representative on the divisional board, and only when a town district has forty per cent of the total divisional population is the town permitted additional representation. To provide representation for the non-town schools the administrative unit is divided into sub-divisions; each one of which is entitled to one representative. Because there are two town districts and five rural sub-divisions, the St. Mary's River
divisional board has seven members. To develop divisional thinking on
the part of board members is a challenge for any superintendent. Divi-
sional policy is a must if the boys and girls from each district are to
be fairly represented.

III. DEFINITION OF TERMS

Act means the School Act, 1952.
Board means the board of trustees of a district or of a division.
Department means the Department of Education of the Province of
Alberta.
District means a school district formed or established according
to the provisions of The School Act.
Division means a school division or large area of administration,
constituted according to the provisions of The School Act.
Divisional district means a district included in a division.
Hutterite colony means a religious group of conscientious
objectors who have problems somewhat unlike the remainder of the divi-
sion. There are nine one-room schools in the area and the handbook
will not include policies which are especially related to this group.
Minister means the Minister of Education.
Municipality means any city, town, village, municipal district,
 improvement district or special area.
Salary schedule means a salary schedule adopted by the board
according to the School Act.
School building means a building owned or occupied by a district
or division and includes any school, auditorium, gymnasium, dormitory,
teacherage, divisional office, garage, barn, or other building owned or occupied, or proposed to be owned or occupied by a district or division.

Secretary or treasurer includes secretary-treasurer of the division, appointed by the board.

Sub-division means a geographical area from which a member or members of the divisional board are elected.

Superintendent means a school superintendent appointed by the Minister under The School Act.

Teacher means a person holding a permanent or temporary certificate of qualification which is issued by the Minister under the Department of Education Act.

Trustee means a member of the board.
CHAPTER II

REVIEW OF THE LITERATURE

There is a specific need for noting the definitions of terms which are closely related to the word "policy." In a Study Guide produced by Oklahoma Cooperative Program in Educational Administration, the term "policy" is defined and the terms "rules and regulations" are distinguished from policies.

A policy is a broad general aim, or purpose or objective which the board intends to reach. A good policy is broad enough to encompass all of the issues out of which it arises. The statement of a policy is usually a clear-cut, unequivocal broad statement that can be used as a criterion in selecting possible alternative actions. If properly developed, a set of policies can be made as flexible in scope as the board of education desires.¹

Written rules and regulations should be distinguished from written policies much as the statutes are distinguished from the constitution by the extent of detail. They are the board's definition of what, when, where, and sometimes the how, to interpret and apply policies.²

I. NEED FOR POLICY

Without exception, the writers in the educational literature point out the need for written statements of educational aims and philosophy for school boards to follow.


²Ibid., p. 15.

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If no policy is stated, each case is dealt with on its "own merit." Before more than three cases have been dealt with, there have been on some occasions, diametrically opposite decisions rendered on situations which have been fundamentally the same in character. Such decisions can lead to nothing but frustration on the part of the elector or the employee.

Smith and Smittle have the following to say:

In dealing with petty details, the board often resolves itself into the personal approach rather than the desired objective approach. It is difficult for a board of education to operate on this personal level and still refrain from favor-doing and patronage. The tendency of boards without written policy is to develop into an undesirable "political setup" which is likely to result in decreased educational benefits to the pupils in the district.3

By having a written statement of policy the citizens are in a position to decide on a course of action for future planning. Whenever a change is contemplated, the history concerning the policy which is presently in effect can be reviewed, changes made without confusion.

One writer states the need for policy very aptly in the thought that established written policy will produce progress by evolution rather than by revolution.

We have the basic reason for the desirability of formulating, maintaining and frequently revising written or printed policies regarding the schools of a community. Then new board members and a new administrator will have some guide as to what has gone before and will not be groping in the dark with every likelihood of creating unfortunate reversals that will upset the community. With a knowledge of established policy, progress can be made by

Arthur B. Moehlman, by giving his definition of policy, also suggests quite specifically the need when he writes:

An educational policy is a legal definitive plan of action in which general purpose, objectives, authority, and means on stated policies may be customarily or written. The customary or unwritten policy is now most generally in use, but this type has so many obvious weaknesses that it need not receive detailed consideration here.

A policy is the legal plan, in terms of its orientation into the structure, through which public education operates. The will to have education rests in the traditions and customs of the people supplemented by constitutional mandate, statute enactments and judicial interpretation. Within the limits of the legal pattern the authority to operate the school rests definitely with the local board of education. By its authority the mandatory state requirements are definitely carried out. It makes selection of permissive legislation either directly or with majority approval of the school community electorate. It also has in many instances the power to carry on experimental activity not contemplated even in broad permissive legislation.  

II. WHO FORMULATES POLICY

On the responsibility for policy formulation, Tuttle says:

School boards are charged with adopting the principles, or policies on which the schools of their respective communities shall operate. They cannot make wise policy until they thoroughly understand what they are seeking to accomplish. Accordingly, they should constantly be studying, with the school staff and with the people of the community, how to make the schools better. 

To thoroughly impress those people whose responsibility it is to make policy, with the responsibility which is theirs, Mort makes the

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following statement:

A school board exists only when it is in session. Members of
the board have legal status only when they act in an official board
meeting. Failure to follow this principle almost invariably leads
to disharmony, confusion and disturbance both on the board and
among members of the staff. No member of the board as an individual
may command the services of any school employee.7

While the foregoing statements place the basic responsibility on
the board, there are numerous writers who point out that policy making
requires the cooperation of staff, citizens and board. Smith and
Smittle wrote:

In fact, more effective policies result if the administrative
and instructional staffs do participate in the making of policy
which deals with the educational program, the use of school plants,
disposition of supplies and materials, and budgetary disbursements.8

In all of the articles and books which were reviewed educators,
citizens and board members agreed that written policies are highly
desirable. The bibliography lists sources contacted in the study.

7Paul R. Mort, Principles of School Administration (New York:

8Smith and Smittle, op. cit., p. 110.
CHAPTER III

METHODS AND STATUS OF POLICY DEVELOPMENT IN THE

ST. MARY'S RIVER SCHOOL DIVISION

In recording school board policy development, the writer would like to give special recognition to Max S. Smith and W. Ray Smittle for their model set of board policies as recorded in their book, The Board of Education and Educational Policy Development. While an exact adherence to the framework was not possible, most of the headings were taken from the book with the oral consent of the senior author.

A reference should here be again made to the introductory chapter concerning the specific status of policy at the divisional level. To make it possible to record statements of policy, the writer first studied all the minutes of the board and with the help of the secretary of the division recorded all motions which had any bearing on policy. These motions were placed in the hands of the members of the divisional board. After careful study by all board members, a policy committee was authorized to suggest a procedural approach. The principal's organization and the chairman of the policy committee worked untiringly with the superintendent and the supervisor of instruction in preparing procedures that should be followed to effectively stabilize the operation of the motions made by the divisional board.

To the careful observer, the foregoing unquestionably points up the fact that the present statement must be the author's interpretation
of: (1) motions made by the board which in effect are board decisions on related topics; (2) generally accepted methods or techniques for handling some kinds of problems; (3) stated policies which reflected the board's attitudes, philosophies, and considered judgments of selected areas of educational administration.

To more clearly indicate the method used and the conclusions obtained, the writer feels that there should be more definite proof for his statements than mere personal impressions. For this reason, the following outline of board actions is presented prior to the statement of the status of the policies.

I. BOARD ACTION

Policy relating to the divisional board. There are numerous examples in the minutes to show that the philosophy of the board was one which gave it executive status. The board elected standing committees each year and often temporary committees. Because of the historical development of the division, there was still a feeling on the part of some board members that they were primarily responsible to their sub-divisions. While in many cases this had no negative effect, the fact remains that the situation was such that policy making had become highly desirable if not imperative.

Some examples of motions are given to indicate the situation.

Motion, June 5, 1953: Policy relative to painting of teacher-ages whereby it is stated that certain colors must be used, be discontinued, and the colors used to be at the discretion of the divisional trustee concerned.

Motions re: Bills Payable, May 1, 1946, December 22, 1947, February 5, 1953: Bills were considered authorized for payment under the following conditions: when signed by the trustee of the
sub-division concerned and one member of the Finance Committee. . .
In the absence of the trustee concerned, to be signed by two
members of the Finance Committee.

March 12, 1953: Adopted at Magrath whereby beginners are pre-
pared for admission to school. Teacher to be paid $5.00 per night.

April 12, 1949: That it be part of the work of the Finance
Committee to inspect all accounts relative to costs of construction
of new buildings.

Policies relating to the administrative staff. The superintendent
was in the employ of the provincial government and as yet very little
conceptual structure had evolved concerning his position with the divi-
sional board. In most cases relating to immediate contact with pupils,
and with teaching personnel, his advice was accepted.

Motions follow which give some evidence of this:

April 15, 1954: To assist students in securing teacher training,
five bursaries will be given. The recommendation of the superin-
tendent must be secured in all cases.

August 13, 1947: The following regulations to govern the pro-
viding of correspondence courses by the Divisional Board:
—Must supplement courses taken in school.
—Subject to the approval of the superintendent.

December 9, 1954: That necessary equipment be provided to offer
a physical education program subject to the approval of the superintend
tent.

Re: principals, May 28, 1945: Principal’s organization to
arrive at basic quantity of supplies which are to be distributed
routinely by the Division. Staplers, Punch, Envelopes, and Sta-
tionary—these to be provided as per the request of the principals.
Paper Cutters—to be provided to the larger schools.

Instructional staff. The board was required by the School Act
to prepare each year a salary schedule. The teachers committee met with
the board to negotiate the schedule. The minutes of the board were
almost free of any reference to staff relationships other than those
dealing with salary. Exceptions werer
October 4, 1940: That the teachers in the Hutterite Colony schools be instructed that they are to remain at the school and mark the register on all days except those declared holidays by the board.

That teachers in Hutterite Colony schools be instructed to put up the flag on Monday and see that it is left on the wall until Friday when it may be taken down; that it is not to be covered at any time during that period; that the teachers be circularized.

**Non-instructional personnel.** The board recognized the secretary treasurer as being an administrative official and also a valuable contact man for all people involved. Caretakers were often hired on the advice of the local boards but no minutes were available to indicate that this was true.

April 24, 1953: Mr. Hatch and Mr. Hesketh (secretary-treasurer of the board) empowered to dispose of the windows, doors and any other item of equipment for which the division has no use and on which a bid has been submitted.

January 23, 1947: That the writing of janitor contracts be eliminated in the future and janitors hired to perform the accepted duties of janitors under the supervision of the divisional board and the principal of the school. That this shall not have the effect of superseding the requirements of the Board of Industrial Relations or any other such authority.

**Policies relating to the use of buildings and properties.** There are indications in the minutes of the board that some problems may have existed concerning this administrative area; consequently the entire personnel involved were brought to meetings before the final draft was accepted as policy by the board. On the occasion when the motion was passed to adopt the policy of community use of buildings, the board was very appreciative of the work which all concerned had done. While the results are not necessarily in harmony with the thinking of some administrators, the groups concerned felt that a progressive step had been made.
Miscellaneous provisions. A few examples of motions will give
some of the problems which arise when policy is not affected. Certainly
there are many items which could be listed as miscellaneous because the
overall program has not been articulated.

Minutes. August 11, 1952; November 12, 1952; January 8, 1953;
March 12, 1953; June 5, 1953; October 15, 1953: The board will give
band instruction at Cardston and Magrath. Color scheme for school
buildings to be as follows: white buildings, fences, etc., with
red roofs and red window and door trims. Scheme to be made uniform
through the Division.

June 17, 1954: A copy of the board policy to be contained in a
binder and be given to each trustee.

The foregoing analysis is intended to present some proof for
assertions made in the following statement of status of policy develop­
ment. The items chosen were intended to show the problems involved in
developing policy.

In the following statement, the basic outline was the one which
Smith and Smittle\(^1\) have used as a model for school boards to follow in
formulating policy.

II. STATUS OF POLICY DEVELOPMENT OF THE ST. MARY'S
RIVER SCHOOL DIVISION, APRIL 1, 1957

The St. Mary's River School Division has twenty-six hundred
children enrolled in twenty schools, seven of which teach grades one
through twelve, three schools which teach grades one through nine, and
ten one-room schools which may teach grades one through nine. There are

\(^1\)Mar S. Smith and W. Roy Smittle, The Board of Education and
Educational Policy Development (Ann Arbor, Michigan: Edward Brothers,
one-hundred and twenty-four professional employees, one of whom is a
divisional supervisor of instruction.

Resolution of adoption. At the present time, the board has no
specifically organized set of policies; hence no formal adoption has
been made. There is a motion of legal status covering all board actions.

SECTION I. POLICY RELATING TO THE DIVISIONAL BOARD

A. Philosophy of Education

Although the divisional board has never discussed specifically
a topic such as this, there are many indications that each member has
a keen sense of loyalty towards the welfare of youngsters in his own
sub-division, and to a lesser degree the youngsters in the entire divi-
sion. There is some indication that the foregoing could be reversed
or equalized with the passing of time. The divisional board seems
dedicated to the cause of providing the best educational opportunities
possible for every youngster in the division.

B. Divisional Board

1. Legal Basis

The legal basis for education in the St. Mary's River School
Division is established in the Statutes of Alberta, Chapter 80, under
an act respecting schools and cited therein as "The School Act, 1952."

2. Type of School System

The School Division is legally defined in the School Act, Part I.

3. Powers of the Board

The School Board accepts the responsibility of carrying out the
legal aspects of the School Act and in some cases has accepted by motion
permissive powers which befall a school board.
4. Functions

The board has not as yet formally stipulated what its functions are; yet its actions indicate that the following are accepted.

(a) Policy-making: To a limited extent, policy as defined by this paper is accepted as a function of the board. There are certain problems in the system which make this function a bit difficult to define.

(b) Executive: From actions taken by the board, the writer would suggest that board members feel that to a limited extent the executive function falls within the scope of their authority and responsibility.

(c) Appraisal: This function is accepted as the need arises or more specifically on the basis of emergency or pressure. A periodic check is sometimes made in designated areas of interest.

5. Organization

(a) Members
   (1) The School Act is mandatory.

(b) Duties of Members
   (1) The School Act is mandatory.

(c) Removal of Board Members
   (1) The School Act is specific.

(d) Meetings
   (1) Regular monthly meetings are held; yet no specific day has been designated, practice suggests that a Thursday is most popular and very often the third
Thursday of the month is chosen.

(2) Special Meetings: The School Act stipulates the conditions under which such meetings may be held.

(3) Adjourned Meetings: No policy or procedure seems regular with respect to such situations.

(4) Place of Meetings: No formal statement has been adopted; yet all meetings are held at the board room of the divisional office unless a special motion has been passed to designate another place.

(5) Start of Meeting: Practice indicates that the time set by motion of the board is merely an approximation for the starting of the meeting. Distance and occupation may be a cause for such action.

(6) Time Limit: Motions have been passed to stabilize time of meetings; yet practice cannot substantiate the wisdom of such motions.

(e) Committees of the Board

(1) Standing: The board has the following standing committees: (a) teacher, (b) finance, (c) transportation, (d) repair and maintenance, (e) policy. Each of these committees has a chairman and usually two additional board members.

(2) Special Committees: On numerous occasions the board authorizes different members to perform certain responsibilities. Practice varies as to procedure, and policy has not been discussed.
(f) Minutes of Proceedings

(1) Mandatory laws are recorded in the School Act.

(g) Records Available

(1) School Act provides for accessibility of records, yet practice for many years seems to discourage the public perusal of the records.

(h) Quorum

(1) A majority of the members of the board present and voting shall constitute a quorum for the transaction of business. A majority vote of the quorum may pass a resolution.

(i) Compensation and Expenses

(1) Board members are paid at the legal rate as designated by the School Act and practice suggests that the maximum amount is received.

(j) Transaction of Business

(1) Although the School Act stipulates that all business shall be transacted at the board table, practice stretches the mandatory statements to a questionable limit at times.

(k) Order of Business

(1) No rigid order has been established, yet attempts have been made to follow a suggested procedure. Practice shows the following to be most popular:

(a) checking and signing of sub-divisional bills

(b) call to order
(c) reading of minutes of last meeting
(d) consideration of day’s agenda
(e) new business
(f) adjournment

(1) Revision of Policies: Some very successful attempts have been made recently to give policy formation its just place of importance on the agenda. No consistent practice is as yet in effect.

(a) Rules of Order: No designated type of parliamentary procedure has been adopted, yet practice indicates that Robert’s Rules of Order are being used.

(n) Discussions: Nothing designated; consequently the practice is not always in line with appropriate order.

(o) Limitations on Discussions: Nothing designated. Practice shows prolonged debate in some areas of interest.

(p) Motions: No policy and no written statements on ideal practice.

(q) Citizen Participation: No written statement; yet practice seems to encourage delegations to appear at board meetings. This could be an area for discussion.

(r) Membership on Divisional Board and Contracts: Business arrangements are specifically stated in the School Act.

SECTION II. POLICIES RELATING TO THE ADMINISTRATIVE STAFF

A. Administrative Staff

1. The Superintendent of Schools
The position of the chief educational officer of the school division is defined in the School Act as being a school superintendent appointed by a board or by the Minister under this Act.

(a) Appointment: The superintendent of the division is appointed to his position by the Minister of Education and as such is a civil servant of the government. His background should have been such that he is thoroughly capable of handling the educational problems of an administrative unit.

(b) Duties: At the present time there is no clear definition of duties; only as designated by the School Act. There has not been a discussion by board members and the superintendent to carefully assess the relationship of the superintendent to the board. The School Act lists the following duties in section 199:

The superintendent shall,

(a) Confer with the board of the division and advise the board concerning the educational problems and needs of the division;

(b) Attend all meetings of the board, and exercise, subject to the direction of the board general supervision over all schools, teachers, property and services under the jurisdiction of the board;

(c) Assist the board in the discharge of its duties;

(d) Exercise the powers of an inspector of schools with respect to the total area to which he is assigned by the Minister;
(e) Confer with and advise the board of any non-divisional district in that area which has not appointed a superintendent concerning the educational problems and needs of the district.²

2. Supervisor of Instruction

(a) Qualifications: Because the position of supervisor has never been clearly defined, the qualifications have been related only to the person employed. The person presently employed has a Master's degree, twenty years of highly successful teaching and administrative work, a rich agricultural background, and a sound, practical knowledge of guidance.

(b) Duties: There has been a supervisor in the division for a period of only five years. During this time he has on consultation with the board and superintendent, accepted the following unwritten responsibilities:

1. Acts in a consultatory and advisory capacity to the superintendent on matters pertaining to the formulation and execution of policy.

2. Performs guidance services in all schools when the need arises.

3. Assists in the selection of appropriate library books for all schools.

4. Works with curriculum committees in choosing satisfactory reference material.

5. Visits teachers in the classroom and in conference in a supervisory capacity.

6. Supervises the testing program of the division.

7. Provides teacher aids and guides in the different subject areas.\(^3\)

3. Building Principal: (Elementary and Secondary)

There is no written statement concerning the exact relationship of the principal to the board, superintendent or supervisor of instruction at the divisional board level. The School Act has largely been used as a frame of reference and conditions have adjusted themselves in vastly different ways from this document.

(a) Qualifications: The only qualification for a principal is that he hold a teaching certificate for the grade which he is teaching.

(b) Duties: These are listed in the School Act, Section 371, as being:

1. Subject to the approval of the board, the principal shall,

   (a) allocate the duties of the teachers of his school; and

   (b) be responsible for the organization and general discipline of his school.

2. The principal shall report to the board or the superintendent,

   (a) upon the organization and operation of his school whenever the board or the superintendent requests him to do so;

\(^3\)Smith and Smittle, op. cit., p.76.
(b) whenever, in his opinion, conditions or circumstances warrant their being informed.\(^9\)

In the division, the principals perform their duties in different ways because of unwritten philosophy in this field.

4. Divisional Curriculum Development

Inasmuch as the Department of Education of the Government of Alberta publishes a rather straightforward curriculum guide for each subject and prescribes an authorized text for each subject, the director of curriculum, who in the St. Mary's division is the supervisor of instruction, works with the teachers in developing appropriate methodology for handling the subject areas. The divisional board has in practice turned over this phase of educational endeavor to the professional people. No recorded information is available to indicate the philosophy of the board with regard to present practice. The commencement of this work has been initiated very recently and complete articulation with board members, school principals and the public should be effected before it is completed.

5. Other administrative Officers

Although the board does not make allowance in writing for additional administrative personnel, in practice there have been instances to indicate that such positions would be established.

6. Procedures for Filling Vacancies in Administrative Staff

No written policy is available and practice is extremely variable

\(^9\)The School Act, op. cit. Section 371.
SECTION III. POLICIES RELATING TO THE INSTRUCTIONAL STAFF

A. General Requirements for Employment

1. Qualifications: Although no written statement is available, the board employs when possible only those people who are properly certified by law for handling the classes. The board in practice has accepted the most highly qualified person available for most positions in the division. Not enough constructive work is being done in this sphere possibly because of the teacher shortage.

2. Medical Examination: Nothing has been written and nothing seems to be expected in actual practice.

B. Instructional Load: No written policy has as yet been accepted by the board but at present the load of the teacher is rather directly related to the accommodation of the building and the amount of grant which can be obtained from the government. At present the teaching load is below the average for similar divisions in the province of Alberta.

C. Substitute Teachers: No statement is available regarding substitute teachers insofar as placement and duties, yet in practice the principal of the school handles the entire situation. The teacher salary schedule operates in behalf of substitute teachers.

D. Contracts: No policy is necessary as the School Act is very prescriptive on all detail relating the different contracts, dismissals, and tenure.

E. Promotion: Teachers who are qualified shall be notified of vacancies in order that they may apply for such positions. No person shall be
promoted during the school term without the consent of the local board (policy).

F. Leaves of Absence

1. Maternity Leave: The School Act makes certain permissive regulations for the school board to inaugurate and while no definite policy has been settled there have been enough cases to conclude that the divisional board does not pay a teacher while on maternity leave.

2. Sick Leave: The School Act and salary schedule are very definite with respect to sick leave.

3. Emergency Leave: No policy is as yet in effect. Prior to the present writing, there has been considerable variance in practice; however, there is a growing awareness of the problem.

4. Professional Conferences: This field is at present being explored by all parties concerned. Policy should be forthcoming in the future.

G. Outside Employment: Nothing has been discussed concerning this situation because of the teacher shortage.

H. Salary Schedule: The School Act handles this situation.

I. Retirement: Refer to the School Act.

J. Vacation: Refer to the School Act.

SECTION IV. POLICIES RELATING THE NON-INSTRUCTIONAL PERSONNEL

A. Secretary-Treasurer of School Division and Clerical Help

The Secretary-treasurer of the division is appointed by the board and accepted by the Department of Education.
1. Requirements for Employment: No written standards are listed but practice indicates that the board is seeking for results and as such is prepared to go through a very careful procedure to hire the person they think will be satisfactory. The following would represent at least partially their expectations. He should be personable, efficient and reliable. These qualities to be ascertained by: securing letters of recommendations from reliable sources, personal interviews with prospective candidates, trial period for observation.

(a) Medical Examination: Not required nor discussed.

(b) Work Schedule: The secretary-treasurer is hired to do a block of work and as such has no specific hours.

2. Duties: The duties of the secretary-treasurer are outlined in the School Act in sufficient detail.

3. Clerical Help: No written statements are available to ascertain the specific relationship of clerical help to the board; yet practice indicates that the clerical help would be hired and directed by the person who is in charge of the department. The board would expect a report on the duties and activities of all clerical help.

B. Caretakers:

1. General Conditions of Employment: The caretaker is generally recommended by the local board after careful investigation of the person's ability and character. Very little of a written nature is presented to the individual; the phrase most frequently used to describe the person which the board wishes to
hire is a person who is a "good housekeeper and will see that the work gets done." Hours are neither stipulated nor required. Some specific directions are given at times. Practice is too varied to generalize.

C. Health Service: Nothing is written on the topic; however, practice indicates that all immunization programs and anything but service related to an emergency should be handled by the parents through their family doctor.

D. Miscellaneous: Non-Instructional Employees—There are many areas with which the board deals on an individual basis, among which are: (1) suspension and dismissal, (2) vacations, (3) leaves of absence, (4) emergency leave, (5) payment of salary, and (6) retirement.

SECTION V. POLICIES RELATING TO THE USE OF BUILDINGS AND PROPERTIES

The following policy has been adopted by the board:

A. Legal: The buildings and properties of the School Division shall be available for community use under conditions prescribed or permitted by law and in accordance with the adopted policies of the board of the St. Mary's River School Division No. 2.

B. Use of Buildings and Facilities: School buildings and facilities are available for community use at no expense to the individual or organization provided:

(1) That the building's use is scheduled for the hours it is normally open and staffed, 8 a.m. to 7 p.m.

(2) That no admission is charged, collected, taken or other attempts made to raise money. Also that no advertising is done for a commercial purpose.
(3) That the request for the use of the building for the designated purpose is approved by the local board and principal who shall be responsible for informing the caretaker.

(4) That permission is not granted for its continued and regular use.

School buildings and facilities are available to citizens groups during the hours when a building is usually closed, provided: a fee is paid equal to the extra costs created by opening and use, and the procedure for this will be as follows:

(1) The fee levied will be in accordance with the hourly operation cost for the building used.

(2) Buildings shall be booked through the local board in conjunction with the principal who shall be responsible for informing the caretaker. Buildings shall be booked in advance.

(3) Principals and caretakers will, on the form prescribed by the Divisional Board, indicate the time and number of rooms used for each program.

(4) A report will be furnished each month by the principal to the Divisional Office. This report will contain all of the information required by the prescribed form for this purpose.

(5) The secretary-treasurer of the Division will issue accounts on a monthly basis with a request to pay.

(6) At the discretion of the divisional board, any failure to adhere to the regulations, may bar that particular group from further use of the building.

(7) A member of the local board shall be designated or be responsible
for designating, one person or more to control the conduct of all functions. The persons so designated may be paid, by the rentee at the close of the evening, at the discretion of the local board.

(8) Should the caretaker not be available to work, a substitute may be designated by the local board.

Buildings and facilities are available to citizen groups for money raising ventures at a rental fee, which shall include cost plus a specific amount for each type of facility used in accordance with the schedule of fees adopted by the divisional board.

C. Special Provisions:

(1) Applications which are exceptions to or not covered by the above provisions, shall be brought to the attention of the divisional board.

(2) Any organization or group using school facilities shall designate one member of its group as being in charge of and responsible for the program or activity. This personal shall in turn be responsible to the local board of the school district in which the event is taking place.

D. Priority of User:

(1) Public schools of the district.

(2) Resident organizations of the district.

(3) Non-resident organizations.

E. Destruction of Property:

(1) The rentee, or group using the building, agrees to restore to original condition any unwarranted destruction of property.
The local board shall make appropriate recommendations to the divisional board regarding destruction of property.

SECTION VI. MISCELLANEOUS PROVISIONS

A. Tuition: Many motions have been passed by the divisional board regarding tuition and the overall pattern indicates that within the framework of the School Act the board is prepared to accept pupils from outside the division on a tuition basis and also that where appropriate facilities are not available in the area, that the divisional board will pay to other boards a tuition for services rendered. Procedures for payment and details are handled through the divisional office.

B. Fire Drills: No statement of any kind is available to indicate a philosophy concerning this vital phase of pupil protection. Most schools are fire drill conscious and conduct monthly fire drills.

C. Protection and Care of School Property: No statement has been issued from the board regarding this area; yet the assumption is made that the employees will accept the responsibility for safeguarding and protecting the property.

D. Annual Calendar: Many aspects relating to the events of the year are arbitrarily stated in the School Act: the details of extra holidays, the closing of schools for Christmas recess, and opening of school year are handled each year by board motion.

E. Supplies, Textbooks and Educational Equipment: The board has very specific motions and plans of procedure covering the administrative arrangements for handling the purchase and distribution of supplies, textbooks and equipment. The actual routines for these purchases
have not been recorded specifically; yet in practice the system operates through the teachers, principals, supervisor of instruction, superintendent, and secretary.

F. Transportation: An elaborate statement of procedure has been developed by the divisional board for payment of bus services. Who should be bussed? Where should bus routes run? When should a bus route be added or changed? On these questions the board's policy seems to be that, "We shall handle each case on its own merit when it is presented." The chairman of the transportation committee acts as coordinator for this activity and brings in recommendations to the board. As a result of his many years of experience, the board seems to accept the recommendations.

G. Band Instruction: Considerable controversy on this topic has been indulged in by the board members. Many motions and much discussion have been recorded in the minutes. A possible solution to the problems involved would be for the board to record a policy.

H. Admission of Beginners: Through actions, a very specific policy is demonstrated which is that as long as the professional people handle the situation, the board will not concern itself.

I. Bursaries: To assist in securing teachers, five bursaries will be given. The recommendation of the superintendent must be secured in all cases.

J. Hutterite Schools: Many motions are recorded concerning this group of people and their relationship to the divisional picture; however, the opinions and decisions are too varied to ascertain a specific policy.
K. Fifty-fifty Program: In order that local initiative might be encouraged, there shall be a sum of money allocated each year for granting one dollar from divisional funds for each dollar subscribed by local groups. Such expenditures are to be sanctioned by the superintendent. An elaborate system of procedures is outlined.

L. Teacherages. At a committee meeting held at the divisional office in Cardston on Saturday, January 5, 1957, the following policy was prepared:

(1) Teacherages are provided for the purpose of encouraging teachers to live in districts somewhat removed from large centralization. A detailed plan of procedure was agreed upon at this meeting for all teacherages in the division.
CHAPTER IV

CONCLUSIONS, RECOMMENDATIONS, AND SUGGESTIONS

After having stated in the opening chapters some of the problems and aims involved in writing a handbook of existing policies, the writer feels that it is only fair that he bring to the attention of the board and of the reader, some of his findings related to policy-development. The attention of the reader should be drawn to the fact that the conclusions and recommendations should in no way be taken as mandatory, conclusive, nor arbitrary. The ideas are presented with the sincere hope that those involved at all levels may be stimulated to act in such a way as to benefit the boys and girls of the St. Mary's River School Division.

I. CONCLUSIONS

(1) After a complete perusal of all aspects of the educational program of the St. Mary's River School Division, one must conclude that practically every facet of an educational organization which can be handled by such a system is in one way or another being met by the divisional board and those with whom it is associated.

(2) From the many motions inspected, the conclusion is obvious that the School Act plays a paramount role in determining action by the board.

(3) The articulation of board members, superintendent, principals,
and secretary-treasurer has not developed to its maximum through
following only the School Act.

(4) There are many phases of educational endeavor which, even
though the board has dealt with them, have as yet not received enough
attention to definitely establish a policy.

II. RECOMMENDATIONS

(1) In order that maximum harmony may exist among board members,
superintendent, professional and non-professional employees and the
citizens of the divisions, the writer suggests that continued research
be encouraged at the local, provincial and Dominion levels among Uni-
versity, trustee, teacher and superintendent groups. From such research,
there should be some definite course of action for more appropriately
articulating all educational interests. One of the basic factors
creating dissention is lack of understanding; consequently, the people
involved in the business of helping boys and girls should know exactly
where they stand in relation to all others in the same business. Money
and men should be made available to promote the writing of Canadian
literature relative to school administration.

(2) Because there are areas for which the board has no written
policy, the writer recommends that time be taken to formalize each
unfinished item.

(3) When policies have been written, the writer recommends a
careful adherence to those policies.

(4) Because the School Act plays such an important part in
school administration, the writer recommends that each trustee familiarize
himself with its contents and develop considered judgments of the desirability of each section.

(5) In the formulation of policy, many groups are interested and because of this, the writer recommends that representatives from each organized group be invited to provide suggestions before the policies are finalized.

(6) Inasmuch as policies are ever changing and being added to, the writer recommends that the board allocate at least one meeting per year to the review and change of policy.

III. SUGGESTIONS

(1) Now that the existing policies have been presented, the next step should be the formulation of a set of written policies and procedures. The suggestion is that no time be lost in putting the machinery into action to produce such a document.

(2) Inasmuch as there is comparatively little Canadian literature available on administrative procedure in Alberta school systems, the writer suggests that the divisional board use its influence and resources in encouraging Canadian educators and community citizens to formalize their ideas concerning such problems so that through contacting their own literature, the problems of immediate concern might be studied and evaluated.
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