

Report No. 5

REPORT ON  
PUBLIC SCHOOL ADMINISTRATORS:  
TERMS OF EMPLOYMENT AND SALARIES

North Carolina  
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## Introduction

By an unnumbered resolution adopted June 15, 1965, the House of Representatives directed this Commission "to study the terms of employment, remunerative benefits, and other matters relating to public school superintendents, assistant superintendents, and principals . . ." and to report its findings and recommendations to the 1967 session.

On April 29, 1965, this Commission held a hearing on this question, it was attended by the State Superintendent of Public Instruction, the Executive Secretary of the North Carolina Education Association, and representatives of the school superintendents and principals of the State. In summary form, their testimony was as follows.

## Findings

### Superintendents' Salaries

Superintendents have received no salary increase since 1961, when they got an increase of 21 per cent. Public school teachers, however, received pay raises by action of the 1963 and 1965, as well as 1961 General Assemblies, giving the teachers a percentage increase nearly double that of the superintendents during the same period. The pay now received by the superintendents is, in the view of the witnesses, inadequate compensation for the quantity and quality of service expected of them and is inadequate inducement to new men to enter the profession. The addition of large new federal programs of aid to education has greatly complicated the work of the superintendent and, not being offset by a corresponding increase in pay, has had the effect of making the position even less attractive.

### Principals' Terms

Public school principals in North Carolina traditionally have been employed for less than a full year's service. At present, the periods of employment are as follows:

Classified Principals, 1955-66

10 month contracts	1,336
10 <sup>1</sup> / <sub>2</sub> month contracts	420
11 month contracts	218
Total classified	1,974
Building principals --	
9 <sup>1</sup> / <sub>4</sub> months	171
Total	2,145

The State Superintendent of Public Instruction has stated that the State should adopt 12-month terms for all principals as an eventual goal. The witnesses appearing before this Commission strongly share this view, and offered extensive written evidence and oral explanation as to why the State is engaging in false economy by following the practice of employing principals only part-time to do a job which is increasingly becoming year-round in its demands. (See Appendix B.)

Conclusion

We have much sympathy for the contentions of the superintendents and principals that they deserve higher pay and, in the case of the latter group, longer terms of service. The issue, however, is essentially one of money: is the General Assembly willing and able to appropriate the money that the increased salaries for principals and superintendents would require? This is so clearly a question falling within the jurisdiction of the Governor and Advisory Budget Commission that we believe that it would be inappropriate for this Commission to make a recommendation on it.

Appendix A

HOUSE RESOLUTION

A HOUSE RESOLUTION AUTHORIZING AND DIRECTING THE LEGISLATIVE COUNCIL OR ITS SUCCESSOR TO STUDY MATTERS RELATIVE TO CERTAIN PUBLIC SCHOOL EMPLOYEES.

Be it resolved by the House of Representatives:

Section 1. The Legislative Council or its successor is hereby authorized and directed to study the terms of employment, remunerative benefits, and other matters relating to public school superintendents, assistant superintendents, and principals. The Legislative Council or its successor shall thoroughly study and analyze the above subjects and report its findings and recommendations to the 1967 Session of the General Assembly of North Carolina.

Sec. 2. This Resolution shall become effective upon its adoption.

[Adopted by the House of Representatives June 15, 1965 ]





Appendix B

**TIME FOR A CHANGE:  
FULL-TIME EMPLOYMENT FOR FULL-TIME RESPONSIBILITY**

The attached work schedule of the principal, along with other data sheets, represents the combined work of 16 teams consisting of some 250 principals in every section of the state. Our aim in this study was to identify the problem, pose some questions, and suggest some solutions. It is our sincere hope that you will carefully evaluate the demands associated with the schedule.

Division of Principals  
North Carolina Education Association



### THIS WE BELIEVE

That the principal is in a key position of educational leadership, and that the effectiveness of the school as a community institution will be strongly influenced by how he fulfills his role.

That if the total resources of the school are to be used in a way to produce the maximum educational opportunity for the children and youth of the community, then the principal must be an able administrator, strong organizer, and perceptive supervisor.

That the nature of the principal's job requires a person who subscribes to and practices high ethical standards, who respects other people and wins their respect in return, and who thus is able to carry out an effective program of school-community relations and achieve unity of purpose among faculty and pupils in the school.

That the dynamic character of education as a field of work and the strategic position held by the principal in this field make it doubly necessary that the principal, by personal inclination and professional aspiration, continuously seek to improve himself and his school, in order to keep pace with advancing scholarship, and to evaluate realistically his total school effort.

That in order to further the cause of education in North Carolina and lift the principalship to the professional level and public status which it deserves, all principals should recognize and energetically seek the following goals: ...

.....Principals' Creed  
NCEA Division of Principals

## THE PRINCIPALSHIP IN NORTH CAROLINA: YESTERDAY - TODAY - TOMORROW

During the 1965-66 school year the North Carolina Education Association had as its theme for the year "Education Sufficient for Our Times." It was a thoughtful theme, and it served its purpose as educators all over the state took a long hard look at just how "sufficient" our present education is. Much was learned, but one point stood out above all else. The profession and the public are now generally agreed that part-time education is not sufficient education for our space-age world.

The public has quickly learned the truth of this statement. To see the public attitude, you need only look at the burgeoning college enrollments, at the proliferating adult education programs, at the success of Project Head Start, or at the amazing demand for special training. We face an age when education is becoming not only a year-round task, but a life-long task.

In view of this fact, it is the considered opinion of the Division of Principals of the North Carolina Education Association that the time is past--long past, in fact--when the person most directly involved in the over-all educational process can be considered a part-time employee. The General Statutes of North Carolina specifically define the principal as "the executive head of a district or school" and as the "executive officer of that school." As such he is directly charged with the supervision of the educational process. He cannot meet the year-round responsibilities the public is demanding on a part-time basis.

Let us look for a moment at what has happened in North Carolina. Since the establishment of a public school system in this state, the principal has been head teacher, and the position has always been part-time. Until recent years the principal's term of employment coincided with the number of days the students were in attendance.

Those were the days when little more than the 3 R's were included in the total school program, when the principal could close the doors and pull down the shades at 3:30 in the afternoon and reopen at 8:30 the next morning. Those were the days when the principal was not required to return to college for further study, and attend seminars, workshops and various professional meetings to prepare himself better

as the executive head of his school. Those were the days when the federal government was not heavily involved in school finance and programming. Those were the days when our school buildings and other facilities were locked up in early June and left until September for the spiders to spin their webs across the doorways and the dirt daubers to seal the door cracks with their mud huts.

Those outmoded practices and policies--a part-time program with a part-time principal--are not sufficient for our times. Every parent demands for his children the best educational opportunities and experiences that can be afforded. The present program of limitations on the student--36 weeks term, 5 day week, 6 hour day, 4 years and a 5 subject schedule in high school--limits his participation in programs which would prepare the student better to make the best contribution to society. The obvious answer, then, is a summer program providing the fill-ins to meet the individual needs and desires of all the students. And in so many schools across our state, these programs are already instituted or are being instituted. The programs that can be included are infinite. Let us list a few: remedial work for students who have fallen behind, enrichment courses for students who want to broaden their studies, driver training, band, dramatics and little theater, open library, community recreation program, art, vocational programs, federal programs (Head Start, the Neighborhood Youth Corps and programs within the Elementary and Secondary Education Act must be supervised), choral music, and many others.

Can we really afford to close off our school libraries for three months? Can we deny to the community indefinitely the use of school recreational facilities? Are we prepared to watch Head Start and other pre-school programs be supervised by civic clubs or other private groups? Must we continue the false economy of taking lesson time for extracurricular activities that could best be handled in the summer months? We think these questions are pertinent, and we think the answer in each case must be a resounding "NO."

The modern school, moreover, has truly become the community school. It is no longer for the regular student only, but for adults, too. Already thousands of adults in North Carolina are for the first time learning to read and write and engage in other learning situations, to their utter delight and to the upgrading of the citizenry. An example of the sincere appreciation from the adults is attested to by

teachers who tell us that the students line up after each class meeting to thank an instructor for teaching them to read. All of the aforementioned summer programs should be open to students and adults alike, thereby meeting individual needs and desires, raising the educational level of the people, and generally upgrading the wealth of the state. With the ever-increasing responsibilities facing education in a changing world, with the competition of other nations for the mind of man, we can ill afford to do less than launch out with these innovations to meet the challenges of our time.

In summary, we would simply like to point out the following:

- (1) Although a part of the state's biggest business, the public school is the only community enterprise which closes its doors for the summer months to the people who own it.
- (2) Of all the vacations we can ill afford to take, a vacation from learning during the summer months will prove to be the most expensive.
- (3) The investment of the state is too great and the needs of the people are too demanding to allow the public schools to be without the active supervision of their chief executive officers--school principals

## Needed Now ... Today ... A Longer Term for Principals

The principal is the key individual upon whom rests the heavy responsibility for an efficient educational program within his school. His duties vary from clerical tasks to making decisions so momentous that the school is greatly affected for good or bad. Since he is the pivotal person in the school, it is imperative that he always be present at the right place at the right time. He never seems to be able to do all the things that he needs to do, much less the things he wants to do.

The typical principal is so burdened with obligations--obligations for curriculum, teacher supervision and evaluation, staffing, pupil progress, records, guidance, discipline, transportation, public relations, budget, and assorted committee meetings--that he has little time to define himself as a person in a professional role with a clear-cut educational view of his own. Perhaps one of the reasons why principals seem to find so little time to examine their personal philosophy of education is that, much as prisoners, they are inclined to fall in love with their chains. Like a quarterback, the principal is somewhat of a field general, the responsible agent for the unfolding flow of events--the one individual people can either boo or cheer, depending on how things go. It is rare, indeed, when a principal has caught up with all his work. Generally, he is discharging his heavy duties magnificently, but there is always the omnipresent problem of time.

The present time allotment for principals is inconsistent with the demands of progress, and the problem is becoming more acute. Immediate steps should be taken to relieve principals of direct, personal responsibility for routine chores so that time may be conserved for instructional leadership.

The term of employment for principals must be commensurate with the responsibilities of the job and the quality of work expected. Otherwise, employment practice in education is discriminatory and not in line with that in other fields and, in fact, tends to discourage the best effort on the part of principals.

The principalship loses prestige, dignity and attractiveness when the principal is forced to seek summer employment to support his family. This situation neither serves to uphold the morale of the

principal nor to hold the principal in the profession. Neither is it an encouragement for young men to select the principalship for their chosen profession.

Is it good that by necessity principals must seek summer employment to support their families? Does the school system suffer from this necessity? Are there potentially effective principals who do not enter the profession because it is only part time? Does the profession suffer by default? These questions deserve serious consideration by school administrators and by the lay public.

Dr. Charles F. Carroll, state superintendent of public instruction, said in a speech delivered on November 3, 1965, at the statewide professional conference for principals: "It seems imperative that we have year-round administrators for year-round instructional programs." The Division of Principals of the North Carolina Education Association has long felt this need for many reasons, some of which are stated herein.

We are realistic, however, and we know that we should not jump to 12-months employment without adequate program planning in each individual school. We have proposed an extension of the term of employment for principals based on the type and size of the school to take care of current pressing needs. With a promise of our complete cooperation, we urge the State Board of Education to proceed without delay with plans for a full-time program patterned after the information included herein.

We also urge the General Assembly to stand ready to provide the funds necessary to meet these needs for maximum educational service to all of the people of all our communities. The cost will be minimal when compared to the increased service and the benefits resulting from this further investment. Surely, in 1967-69 we can do no less!

We have endeavored to state our case completely and concisely. We have provided both philosophy and facts. We believe our request merits the support of all our people, and we are prepared to solicit this support not only at this time but from now until the adjournment of the 1967 General Assembly. Feel free to call upon us at any time for clarification of proposals or for documentation of needs. We stand ready to be of assistance.

## SUMMER OBLIGATIONS OF NORTH CAROLINA PRINCIPALS

### A. Curriculum

1. Study current course offerings and content
2. Keep abreast of various curricula innovations
3. Make necessary revisions
4. Study and revise other areas of the academic program such as homework policy, promotion policy, reporting to parents, etc.
5. Develop plans for using the Federal funds which will be allotted to the school.
  - a. Write projects for use of the funds
  - b. After projects are approved, order equipment and materials to be furnished by the Federal funds

### B. Personnel

1. Teachers
  - a. Interviews
  - b. Orientation meetings with staff members
  - c. Review teacher assignments and their previous experiences
  - d. Confer with vocational teachers concerning their plans and schedule for summer work
2. Auxiliary
  - a. Secure and assign custodial staff
  - b. Secure and assign cafeteria staff
  - c. Supervise secretaries
  - d. Secure and assign teacher aides
  - e. Secure and assign bus drivers
  - f. Secure qualified personnel to implement the Federal programs

### C. Students

1. Detailed attention to the assignment and scheduling of each student
2. Records of students completed and properly filed
3. Recommendations to various agencies and individuals
4. Make a thorough study of records of underachievers, dropouts and failures
5. Conferences with students and parents
6. Follow-up studies on graduates and dropouts
7. Meet with Student Government officers and other school club officers to plan school activities for the new school year

### D. Summer Programs

1. Coordinate and supervise enrichment and remedial programs
2. Supervise teachers who are involved in the summer vocational programs
3. Supervise teachers who are working in a summer recreational program
4. Supervise Head Start program
5. Adapt provisions of various federal programs

### E. Supplies and equipment

1. Study reports and inventories and make requests to the superintendent's office
  - a. Furnishings
  - b. Instructional supplies, equipment and materials
  - c. Janitorial supplies
  - d. Office supplies and equipment
  - e. Cafeteria supplies and equipment
  - f. Athletic supplies and equipment
2. Supervise cleaning and repair of equipment
3. Supervise the receiving and distribution of supplies and equipment
4. Supervise the distribution of textbooks



- F. Workshops and other professional meetings
  - 1. Plan and participate in various in-service workshops
  - 2. Confer with local and state supervisory personnel
  - 3. Attend special courses, workshops, conferences, and meetings offered by colleges or universities that will upgrade the principalship
- G. Maintenance
  - 1. Inspect grounds, play areas, equipment, buildings, and facilities
  - 2. Direct attention of proper personnel to needed repairs
  - 3. Supervise janitors and maintenance personnel
  - 4. Plan yearly program for custodial and maintenance staff
  - 5. Conduct required fire inspections of buildings
- H. Transportation
  - 1. Describe and map bus routes
  - 2. Revise maps of the school district showing locations of various families and routes of all buses
  - 3. Conferences and workshops with transportation supervisor and bus drivers
  - 4. Plan with local law and safety personnel on safety
- I. Plan yearly schedule
  - 1. Develop master schedule
  - 2. Assign teaching responsibilities
  - 3. Organize extracurricular and activity programs
  - 4. Set up yearly calendar
  - 5. Prepare faculty and student handbooks
  - 6. Plan professional study staff meetings
    - a. Select teacher committees
    - b. Set times for meetings
    - c. Devise programs for meetings
  - 7. Develop plans for use of extended term of teachers
  - 8. Prepare publicity and inform the public through mass media of the accomplishments during the school year
  - 9. Develop plans for faculty meetings and faculty professional study for the new school year
- J. Community and auxiliary agencies
  - 1. Seek the assistance and coordinate the efforts of various organizations and agencies
    - a. PTA
    - b. Civic, social, and fraternal organizations
    - c. Health Department
    - d. Welfare Department
    - e. Local and regional news media
    - f. Local school advisory committee
    - g. Local government
  - 2. Develop orientation plans with institutions and other organizations that provide opportunities for students
- K. Miscellaneous administrative duties
  - 1. Complete checkout of each teacher at the end of the school year
  - 2. Monthly reports to the superintendent
  - 3. Annual reports to the superintendent
  - 4. Check mail and telephone correspondence regularly
  - 5. Student transcripts to various institutions
  - 6. Conferences with superintendent and other professional personnel
  - 7. Surveys
  - 8. Inventories

### EXTENDED TERM FOR PRINCIPALS

Division of Principals  
North Carolina Education Association

<u>Type of School</u>	<u>Number of Teachers</u>	<u>Recommendations</u>	<u>Term</u>
Elementary	7-24		10 1/2 months
	25 up		11 months
Junior High	7-19		10 1/2 months
	20 up		11 months
Union School	7-19		10 1/2 months
	20-35		11 months
	35 up		12 months
Senior High	7-14		10 1/2 months
	15-24		11 months
	25 up		12 months

Note: Under the recommendations there would be approximately 116 union school principals and 77 senior high principals employed on a twelve-months basis.