School Emergency Administration Plan

Samuel R. Nall

Eastern Illinois University
THEESIS REPRODUCTION CERTIFICATE

TO: Graduate Degree Candidates who have written formal theses.

SUBJECT: Permission to reproduce theses.

The University Library is receiving a number of requests from other institutions asking permission to reproduce dissertations for inclusion in their library holdings. Although no copyright laws are involved, we feel that professional courtesy demands that permission be obtained from the author before we allow theses to be copied.

Please sign one of the following statements:

Booth Library of Eastern Illinois University has my permission to lend my thesis to a reputable college or university for the purpose of copying it for inclusion in that institution's library or research holdings.

[Signature]
Date

I respectfully request Booth Library of Eastern Illinois University not allow my thesis be reproduced because ________________________

[Signature]
Date

Author
SCHOOL EMERGENCY

ADMINISTRATION PLAN

(TITLE)

BY

SAMUEL R. NALL

THESIS
SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR THE DEGREE OF
SPECIALIST
IN THE GRADUATE SCHOOL, EASTERN ILLINOIS UNIVERSITY
CHARLESTON, ILLINOIS

1981
YEAR

I HEREBY RECOMMEND THIS THESIS BE ACCEPTED AS FULFILLING
THIS PART OF THE GRADUATE DEGREE CITED ABOVE

23 July 1981
DATE

July 23 1981
DATE

July 27 1981
DATE
SCHOOL EMERGENCY ADMINISTRATION PLAN

BY

SAMUEL R. NALL

B.S. Murray State University, 1960
M.A. Murray State University, 1961

ABSTRACT OF A FIELD STUDY

Submitted in partial fulfillment of the requirement for the degree of Specialist in Education at the Graduate School of Eastern Illinois University

Charleston, Illinois
1981
Abstract

Statement of Purpose

The purpose of this field study was to develop a handbook that Illinois school district administrators may utilize during a teacher work stoppage. During the 1980-1981 school year, approximately 81 percent of all Illinois teachers were covered by some type of bargaining agreement. Thus, this study was deemed timely and relevant.

Procedure

Even though this field study was designed for Marion County schools, it may readily be modified to serve as an objective reference for all Illinois schools. It is divided into three major sections, in addition to an introduction and a summary, to facilitate a greater perspective on teacher strike actions. These sections are: (1) Pre-strike Actions, (2) Management Activities, and (3) Post-strike Activities.

Perhaps the major item of importance is introduced in section two which deals with pre-strike activities for both the board of education and the administration. If a strike is eminent, then the administrator must have a pre-planned course of action.
Conclusion

The Marion County Administrator's Guide has been developed for the following purposes:

(1) To provide a frame of reference for policies to govern the program of the school during a work stoppage.

(2) To establish the parameters within which the administrators and other employees may exercise discretionary action during a strike.

(3) To gain public confidence through evidence of the Board's long-range planning and communications system in times of a strike.

(4) To aid in the resumption of amiable relations among the faculty, board, and administration at the conclusion of a strike.
SCHOOL EMERGENCY
ADMINISTRATION PLAN

BY

SAMUEL R. NALL

FIELD STUDY
Submitted in Partial Fulfillment of the Requirements
For the Degree of

SPECIALIST
in the Graduate School, Eastern Illinois University
Charleston, Illinois

1981
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>INTRODUCTION</strong></td>
<td>1</td>
</tr>
<tr>
<td>Statement of Problem</td>
<td>3</td>
</tr>
<tr>
<td>Reason for the Study</td>
<td>4</td>
</tr>
<tr>
<td>Definition of Terms</td>
<td>5</td>
</tr>
<tr>
<td><strong>PRE-STRIKE ACTIONS</strong></td>
<td>8</td>
</tr>
<tr>
<td>Board of Education</td>
<td>8</td>
</tr>
<tr>
<td>School Calendar</td>
<td>9</td>
</tr>
<tr>
<td>Extra-curricular Events</td>
<td>11</td>
</tr>
<tr>
<td>Sick Leave</td>
<td>12</td>
</tr>
<tr>
<td>Pickets</td>
<td>12</td>
</tr>
<tr>
<td>Work Schedule for Non-strikers</td>
<td>14</td>
</tr>
<tr>
<td>Administrative Responsibilities</td>
<td>15</td>
</tr>
<tr>
<td>Utility Location and Shut Off</td>
<td>15</td>
</tr>
<tr>
<td>Back-up Plan for Maintenance, Clerical, and Custodial Services</td>
<td>17</td>
</tr>
<tr>
<td>Substitute Teachers, Lesson Plans, and Supplies</td>
<td>18</td>
</tr>
<tr>
<td>Communications with Parents, Community, and Media</td>
<td>19</td>
</tr>
<tr>
<td>Key Control Plan</td>
<td>21</td>
</tr>
<tr>
<td><strong>MANAGEMENT ACTIVITIES DURING A STRIKE</strong></td>
<td>23</td>
</tr>
<tr>
<td>Orientation of Substitute Teachers</td>
<td>24</td>
</tr>
<tr>
<td>Faculty Meeting</td>
<td>24</td>
</tr>
<tr>
<td>Announcements to Students</td>
<td>26</td>
</tr>
<tr>
<td>Inspect Teaching Stations</td>
<td>27</td>
</tr>
<tr>
<td>Supervise Unattended Students</td>
<td>27</td>
</tr>
<tr>
<td>Alternative Instruction Plan</td>
<td>28</td>
</tr>
<tr>
<td>Daily Newsletter to Parents</td>
<td>29</td>
</tr>
<tr>
<td>Adjust School Hours and Events</td>
<td>29</td>
</tr>
</tbody>
</table>
CHAPTER I

INTRODUCTION

Traditional methods of school management have undergone and are undergoing drastic revolutions. Although public school control, from a legal point of view, is vested in the state legislature and a large measure delegated to local school boards, this does not preclude professional organizations from attempting to exercise considerable influence on operations. One of the most discussed topics in educational circles is the extent to which these teacher groups may conduct negotiations.

Early thinking was critical of teachers being involved in decision making. President Franklin D. Roosevelt in 1937 did not consider collective bargaining appropriate for public employees. He stated:

The process of collective bargaining, as usually understood, cannot be translated into the public service. It has its distinct and insurmountable limitations when applied to public personnel management. . . . Particularly I want to emphasize my conviction that militant tactics have no place in the functions of any organization of government employees.¹

In addition, in 1968, the American Association of School Administrators declared that, "were school administrators to name their most pressing current problems, negotiations would undoubtedly be near the top of the list."¹

Through concerted action by teacher associations to improve the economic status of teachers and their conditions of employment, negotiations are now being accepted in most quarters. The National Education Association and the American Federation of Teachers have been engaged in continuous effort to have bargaining laws covering teachers enacted in every state. Signs indicate that all states now have, or probably soon will have, such legislation.

At this point in time, Illinois is one of the states that does not have legislation that permits teachers to join labor unions. However, in the absence of prohibitory statute, there seems to be no reason why teachers may not legally organize and engage in collective bargaining with boards of education. Therefore, even though participation in collective bargaining is voluntary, in 1980 approximately 80 percent of Illinois' teachers were covered by some type of agreement; that is, approximately 43 percent of all full-time classroom teachers were employed in Illinois Education Association affiliated districts,

while 36 percent worked for American Federation of Teachers districts and 2 percent were employees of districts with no organization affiliation.¹

Statement of Problem

There are undoubtedly times when teacher bargaining demands may necessitate a negative response from the board of education. The union may thereafter alter its demands, or it may threaten to strike. This exercise of raw power may result from the belief on the part of teacher groups that the board is not negotiating in good faith.

The use of the strike by teachers' associations to influence the activities of school systems is nonlegitimate. The law virtually everywhere holds that public employees do not have a right to strike. But, the existence of public employee strikes to advance bargaining positions cannot be denied. Therefore, it would seem to be unthinkable that the school administration would not be prepared for such a contingency.

The purpose of this field study is to develop an emergency procedures handbook that may be utilized by

Illinois school district administrators to ensure safe and legal operation during a work stoppage. Furthermore, it is the intent of this tool to aid the regional superintendent in meeting the mandates of Sections 3-14.2 and 3-14.22 of the School Code of Illinois.

**Reason For The Study**

What do teachers want from their jobs? Usually, employees want all they can get. Fundamentally, this means that each employee wants gratification from his daily work. If the staff feels that their basic job needs are not being fulfilled, then they begin looking for a way toward greater job satisfaction.

During the past two decades, teachers have been looking toward the union to act as the catalyst to aid in overcoming job dissatisfaction. A recent Federal report indicated that teachers were most concerned about the following work related issues:

1. Recognition as a bargaining unit by the board of education;
2. Have an opportunity to "participate" and achieve personal needs;
3. Improved wages, employee benefits, and better working conditions;
(4) Equal and fair treatment and job protection.¹

Consequently, bargaining does not require the school board of education to roll over and play dead during negotiations. Therefore, Illinois teacher groups and boards often become involved in situations that create strikes. These strikes have no sectional pattern, for strikes have been scattered across the state.

This study may, in part, serve as a practical guide for administrators of Marion County in the event of a work stoppage. The content may also serve as an objective reference for other Illinois administrators confronted with teacher strikes.

Definition of Terms

The following definitions were used for this study:

Association: An organization of employees generally not under the direct jurisdiction of a national union.

Bargaining Agent: Union designated or recognized voluntarily by the board as the exclusive representative of all certified employees.

Check-off: Arrangement whereby an employer deducts from the pay of union members dues and turns these monies over to the union.

Collective Bargaining: A method of bilateral decision making in which representatives of the employees and employer determine the conditions of employment of all staff members in a bargaining unit through direct negotiations.

Employee Organization: Any organization which includes employees of a public school employer and which has as one of its primary purposes representing teachers in their relations with the board of education.

Fact-finding: A process whereby an independent third party is asked to conduct hearings, make investigations, and issue a report.

Impasse: When the parties to a dispute have reached a point in negotiating at which their differences in position are so substantial that future meetings would be futile.

Injunction: A court order restraining individuals from committing acts which the court determines may do irreparable harm.
Local: Group of organized workers in a specific school district which holds a charter from a national or state union.

Mediation: An attempt by a third party to bring together the two sides in a dispute. The mediator has no power to force a settlement, but he can offer compromise solutions.

Negotiation: To communicate or confer with another so as to reach a settlement of some matter.

Professional Negotiations: Terms used originally by the National Education Association to describe alternative to collective bargaining.

Strike: Any concerted stoppage of work by employees or concerted interruption of operations by employees.
CHAPTER II

PRE-STRIKE ACTIONS

It may be a foregone conclusion that each school administrator will know the proper course of action in the event of a strike. But, this is, in all likelihood, an erroneous assumption. Where have the principals and superintendents gained this little-used knowledge? Most colleges and universities attempt to provide graduate students with an overview of professional negotiations. However, the lion's share of the time and material of these courses tends to deal with bargaining.

This being the case, it is important for practicing administrators to have the ability to reflect the actions, attitude, and philosophy of the board of education. Some of these general duties are suggested in this chapter.

Board of Education

The board and the administration must work together effectively as a team in order to provide the best possible framework for a sound educational program. Education is so complex today, even in the smallest of school systems, that it is impossible to operate without advanced planning.
In times of work stoppage, the superintendent must have adopted board policies, such as those illustrated in Figure 1, to which he can refer in making intelligent decisions about dealing with the problem at hand. The following are categorical descriptions of those aspects: physical, economic, and social. These must be considered to avoid helter-skelter operation of the school district.

SCHOOL CALENDAR

Chapter 122, Section 10-19, of the Illinois Revised Statutes requires that:

Each school board shall annually prepare a calendar for the school term, specifying the opening and closing dates and providing a minimum term of at least 185 days to insure 176 days of actual pupil attendance. The board may not extend the school term beyond such closing date unless that extension of term is necessary to provide the minimum number of computable days.¹

It is fundamental that school programs cannot commence, and pupils cannot be taught at prescribed times without the punctual and reliable attendance of members of the teaching staff. Therefore, the board must adopt a policy to be applied when strikes result in the withdrawal of services by teachers. The question is, shall the board agree to

FIGURE 1

PRE-STRIKE

BOARD OF EDUCATION POLICIES

- School Calendar
- Pickets
- Sick Leave
- Extra-Curricular Events
- Work Schedule for Non-Strikers
amend the calendar to ensure the proper number of pupil attendance days and no loss of wages by teachers; or shall the board of education adhere to the philosophy that any days of attendance that are canceled for reason of a work stoppage shall not be made up, thereby, reducing state aid to the district in an amount equivalent to one percent for each day less than the number of days required by the School Code?

EXTRA-CURRICULAR EVENTS

An intricate part of the total school program consists of those activities called "extracurricular" or "cocurricular." Many of these events, such as ball games, field trips, assembly programs, and plays are scheduled well in advance of the school year. Again, the board of education should have a policy relative to continuation of activities during a work stoppage. Shall the administration allow the coaches to have athletic practice or allow elementary children to participate in a prearranged field trip, or must all school sponsored events cease until the strike has terminated?
SICK LEAVE

The Illinois School Code states that:

The school boards of all school districts shall grant their full-time teachers and other employees sick leave. . . . Sick leave shall be interpreted to mean personal illness, quarantine at home, or serious illness or death in the immediate family or household.¹

Each full-time employee has been provided sick leave by the state legislature. The utilization of this leave must meet the guidelines of personal illness or immediate family illness. However, during the past decade in times of "strike eminent," many school districts have experienced the phenomenon, "Blue Flu." The extraordinary events of "Blue Flu" are reflected by a large number of staff absences, usually different individuals each day.

Boards of education must develop a policy to be implemented during an apparent work reduction or work stoppage. The declaration must resolve whether to require a signed affidavit of illness and/or provide a doctor's certificate of employee disability.

PICKETS

Some geographic areas of Illinois tend to be highly unionized. In these locations, strikes, pickets, and

¹Illinois, Revised Statutes, 1979, Vol. III, Chapter 122, Article 24-6, p. 1449.
sometimes, violence are not uncommon. Well in advance of any strike, the school district board of education must adopt a plan of action so that each administrator will know exactly what to do if picketing should occur.

Informational picketing is constitutionally protected as long as it is peaceful and does not disrupt the orderly educational process. However, in many instances, picketing advances beyond the informational situation to the point where strikers are advocating work stoppage to compel the board to delegate its lawful functions. When this occurs, these actions are unquestionably illegal.

In the event the board determines that instruction will continue, or attempt to be continued, during a strike some direction must be developed for crossing a picket line. The superintendent or principal must be given the authority to call police if there is any violence or blockage of access to the school. Also, a scheme of action must be adopted to aid each person arriving at the school site on his own. It may not be possible for an individual, a parent, a student, or a substitute teacher to cross a picket line, particularly if there is harassment or verbal abuse aimed at the person crossing. Finally, it may be advisable to develop a method for protecting parked vehicles.
WORK SCHEDULE FOR NON-STRIKERS

The basic precept of democratic school administration is that those affected by a policy should have a voice in its determination. But, not all staff members adhere to this philosophy; many will cling to the principle that educational agencies are not democratic societies and boards of education are responsible for decision making. In the event of a strike, these employees, in all likelihood, will report for duty.

Prior to a work stoppage, the board of education should broach the topic and adopt a work schedule for non-strikers. This plan should take into consideration maintenance and custodial services, food service, transportation, and instructional personnel. The normal daily attendance routine for students may not be advisable during times of conflict, thus an altered day may be considered. However, this non-conventional time frame must be made within the parameters of Section 18-8 of The School Code of Illinois:

Days of attendance by pupils shall be counted only for sessions of not less than five clock hours of school work per day under direct supervision of teachers.

\[1\]

\[1\] Illinois, Revised Statutes, p. 143.
Administrative Responsibilities

The administrative staff has the duty to prepare a strike plan to be utilized in the event of a work stoppage. It should not be envisioned that the construction of such a plan indicates that the board and administrators do not desire to reach a contractual agreement with the school district employees. On the contrary, these goals reflect long range management planning.

This section of Chapter II will provide an overview of pre-strike planning efforts that will provide assistance to school administrators in assessing their work stoppage preparations.

The primary objectives of these goals for Marion County are emphasized in Figure 2.

UTILITY LOCATIONS AND SHUT-OFF

Each building principal needs to be prepared for any eventuality. Thus, he must become aware of the location and the operation of all utility controls within the building. Even though the architect's drawings are available to indicate the location of these controls, they may not be accurate. Frequently during remodeling, or modifications to bring buildings into compliance with the Illinois' Life Safety Code, locations of valves and switches are often changed.
FIGURE 2

ADMINISTRATIVE TASK PREVIOUS TO STRIKE

- Utility Locations and Shut-Offs
- Develop a plan for key control
- Back-up plan for maintenance, clerical and custodial service
- Develop a communications system to parents, community and media
- Develop a plan for substitute teachers, lesson plans, supplies and exit from building
Before a strike the maintenance department is available to help administrators locate each of the following switches or valves:

(1) Gas
(2) Electricity
(3) Water
(4) Sprinklers
(5) Furnace
(6) Secondary valves
(7) Key or wrench to operate valves
(8) Fire alarm switches

All of these utility controls may not be found in each building; these tend to be the most common.

BACK-UP PLAN FOR MAINTENANCE, CLERICAL, AND CUSTODIAL SERVICE

The district superintendent, with the assistance of the principals, should develop a list of possible volunteers who would be available in the event of a strike. These auxiliary personnel, in all likelihood, will not be full-time employees of the school district. Therefore, each building principal should have a "call-in" list developed for emergency use. This list should indicate each substitute's name, address, phone number, and area of expertise—that is, clerical, custodial, boiler operator, electrician, etc.
SUBSTITUTE TEACHERS, LESSON PLANS, AND SUPPLIES

No school can function without an instructional staff. When teachers are absent, for whatever reason, illness, military service, or strike, qualified substitutes must be available. Each school principal must have on file an updated list of available replacements. This file should include, in addition to the teacher's name, address, and phone number, the certificate type(s), and major and minor teaching preparation.

In the event a sufficient number of substitutes are not available during a strike, the school administration may consider the following additional personnel:

(1) Retired teachers
(2) Administrative personnel
(3) Parents
(4) Itinerant specialists
(5) Teacher aides

During a strike, as well as other times, teachers take lesson plan books home with them. In order to have lesson plans available for replacement teachers, it may be good judgment to require the instructional staff to submit current lesson plans weekly to their building principals. Non-striking personnel will find these lessons valuable in preparing instructional activities or implementing the planned instruction of the regular teachers.
In addition to lesson plans, the substitute teachers will need various instructional supplies. Each building principal should have an adequate quantity of these instructional goods available at all times. Some of the suggested supplies are: extra projection bulbs, extra exciter lamps, take-up reels, extension cords, phonograph needle cartridges, duplicator supplies (wicks, paper, fluid), pencil sharpeners, chalk, and other writing supplies.

COMMUNICATIONS WITH PARENTS, COMMUNITY, AND MEDIA

The many working parts of a school district will necessitate establishing a means for communication during a strike. Information and directions must be passed to student, parents, the community, and the media in order to achieve coherence and control when a work stoppage develops. Research indicates that this early planning will cope with the following:

1. People are likely to seek out congenial communicators (those favorable to their cause) in controversial matters;

2. Rumors spread in direct proportion to the receptivity of the audience;

3. If the substance of the rumor is congenial to persons hearing it, it will be passed on to others and/or changed into more personally satisfactory forms;

4. Objective information on the subject that is not tied into the rumor itself is the best counterattack;
(5) Misperception and misinterpretation of a communication follow one's psychological propensities to evade or distort a message;

(6) The effect and use of the printed word in communication are related to the level of education—the higher the education, the greater the reliance on what is in print, and the lower the education, the greater the preference for oral and visual presentations;

(7) People seek out and will respond to persuasive communications consistent with their predispositions to believe in an issue;

(8) The higher his intelligence, the more likely that the person will gain information from mass media.  

One important segment of the school district's communications plan is the appointment of a "communications officer." This person will be responsible for all messages from the board and administration to the media and the community. Principals and working staff must be cautioned not to make statements to reporters, but refer them to the "communications officer." In general, when several individuals release information to newspaper, radio, or television reporters, this information will tend to be confusing, repetitive, and ineffective.

A second task that may be accomplished before a strike is the development of sample letters to parents.

---

These letters do not necessarily need to be finalized until it is time to send them home, but the basic information may be developed.

KEY CONTROL PLAN

A key control plan developed prior to a strike should reflect the attitude and policies of the local board of education. Some school districts may require that all keys be surrendered to their building principals while other districts may not want the teachers, or other striking personnel, to relinquish their keys. Many times severe problems with staff morale may be avoided by garnering a duplicate set of keys. This course of action may reduce the potential of being at loggerheads during the negotiations period. In addition to master keys to open all rooms, it may be advisable to have duplicates prepared to open all desks and closets.

As previously indicated, in the event of a strike, certain school districts may mandate that all employees' keys be collected. Occasionally non-striking personnel may be insulted by this practice, but careful explanation of the reasons should overcome this situation. Nevertheless, in these situations, the principal should maintain complete control of all keys and have the only available master key.
Keys utilized for less important functions, such as light switches and water faucets, are not as vital and do not need to be collected. However, administrators should have duplicates of these keys available for utilization.
CHAPTER III

MANAGEMENT ACTIVITIES DURING A STRIKE

Much has been written about public sector collective bargaining and much more said. The point on which all experts agree is that collective bargaining is a dynamic, fluid, and evolving process which places a premium on flexibility, ingenuity, and patience. However, at some point in time, reaching agreement in bargaining sessions may become almost impossible. Therefore, strikes, rather than agreement, may result from negotiating efforts.

The strike is the most controversial and the most publicized bargaining tactic used to show power. Power is not necessarily good or bad, and power can be used constructively as well as destructively. Thus, it is axiomatic that a contingency plan be developed to deal with strike situations.

Once the union has declared a work stoppage, the function of the board of education tends to center around the bargaining table, either as they are engaged as the bargaining unit, or they are available to ratify potential agreement. Therefore, this chapter is designed to highlight the functions and responsibilities required of
administrators in order to achieve continued student attendance during a strike. The preponderance of these tasks are enumerated in Figure 3.

ORIENTATION OF SUBSTITUTE TEACHERS

Substitute teachers may or may not be familiar with the building to which they are assigned. Rather than having a possible chaotic situation, an early morning orientation session will prove to be invaluable. During this time "Substitute Folders," containing class lists, bell schedule, yard duty schedule, lesson plans, school map, fire drill instructions, list of children who need special attention, school rules, attendance keeping procedures, and other procedural information should be issued to each instructor. In addition, time must be allotted for questions and answers to alleviate the anxieties of the unknown.

Last, but not least, each substitute teacher should sign an attendance roster, or some similar form, that may be used for payroll purposes. At this point, each teacher should be escorted to his/her classroom.

FACULTY MEETING

Daily faculty meetings are a must during the strike period. These meetings allow each non-striking teacher to be apprised of the strike status as well as other
FIGURE 3

ADMINISTRATIVE ACTIVITIES DURING A STRIKE PERIOD

- Adjust school hours and events
- Daily newsletter to parents
- Alternative instruction plan
- Supervise unattended students
- ORIENTATION OF SUBSTITUTE TEACHERS
- Faculty meetings
- Announcements to students
- Inspect teaching stations
items of importance. Some of the suggested topics that have been deemed appropriate are:

(1) Quick introductions of substitute teachers.
(2) Schedule for the following day.
   (a) classes in session
   (b) directions to students when not in class
   (c) time schedule
   (d) reporting time
(3) Role of parents in assisting on campus.
(4) Faculty needs to be submitted in writing to building principal.
(5) Announcement of classes to be combined.
(6) Announcement of attendance procedures.
(7) Operation of cafeteria or alternative food service.

ANNOUNCEMENTS TO STUDENTS

Each school day should begin with a student assembly for orientation purposes (especially in the early days of the strike). These all-school assemblies are necessary to promote continued student attendance. Some of the necessary topics to broach with the students are:

(1) Procedures to follow if the school closes.
(2) Availability of lunches, time, and place.
(3) Bus transportation schedule.
(4) Modified class schedule, time, and room.
(5) Extra-curricular schedule, if any.

INSPECT TEACHING STATIONS

Some time during the school day, the building principal must visit each classroom or instructional area. These visitations serve a two-fold purpose; the first is to give moral support to substitutes and to answer questions and allay fears of pupils; the second function of the daily visit is to ascertain the safety of the instructional region, that is, cleanliness, adequate lighting, heating and ventilation. This second function is especially important because the regional superintendent should monitor the safety of teaching space.

SUPERVISE UNATTENDED STUDENTS

Before school, after school, during recess, and during lunch periods, students will not be under the constant control of instructors. During these unattended times, it may be wise to employ aides to oversee student activities. Boards of education may wish to hire parents, at minimum wage, to perform these tasks. Often it is wiser to employ parents rather than allow them to serve as volunteers.
As employees, they are more likely to come to work every day; and any legal problem generated out of accidents is less difficult to deal with if the adult is a school agent.

ALTERNATIVE INSTRUCTION PLAN

The principal, teachers, and students need to be flexible and have the ability to adapt to difficult situations during the strike. Most of the time, the normal routine will be interrupted and new instructional patterns will be necessary to insure required teacher-student contact hours. Some suggested alternatives are:

1. Class size may be increased by combining similar classes (non-graded or continuous progress pattern) under the supervision of one teacher.

2. Use the library and auditorium as large group instruction areas.

3. Cancel all scheduled out-of-school activities.

4. Teacher aides may be utilized under the supervision of a certified teacher. The aide and the teacher may be in adjoining rooms if the teacher can observe the actions of the aide.
(5) The district should make provisions for extra high interest educational films which can be used with large groups of children.

DAILY NEWSLETTER TO PARENTS

It is evident that parents will be concerned about the quality of education that their children are receiving from substitute teachers, teacher aides, and other certified personnel who are not the regular classroom teachers. In order to combat these anxieties, a daily newsletter should be sent home to each parent. This correspondence should paint a positive picture, giving only factual information and not making conjectures. The communication should emphasize that students are in no danger and that they are receiving adequate daily instruction.

ADJUST SCHOOL HOURS AND EVENTS

The ideal climate in times of a strike is "business as usual." But, in most instances, this will not be possible; therefore, school hours and events should be adjusted to reflect the available staff and services. As indicated in Chapter Two, any revised schedule must meet the guidelines of Section 18-8 of the Illinois School.
Code, and parents must be apprised of the new routine so that baby sitters and personal calendars may be arranged.

The principal should be responsible for the decision of continuing previously scheduled events such as assemblies, field trips, and programs. These are time consuming educational events, but each must be properly supervised in order for students to receive maximum benefit.
CHAPTER IV

POST-STRIKE ACTIVITIES

An act as traumatic as a strike has not been entered into without premeditation. The teachers, board of education, and administration are cognizant that a work stoppage will create "strain" reactions in interpersonal relationships, both cognitive and intuitive. In fact, it is paramount that each party involved in the negotiations process, and subsequent strike, be conscious of the fact that it is better to prevent fires than to develop skills in putting them out.

Once a contract has been ratified, each agency, union and management, has the obligation to become aware of the terms of the settlement and abide by them. This is particularly important when the problems accompanying a bargaining relationship have been resolved and new benefits can be expected to have a substantial impact on board policy.

Consequently, the purpose of this section is to emphasize some of the measures that may be followed to insure that all terms agreed upon are fully respected and executed. Thus, the principal's post-strike actions are accentuated in Figure 4.
FIGURE 4
POST-STRIKE ADMINISTRATIVE TASKS

- FIRST DAY ACTIONS
- EVALUATION
- THANKS TO EMERGENCY STAFF
- FACULTY MEETINGS
- SCHOOL COMMUNICATION
FIRST DAY ACTIONS

At some time during the strike, the superintendent and principals have probably been angry at everyone, from striking teachers, to board members, to their cocker spaniel. Hopefully, however, they were outwardly cool and calm and did not make rash statements or threats.

The first school day after the strike will be very important. The mood of the administration and staff will set the tone for much of the term. Everyone will be walking on eggs the first day back; therefore, principals should be visible everywhere, smiling but not laughing, courteous but not involved in any discussions about the strike. Except for these activities, the wisest thing may be to continue business as usual.

FACULTY MEETING

The board of education and the administration will have the responsibility for deciding what, if anything, will be done regarding personnel who participated in the strike. After a decision has been made as to the action of the board, the administration will be directed to inform the faculty of the resolution. However, it would be advisable not to hold a faculty meeting on the first day of attendance after the strike. Unless they are very unique, faculties do not want to talk at this time; and there will
presumably be a bitter division between those who "went out" and those who did not. Trying to hold a "let's all get back together" meeting at this time is fruitless and may aggravate the situation.

After a day or two, the building principal should be directed to talk informally with key staff members to sample the attitude of the faculty. He should become aware of the following:

1. Are wounds healing?
2. Who is angry, hurt, depressed?
3. What are the prevailing teacher attitudes toward the board, administration, community, and negotiations?

After this data has been collected and transmitted to the superintendent, an objective assessment should provide the proper time for the initial faculty meeting.

SCHOOL COMMUNICATION

When the time is right, determined by a method resembling that utilized in the previous section, the superintendent should consider mailing a letter to all staff members setting the professional tone regarding the goals of the school district and the need for unity for the sake of the students. In addition, each building principal may wish to conduct a faculty meeting during
which he gives opinions and suggestions but does not re-
criminate or take sides, that is, an encounter with open
discussion to "clear the air." Finally, a series of
department, or small group meetings, conducted by key
personnel on both sides of the strike issue may be utilized
to reunite the faculty.

THANKS TO EMERGENCY STAFF

The board of education, via the superintendent,
should submit a personal letter of thanks to those people
who assisted during the work stoppage. This group may
include, but is not limited to, substitute teachers,
teacher aides, itinerant teachers, and volunteer parents.
(The board may or may not thank non-striking teachers.
This gesture may spark a confrontation between striking
and non-striking teachers.)

The aforedescribed action is considered appropriate
in light of the time-tested axiom, "You may need them
again."

EVALUATION

The day after a strike, or as soon as possible,
while the events are still fresh in his mind, the superin-
tendent should evaluate all aspects of the school's strike
plan. Areas where things went wrong should be listed,
acts that were unnecessary should be eliminated, and support areas should be criticized. Also, the district's substitute teacher list should be revised by assessing individual performances. In general, the administrator may not feel like doing this, but it must be done.
CHAPTER V

SUMMARY AND RECOMMENDATIONS

Summary

Teachers, administrators, and board of education members are, in general, honorable people who sincerely wish to discharge their responsibilities capably. Honesty, trust, respect, understanding, wisdom, and dignity are the qualities that must prevail in teacher-management relations. In short, the formulation of school policy should be a cooperative process capitalizing on the intellectual resources of the whole staff.

In practice, the motivation for both sides in collective bargaining is reward for one or reprisal for the other side. All too often, teachers and board members have incompatible objectives; and the other side is viewed as an adversary and met with distrust. The two sides sit on the opposite side of the bargaining table and keenly disagree on specific issues, often having more to do with power than education. George Bernard Shaw observed that the real test of a person's breeding is how well he behaves in a quarrel. In too many cases, school boards, administrators, and teachers do not behave well in quarrels.
Administrators and teachers claim to be expert in understanding human behavior, problem solving, decision making, and personnel management. However, these administrators and teachers, who are on opposite sides of the bargaining table, do not need an object lesson in civilized resolution of conflict within the democratic tradition. Generally, in the public sector, and especially in public education, strikes are becoming alarmingly numerous and are becoming the model for conflict resolution.

**Recommendations**

This study was developed to aid Marion County school administrators in the event of a strike. When appropriate, these actions may be facilitated until a mutual agreement is derived. The following recommendations were made as a result of this study:

1. The study needs to be field tested for strengths and weaknesses.
2. The recommendations can serve as guidelines in areas of the state outside of Marion County.
3. A study should be conducted to determine how teachers, administrators, and board members perceive the practicality of these suggestions.
(4) A study might be conducted among the various socioeconomic groups of the school community to ascertain the effectiveness of this program.
BIBLIOGRAPHY


