# MINUTES OF THE MEETING EDUCATION AND CULTURAL RESOURCES COMMITTEE MONTANA STATE SENATE

January 25, 1985

The fifth meeting of the Senate Education and Cultural Resources Committee was called to order by the Chairman, Senator Chet Blaylock, at 1:05 p.m. in Room 402, State Capitol Building.

ROLL CALL: All committee members were present but Senator Yellowtail.

CONSIDERATION OF SENATE BILL 167: SENATOR REGAN, District 47, sponsor of the bill, said the bill results from the 1972 Supreme Court decision by allowing for reasonable fees to be charged for a course if it is not required for graduation. She said the Supreme Court intended for school districts to have a degree of flexibility, and while there are grey areas, the bill would allow charging for some elective courses during regular school hours. Some districts already are charging for summer school and after school classes.

#### PROPONENTS:

CHIP ERDMAN, representing the Montana School Boards Association, stated in the Supreme Court ruling on the Granger decision (definition of "free education"), the Attorney General ruled the definition applied the same way in both the 1899 and 1972 Constitution. He said this bill would go in the school law book and would end some confusion. He urged the committee to support the bill as it is a reasonable approach and exludes anything required for graduation but allows charges for summer school or special after school offerings. He said some schools are already doing this and uniformity is needed statewide.

ALICE TULLY, a Board member of the Montana School Boards Association and a Trustee at Hellgate Elementary in Missoula, said this bill clarifies matters. She said she feels no students will be excluded because of financial difficulties as scholarships are always available.

JIM RENO, Billings Public Schools, said this bill clarifies funding. Due to public request, 41 foreign language classes were offered before and after school. Hardship cases were funded by PTA and PTO groups.

John Deeney, Assistant Superintendent, Billings School District, suggested an amendment is needed which would clarify where funds collected as course fees are to be deposited. The non-budgeted fund for continuing support of the program would be an ideal depository as this would guard against the programs generating any ANB.

JOHN LARSON, representing the Office of Public Instruction, urged support of the bill for the previously stated reasons.

JESS LONG, Executive Secretary, School Administrators of Montana, supported the bill. He questioned "reasonably related" and wondered if a definition was needed.

There were no further proponents and no opponents to the bill.

CONSIDERATION OF HOUSE BILL 11: REPRESENTATIVE SANDS, District 90, presented the bill for Representative Hannah, sponsor of the bill. The bill was introduced at the request of the Joint Interim Subcommittee #4 on Tenure. It amends teacher tenure laws in a simple way by providing that an administrator who has tenure keeps that tenure if he returns to a teaching position but does not retain his administrative salary. He would get tenure for the time he would have been teaching if he was not an administrator. The Eileen Sorlie vs District 2 decision said the administrative salary would continue to be paid although the administrator had been reassigned to a teaching position. This bill then changes the law to allow for tenure for administrative time when returning to a teaching position.

#### PROPONENTS:

JOHN DEENEY, representing the Board of Trustees and the Superintendent of the Billings Schools, stated support for the bill.

CHIP ERDMAN, representing the Montana School Boards Association, supported the bill saying the Supreme Court created quite a problem.

JOHN LARSON, representing the Office of Public Instruction, said OPI supports the work of the interim committee. The bill gives the flxibility to reassign and protects the teacher. He said the bill is a compromise but it is realistic.

ALICE TULLY, Helegate Elementary Trustee, said they had the situation arise in ehich a former adminstrator became a teacher and the salary was way in excess of the salary schedule. She noted with the scarcity of money, it needs to be protected as much as possible.

#### **OPPONENTS:**

KEN NORDQUIST, President, Montana Association of Elementary School Principals, presented his written testimony in opposition to the bill (Exhibit #1).

JOHN FERO, State Representative to the National Association of Elementary School Principals, presented his written testimony in oppostion to the bill (Exhibit #2).

JIM BERGMAN, Great Falls Principal, stated principals don't negotiate so they cannot counter superintendent's actions. He said 53 out of 54 administrators fall into this category and with RIF and cutbacks they will lose any protection they currently have.

JESS LONG, Executive Secretary, School Administrators of Montana, stated he is a retired teacher and administrator, and served as a principal for 20 years. He said he was representing himself. He felt administrators need to follow the same process as teachers for termination. He said multi-year contracts or letting principals join a collective bargaining unit are other options.

BRAD MORRIS, Principal, Rossiter Elementary School, Helena, presented his written testimony in opposition to the bill (Exhibit #3).

#### DISCUSSION:

SENATOR REGAN asked if a principal is reassigned to a teaching job and has five years tenure and is competing with a teacher with 18 years tenure for the same job - who wins?

MR. FERO answered the principal would be RIFed.

REPRESENATIVE SANDS said RIFing exists with or without the bill. The bill deals only with salary levels.

SENATOR REGAN expressed concern for a fair hearing procedure for principals who are reasssigned.

MR. LARSON argued that Title 39 gives the right to school districts to reassign and RIF. The Supreme Court restored 20 years tenure to Sorlie, however she got not tenure for her 3 years as principal. The Court gave her salary protection for what she was earning and for future increases in that position. He added Sorlie's postion was RIFed and her salary was frozen by OPI.

JESS LONG said there are processes in the law for termination of administrators as well as teachers. He felt the bill would allow principals to be terminated without a due process hearing and they need to protect their economic position.

SENATOR MAZUREK said the bill doesn't address a due process hearing, only the salary issue at the administrative or teacher level.

REPRESENTATIVE SANDS closed by noting although tenure is protection for teachers, tenure protection does not extend to all positions and salaries; there are no constitutional due process grounds in this bill. He felt the local school boards are the place where salary level should be set and urged support for the bill.

CONSIDERATION OF SENATE BILL 168: SENATOR HAFFEY, District 33, sponsor of the bill, said the bill provides for protection of a county superintendent when that office is consolidated with another county office by providing the county superintendent does only work pertaining to that office. He said it is not fair to education or the superintendent if working hours are spent on other county work.

#### PROPONENTS:

RICHARD TRERISE, Montana Association of County Superintendents, presented his written testimony in support of the bill (Exhibit #4).

BOB STOCKTON, Office of Public Instruction, said the bill is very necessary as all county superintendents reports fo through him and he has a real problem getting reports in on time from consolidated offices. He said in one case the report due September 1 was finally received December 30.

MIKE BOWMAN, Missoula Superintendent, said the Mineral County Commissioners contract with his office for the duties of Mineral County Superintendent. He presented a copy of the contract to the committee (Exhibit #5). He said some clerical and travel duties are increased but there are no other problems.

NANCY WALTER, representing the Montana Education Association, presented her written testimony in support of the bill (exhibit #6).

THELMA ROBERTSON, Superintendent, Shelby, presented her written testimony in support of the bill (Exhibit #7).

KEN MILLER, Wheatland County Superintendent of Schools, said he contracts with the Wheatland Treasurer's Office and he supports the bill even if it would mean he's lose his job.

ELEANOR COLLINS, President, County Superintendents of Montana, said she feels uniform contracts should be developed which would protect both county offices.

CHIP ERDMAN, Montana School Boards Association, rose to express the support of the his organization for the bill. He said County Superintendents are supposed to offer assistance to small districts but that just isn't happening.

JESS LONG, School Administrators of Montana, said the bill makes sense. He noted County Treasurers can't provide teacher evaluations and other specialized services that are necessary.

There were no further proponents and no opponents to the bill.

#### DISCUSSION:

SENATOR MAZUREK asked Bob Stockton if OPI could develop a contract.

MR. STOCKTON replied he felt it could be done.

SENATOR McCALLUM and SENATOR BLAYLOCK asked the Missoula Superintendent, Mr. Bowman, if he receives more compensation for doing the Mineral County Superintendent's work.

MR. BOWMAN said he receives no personal compensation at all.

CONSIDERATION OF HOUSE BILL 10: REPRESENTATIVE EUDAILY, District 60, sponsor of the bill siad this is a code commissioner bill

and simply deals with some housekeeping details in the statutes regarding education and minors (sections 20-3-331, 20-6-321, 20-9-351, 20-9-352, 20-9-407, 20-05-403, 41-3-609, 41-3-1103, 41-3-1121, and 41-5-601, MCA).

#### PROPONENTS:

GREG PETSCH, Legislative Council Code Commissioner, said the bill clarifies use of supplemental appropriations instead of deficiency levies, and corrects reference and authorizing sections.

CHIP ERDMAN, Montana School Boards Association, supported the bill and said there were no substantive changes at all in the bill.

BILL ANDERSON, Office of Public Instruction, supported the bill.

There being no further proponents and no opponents to the bill Representative Eudaily closed.

#### ADJOURN:

There being no further business to come before the committee, the meeting was adjourned.

Senator Chet Blaylock, Chairman

### ROLL CALL

## SENATE EDUCATION AND CULTURAL RESOURCES COMMITTEE

49th LEGISLATIVE SESSION -- 1985 Date //s5/85

NAME	PRESENT	ABSENT	EXCUSED
SENATOR PINSONEAULT	/	·	
SENATOR BROWN	/		
SENATOR REGAN	J		
SENATOR SMITH	<b>/</b>		
SENATOR HAFFEY			
SENATOR YELLOWTAIL		V	
SENATOR MAZUREK	/		
SENATOR FARRELL		·	
SENATOR McCALLUM	V		
SENATOR BLAYLOCK, CHAIRMAN			

#### VISITORS' REGISTER

#### SENATE AND HOUSE COMMITTEE

BILL HB	11	DAT	TE	
SPONSOR				-
NAME	REPRESENTING	RESIDENCE	SUPPORT	OPPOSE
John Fero	Helena Principak	Helena		
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IF YOU CARE TO WRITE COMMENTS, ASK SECRETARY FOR LONGER FORM.

COMMITTEE ON 20

BILL NO./48

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Richard Treuse	MACSS	2	
Jam Seljum	Charles Sond & Schools		
Mike Bowney	Msla. Co. Supt.	V	
Buzz Chustiani	Gellowsten Co. Sugt of Schools	V	
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Sonja Spanwing	Park Co. Supt. of Schools		
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MONTANA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS

101 N. Sanders
Helena, Montana 59601
406-442-2510

Ken Nordquist, President Loy School 501 57th Street North Great Falls, MT 59405 January 25, 1985

Senate Education Committee Honorable Chet Blaylock, Chairman State Capitol Helena, MT 59601

Dear Members,

The Montana Association of Elementary School Principals wishes to go on record opposing HBI1 sponsored by Rep. Tom Hannah dealing with the reassignment of administrative personnel at a reduced salary.

If this bill became law, it would remove "due process" protection for a sizeable group of educators across the state. We would be subject to arbitrary decisions with no recourse in the law. There is currently a dismissal procedure outlined in Section 20-4-207 that we as supervisors and the school board must follow when dismissing teachers. If we do our "homework" we can dismiss a teacher. We feel it is essential that similar protection should apply to principals and other middle management people.

Further we oppose HB11 because it makes no provision for those who may have been certified to teach at one time, but have let their certification lapse because it was not required in their administrative position. Also, negotiated agreements with teacher in some districts may allow "bumping" into the teaching ranks with only the experience gained as a teacher in that district. What assurance does the principal who was hired from outside the district have of a job at all when reassigned from the administrative ranks?

Last of all, principals are excluded as supervisory, management, or administrative personnel from the right to collective bargaining as outlined in (Subsection 2b) 39-31-103 MCA. Many of us have endured on a "meet and confer" basis with our school boards. With tenure we have some protection from arbitrary action. If HB11 becomes law, we will lose the only protection we have under the law. We urge the defeat of this proposed legislation.

Thank you very much.

Ken Mordyenst

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#### National Association of **Elementary School Principals**

TO:

Montana Senate Education Committee

FROM:

John R. Fero, State Representative to NAESP form

RE:

Opposition to House Bill #11

DATE:

January 25, 1985

I am John R. Fero, Principal of Central Elementary School and State Representative to MAESP, representing the Helena area principals speaking in opposition to House Bill #11.

It is not difficult for anyone to figure out that all principals, and other administrators in the state would be opposed to this legislation. I would like to break this opposition down into two different categories. First, would be the intent or ramafications of this Bill, and second, the technical part of the writing. I might add that I have received many telephone calls from around the state on the legislation:

- In line 18 of the current law, a tenured teacher cannot be lowered in salary, however, this new sub section would allow school boards and superintendents to lower an administrator's salary. To us this appears to be a double standard.
- As a public employee we would like some job and salary security just like any other person. We do not feel that salary security is necessary in all situations. We do understand that there may be a need to reduce the number of administrators in a district because a mill levy fails or because of poor performance, but we do not feel that this is the appropriate approach.
- This Bill would give school boards and superintendents the right to move administrators to the classroom at anytime they want without any reason. We feel that we are entitled to some just cause reasons the same as any other employee. If a reduction in force is the concern or positions need to be eliminated then this needs to be written into an individual's contract. The solution to this problem is not to create a law that gives boards and superintendents the unrestricted rights to reassign without reason. We feel strongly that if an administrator is not doing his or her job, that the administrator should be terminated as an employee of the district. We do not condone nor do we want poor principals in our schools. In reality we cannot see where this type of law is good for education. Anytime a law is enacted this should, indeed, be one of the prime concerns for rewriting the law.

The above reasons are the main substance for our opposition, however, there are also technical reasons for us to oppose this Bill:

In lines 24 and 25 on page 1, and line 1 on page 2, it reads that administrators may be assigned to a teaching position for which he or she is certified. Currently an administrator is required to have an administrator's certificate, but is not required to have a teacher's certificate. It's true that an administrator was required to have one when they applied and received their administrative credentials. However, it is not required that we keep this up after the administrative credentials have been issued. If an individual has been a principal for

for 20 years it is unlikely that they have a teaching certificate. If they were reassigned to the classroom they would be required to go through the complete recertification process which would require at least a full summer of schooling.

- 2. Does this law mean that if an administrator is not certified to teach that they are exempt from being placed back in the classroom because they are not certified; or, does it mean that they will have to go back to school? This Bill does not address that issue.
- 3. In lines 2 thru 6 the new sub section states that the administrator would be placed back on the salary schedule at the same place or more than that person would have received if they had continuous employment. Does this mean that if a person had not been a teacher in the district and had been employed from outside of the district that then they would be exempt from being moved back into the classroom. It appears as though this would be true since it only addresses administrators that would have been continuously employed.
- 4. Since many districts have in their negotiated agreement, provisions for seniority in regard to reduction in force, an administrator reassigned to the classroom would be placed at the bottom of the seniority list. Since many school districts have been reducing force over the past 4 to 5 years the administrator would automatically be the first to be terminated. It is obvious to us that this method of getting rid of administrators is a way to terminate their employment without due process.

In conclusion we do not see where this Bill in anyway could be good for education, let alone the employment rights of individual administrators. We would urge that you would consider all of these points in acting upon this Bill and we would hope that you would vote in opposition to House Bill #11.

EXHIBIT ES

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JANFREDUCTOR

FCULTORES

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TO: Members of the Senate Education Committee

Subject: House Bill No. 11

This letter is inopposition to House Bill No. 11.B

There is ample, undisputed research that indicates that the quality of education is directly proportional to the quality of instructional leadership demonstrated by the school principal. The best schools are the schools that have competent principals as instructional leaders.

In the event that a principal no longer meets the standards of the school district under which he/she was hired, or fails to maintain the skills as measured by the Superintendent and Board of Trustees that person should be given the opportunity to improve or be removed.

This bill merely provides an easy method of removing a principal without insuring that the rights of due process and just cause are afforded the individual. If, in fact, the principal is incompetent it is the responsibility of the Superintendent and Board of Trustees to prove their case and take necessary action. If this is not done the rights of the principal are violated and far worse, the incompetent educator is cast upon the teaching ranks. The end result is students bearing the brunt of educational inadequacy.

As an elementary principal I consider House Bill No. 11 to be an injustice to my professional rights and fear that such legislation, if enacted could seriously hamper my administrative effectiveness. It is my responsibility to carry out school board policy-however unpopular or controversial—at the direction of my supervisors. Knowing that I have little or no protection could well alter good decision making in favor of personal protection. While I sincerely hope this would never happen, the mere thought of having a wedge driven into our local administrative team which could separate me from the Superintendent is disheartening, demoralizing, and frightening.

As costs increase and funding diminishes the job of the school principal is complicated by frequent demands for greater production with fewer resources and personal rewards. I urge you to defeat House Bill No.11 in support of quality education and effective leadership.

Respectfully submitted.

Robert B. Morris, Principal Rossiter Elementary School Helena, Montana

EXITIBIT # 4 BB186 JRN-25,1989 SON-ED-VELLOT RESOURCES

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ADDRESS Helena	1111 No. 58 168
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#### SERVICES CONTRACT

Pursuant to Section 20-3-201(3) M.C.A., the Board of County Commissioners of Mineral County, Montana, hereinafter referred to as the "BOARD", hereby contracts with the Superintendent of Schools of Missoula County, Montana, hereinafter referred to as the "SUPERINTENDENT", who holds the qualifications of said section, to perform the duties required of county superintendents for the period from July 1, 1984 to June 30, 1985, upon the terms set forth below:

#### TERMS

The Superintendent agrees to:

- 1. Act as Chairman of the Mineral County Transportation Comittee-20-3-206(1) M.C.A.
- 2. Make ten trips to the Saltese School District—Standards of Accreditation of Montana Schools 204.2a, 20-3-207 M.C.A., and 20-3-205(19) M.C.A.
- 3. Offer advice to Mineral County Treasurer in performing her school duties in consolidated office--20-3-201(3) M.C.A.
- 4. Help the Mineral County Treasurer handle tuition matters as per 20-5-301, 302, 303, 304, 305, 311 M.C.A.
  - 5. Supervise school boundaries-20-6-103 M.C.A.
- 6. Provide assistance to the Mineral County Treasurer in the area of school elections—20-3-205(2) M.C.A.
- 7. Supervise private and home schools as per 20-5-109 M.C.A.
- 8. Act as the impartial hearings officer for Mineral County—20-3-210 M.C.A.
- 9. Give aid and support in establishing school budgets and setting school levies as needed.

The Board agrees to pay Three Thousand Seven Hundred Fifty Dollars (\$3,750.00) to the Superintendent, and court reporter costs in the event of litigation, pursuant to item 8 above.

Chairman (Chairman

Mille Bowman Superintendent of Schools

SBIBS JAN. 25, 1905 SEN. ED. V CHLT. PLS.

#### MEA Testimony on Senate Bill 168

Mr. Chairman, members of the committee, my name is Nancy Walter and I am here today to represent the Montana Education Association. The MEA would like to go on record in support of Senate Bill 168.

We have 4 specific concerns that this bill in its present wording would properly address:

- 1) We have many occasions to call on county superintendents for hearings and rulings in teacher dismissal, termination and suspension cases. It is imperative, in our view, that persons who conduct those hearings and issue those rulings be qualified to do so as judged by the electorate.
- 2) It also concerns us that in some of the consolidated counties who no longer have elected Superintendents, the functions and duties of that office have been overlooked altogether. No one is performing them. We believe that satuation needs to be changed.
- 3) Another concern of MEA is the fact that minimum hiring standards and qualifications are being relied on in some of the counties who're contracting out the services normally supplied by an elected Superintendent. "Minimum" should not be the level of quality we seek when it comes to settling questions and carrying out tasks related to public education.
- 4) Our fourth concern has to do with teacher evaluations. In some of our consolidated counties who lack Superintendents, school board members are doing those evaluations. We believe the conflict of interest is apparent and should not be allowed.

MEA believes that Senate Bill 168 meets all of the concerns addressed. We urge the committee to adopt the proposed language. Thank you, Mr. Chairman.

EXHIBIT #7 SB 168 JAN 25, 1985 SEN.ED. V CULT RES. COM,

NAME Shelma Robertson	RES. C
	Bill No. 58 168
ADDRESS Shelly Mont	DATE
WHOM DO YOU REPRESENT Mond assign of	1 1 1
SUPPORT	County Supl of Schools
OPPOSE	AMEND
PLEASE LEAVE PREPARED STATEMENT WITH	SECRETARY

Comments: In 1975, the duties of the country Supt of Schools of Toole County were handled by Treasurer's office. It was such a disaster that the commissioners went back to an elected superintent and would not consider combining the office at this time Problems that arose while the duties were handled in the treasurers office were: no one of qualifications supervised the rural teachers there was no time alt of the busy treasurers time to monitor school transportation, no one lould address school problems brought to the courthouse of time to adequately handle the fiscal affairs between state, school and county I would appreciate your support of this bill so that when or if consolidation of the lo Supt of Schools office becomes imperatione, the quality of the office will not be diminished.

## ■State of Montana



#### **BOARD MEMBERS**

#### **EX OFFICIO MEMBERS:**

Ted Schwinden, Governor

Ed Argenbright, Superintendent of Public Instruction

Irving E. Dayton, Commissioner of Higher Education

#### **APPOINTED MEMBERS:**

Ted Hazelbaker, Chairman

James Graham, Vice Chairman Ismay

George A. Johnson Polson

Sally Listerud

Harriett C. Meloy

Arthur Schauer

Thomas A. Thompson

## Board of Public Education

January 25, 1985

Hidde Van Duym Executive Secretary

Chairman Blaylock and members of the Committee:

I am Hidde Van Duym, Executive Secretary to the Board of Public Education.

The Board of Public Education supports Senate Bill 168.

Early in its history the office of the county superintendent served as administrative right arm of the state because it performed the task of enforcing laws and upholding minimum standards particularly in states where the county was established as a governmental unit. It kept records, selected, certified and placed teachers and arbitrated district boundary problems. In Montana these tasks included, and still include, the equalization program, pupil attendance records, school controversy appeals, and the pupil transportation budgets.

Not only has the county office served in this capacity but over the years it has assumed a service and coordination capacity. Some of its service functions are clear from the list of powers and duties stated in the statutes but some are not. In addition to the original responsibility for enforcing state regulations the county superintendent has provided curriculum and textbook assistance and has served as coordinator for all schools, particularly those who do not have a principal or district superintendent. The county superintendent has also played an important role by maintaining two-way communication between the local level and the state.

There is no question that the office of the county superintendent is in the process of change and reformulation. However, the option of consolidating the office with another office which is able to perform only half of the actual role of the county superintendent has not been good practice. SB 168 is a step in the right direction.